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DISTRICT OFFICE
IN NORTHERN INDIA.

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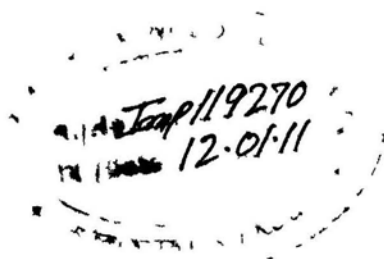
WITH
SOME SUGGESTIONS ON ADMINISTRATION.

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PREFATORY NOTE.

THE appearance of the following pages is attributed by its author to his sojourn for several years at what is usually called an Indian Penal Settlement, that is to say, a station containing scarcely any European inhabitants. Among the effects of such a residence may be noted two, which have probably had a good deal to do with the genesis of this book.

First, one's own ideas appear, from the fact of there being hardly any one to criticise them, of exaggerated value; and *secondly*, one is seized by an almost uncontrollable desire to come into contact with the outside world, in the only method available, *viz.*, by rushing into print.

Had circumstances been different, it is probable that wiser counsels would have prevailed, and the following lines remained in the obscurity which originated them.

Should, however, any of his suggestions be of the least use to young officers, or lead to discussion of, and comparison of experience upon, the important subjects mooted, the author will feel that his labours have not altogether been thrown away.

The obvious omission of proper references to Government orders, circulars and other authorities, which might have proved useful even to those who attach no

value to the original suggestions of the work, may be subsequently supplied, should it escape total condemnation at the hands of the public. "Provincial" colouring, and that for which the surroundings alluded to are responsible, must be pardoned as inevitable. Similar remarks apply to the didactic nature of much of what has been said.

RAE BARELI, OUDH ;

April, 1892.

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C. W. WHISH.

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PART I

OF THE DISTRICT OFFICE IN GENERAL.

CHAPTER 1.

THE DISTRICT STAFF AND THEIR DUTIES.

THE following remarks apply more particularly to the North-Western Provinces and Oudh, though a good many are doubtless applicable, *mutatis mutandis*, to other portions of the empire.

According to the present condition of the majority of districts, the whole of the public offices not directly under the Imperial Government (such as Customs, Post Office, Telegraph, &c.) are assumed to belong to the District Office. Thus the departments severed from the parent stem under the local self-government scheme (Municipalities and District Boards) are still treated as undivided members of the official family. A District Office may be divided into the following 10 departments :—

1. The English Office including two sub-divisions :—
 - (i) The Revenue or General Office and (ii) the Judicial or Criminal Office.
2. The Treasury.
3. The District Board's Office.
4. The Municipal Office.
5. The Court Establishments.
6. The Record Office.

7. The Munshikhana or General Head-quarters' Vernacular Office.
8. The Department of Land Records and Agriculture, or Kanungo's Establishment.
9. The Nazarat or Department of General Office Superintendence, including the control of the Ministerial Establishment.
10. The Tahsil, Local or Sub-district Office.

To these must be added—

11. The Court of Wards Office, or the Establishment for the Official Management of Estates (where it exists), and
12. The Registration Department.

Again, to these might be added the following 6 departments over which a District Officer has more or less control—

13. Education.
14. Public Works.
15. Medical and Sanitary Staff.
16. Jail.
17. Police.
18. Opium.

Nos. 13, 14, and 15 may be looked upon in one sense as branches of No. 3.

Of the first three departments of this second list, the chief officer of the district has the control in virtue of his position as Chairman of the District Board ; of the second two as the chief magisterial authority ; and of the last as the chief revenue authority in the district, though in this latter case the control is merely nominal. All these latter departments are under the control of special depart-

mental officers, so that it will be unnecessary to discuss the functions of the officials composing the staff attached to them. All have, or should have, offices separate and distinct from that of the district.

A District Office might also be broadly divided into the English Department, the Department partly English and partly vernacular, and the Department wholly vernacular. Of the 10 sub-divisions given above, the first two are wholly English, the third and fourth are mixed, and the rest wholly vernacular. Before proceeding further a few words seem necessary as to each of these 10 sub-divisions, although references will be found to the whole 18 in different portions of the work. Special chapters are devoted to the following :—

The English Office (including the English portion of the District Board and Municipal Offices), Treasury, the Record Office, the Department of Land Records and Agriculture, and the Nazarat, so that there only remain the 5th, 7th, and 10th items for notice in this place.

Item 5.—The Court establishments do not call for any remark ; they consist, as their name implies, of the staff of clerks considered necessary to conduct the work of, and keep up the registers and returns required from, the various courts of justice.

Item 7.—The term *Munshikhana* refers rather to a place than to an office, though in a restricted sense it may be taken to mean the staff of clerks kept to carry on the miscellaneous and general vernacular work of a district, the most important item of which is the collection of the land revenue.

Besides this special function, the Munshikhana is the place where the vernacular portions of all the above-mentioned 10 regular departments are located, when they have no special place assigned to them. Thus the vernacular staff of the District Boards and Municipal Offices, and the whole of the Land Records or Kanungo's Establishment, appertain to the Munshikhana.

Item 10.—The Tahsil Office will be described in detail in a special chapter also ; but it may be generally stated here that it represents in many ways, as it were in miniature, the District Office of which it is a sub-division. Thus the Tahsil Office will be found to have a small Court Establishment, Treasury, Record Office, Nazarat, Kanungo's Establishment, and Munshikhana of its own. The latter department consists principally of the staff intended for the collection of land revenue, and this and the Kanungo's Establishment are both particularly strong, as they represent the working portions of the two departments.

A great deal of what has preceded will, of course, be unintelligible to a person unacquainted with India, until the special chapters referred to, or the glossary, have been consulted, but it was impossible, in treating of the office as a whole, to avoid this. What follows will, it is hoped, seem less obscure.

It will be convenient now to regard the establishment as a whole, the individuals composing it being arranged according to the salary they receive. The office certainly ought to be worked as a whole, which would be one step towards preventing the jealousy and friction which too often exists between the sub-divisions, greatly to the

detriment of the administration. With regard to promotion too, this is the only fair method of procedure. Unless this is done, certain departments will be sure to be neglected because they have no one to advocate their claims.

To prevent confusion a column is added to the following list showing to which of the abovementioned 10 departments each official belongs. Officials belonging to the 8 "special" departments have not been included in the list, because they cannot be conveniently graded with the regular staff.

List of District Officials according to salary.

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub division of office.	Duties.	REMARKS.

DEPARTMENT I.—MENIAL SERVICE.

CLASS I.—Inferior menial service, unpensionable.

		Rs.		
1	Sweepers	5	Nazarat	House-hold services.
2	Mirdahas or chain-pullers.	5	Do.	Survey operations.
3	Harkaras or post-runners.	5	Do.	Carrying of letters.

CLASS II.—Inferior menial service, pensionable.

4	Tent-pitchers	5	Nazarat	As the name implies.
5	Orderly peons or messengers.	5	Do.	Do.
6	Tahsil messengers	5	Do.	Do.
7	Process-servers	5	Do.	Do.

CLASS III.—Superior menial service, pensionable.

8	Literate peons or messengers.	5 to 8	Nazarat	Clerical work connected with ministerial staff.
9	Jamadars or head messengers.	10	Do.	Superintendence of messengers.

A District Office

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.

**DEPARTMENT II.—INFERIOR SERVICE WITHOUT RESTRICTION
AS TO EDUCATIONAL QUALIFICATION.**

CLASS I.—Unpensionable.

10	Pound clerks . . .	5 to 10	M unshikhana.	As the name implies.	Officials of this class are not usually promoted unless for exceptionally good service; but see remark opposite Department III.
11	Weeders ..	10	Record Office.	Destruction of useless records.	
12	Copyists . . .	10 to 15	Ditto	As the name implies.	
13	Octroi moharirs or tax clerks.	8 to 12	Municipality.	Collection of octroi duty.	
14	Tahvildars or sub-treasurers.	15	Treasury	As the name implies.	
15	Chaukidari moharirs or village constabulary accountants.	15	Munshikhana.	Ditto.	

CLASS II.—Pensionable.

16	Basta-bardars or record lifters.	6	Record-room.	As the name implies.	This small class seems somewhat out of place, but is retained in its position in order to preserve the continuity of the arrangement.
17	Daftaris or stationery superintendents.	10	English Office.	Ditto.	

DEPARTMENT III.—SUPERIOR SERVICE, UNPENSIONABLE.

18	Dastak clerks or process writers.	20	Nazarat .	As the name implies.	<i>N.B.</i> —Deserving officials of the unpensionable grades may be promoted to posts carrying an equal salary in the pensionable lines. Similarly incumbents of pensionable posts may be promoted to unpensionable offices on an enhanced salary should they desire the step.
19	Head copyists . . .	20	Record Office.	Ditto.	
20	Treasurers . . .	20	Treasury	Ditto.	
21	Local fund ahalmfads	25	District Boards' Office.	Accounts and clerical work of District Board.	
22	Conservancy inspectors.	25	Municipality.	As the name implies.	
23	Municipal clerks . . .	25	Ditto	Ditto.	
24	Octroi superintendents.	40	Ditto	Ditto.	
25	District Board clerks	65	District Boards' Office.	Ditto.	

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.

DEPARTMENT IV.—SUBORDINATE SUPERIOR SERVICE,
PENSIONABLE,

CLASS I.—*Departmental clerks, 4th grade.*

26	Naibs o. Assistant Nazirs.	10to12	Tahsil	Distress, general office superintendence and miscellaneous accts.	In Oudh only,
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CLASS II.—*Departmental clerks, 3rd grade.*

27	Sahā navis or vernacular accountants.	15	Tahsil	Keeping of sub-treasury accounts.	
28	Miscellaneous moharrirs.	15	Do.	As No. 26, excepting distress.	
29	Stamp clerks	15	Treasury	Clerical work & accounts in connection with stamps	
30	Court ahalmads or departmental clerks.	15	Court establishment.	Clerical duties of courts of justice.	
31	Excise clerks	15	Munshi khana.	Keeping of excise accounts and papers.	

CLASS III.—*Departmental clerks, 2nd grade.*

32	Assistant record keepers.	20	Record Office.	As the name implies.	
33	Wasilbaki navises or local revenue accountants.	20	Tahsil	Ditto.	
34	Assistant general moharrirs.	20	Munshi khana	Miscellaneous clerical work of Collectors or Dy. Commissioner's Office.	

CLASS IV.—*Departmental clerks, 1st grade.*

35	General moharrir	30	Munshi khana	As the name implies.	
36	Statistical clerks	30	Ditto	Ditto.	

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.*
DEPARTMENT V.—SUPERIOR SERVICE, PENSIONABLE.					
37	Assistant munsarims	40	English Office.	Judicial work of English Office.	In Oudh only.
38	Readers or peshkars, 3rd grade.	40	Court establishment.	Head of establishment attached to a court of justice.	
39	Assistant head clerks	50	English Office.	As the name implies.	
40	Nazirs	50	Nazarat	As No. 26.	
41	Naibs or assistant tahsildars.	50	Tahsil	Assistant to tahsildar.	
42	Wasilbaki navises	50	Munshi-khanna	See No. 33.	
43	Deputy munsarims	60	English Office.	As No. 37	Ditto.
44	Readers or peshkars, 2nd grade.	60	Court establishment.	As No. 36.	
45	Readers or peshkars, 1st grade.	80	Ditto	Ditto	
46	Revenue superintendents.	100	Munshi-khanna.	Principal assistant to the district officer in the Revenue Department.	
47	Judicial superintend-	100	Ditto	Principal assistant to the district officer in the Judicial Department.	
48	Munsarims or court superintendents.	125	English Office.	As No. 37.	Ditto.
49	Head clerks	150 to 200	Ditto	Principal assistant to district officer in the English Department.	This strong judicial establishment in Oudh is a relic of the past, when the work of the Civil Courts was amalgamated with that of the District Office.

It is necessary to notice in this place the first and fourth departments, as these alone admit of general remarks. In regard to particular and special duties full details will be

found, under the various headings concerned, in subsequent chapters.

Department I.—Menial Service.

A good deal of the efficiency of the administration and also of the well-being of the people depends upon the way in which menial servants perform their duties. Much, of course, depends upon the care exercised in the selection of individuals for these posts, and the degree of supervision that is exercised over them ; but the observance of a few simple rules will also greatly tend to prevent them from abusing their position.

It is advisable to guard against any attempt on the part of menial servants, particularly orderly peons, to make themselves *indispensable* to their masters. As a rule their service is best rendered in mute fashion, and any attempt on their part to speak unless in answer to a question, should be promptly suppressed. It is scarcely necessary to state that the highly objectionable practice of officers taking such persons with them from one district to another, will almost certainly lead to their endeavouring to persuade the people that they are thus “indispensable.”

The consequences will probably be that the character of the officer concerned will suffer, and illegal gratification will be taken by the subject of his ill-advised partiality, under pretence of influencing him in his official actions. Messengers should have a district uniform, that for the Sadar being different from that of the Tahsil establishment. If Government sanction cannot be obtained to the

purchase of uniform, messengers should be directed to dress in clothes of a uniform pattern.

When messengers are employed on any distinct work, the date and hour of their proceeding to perform it should be recorded, and a certain time be allotted them for the purpose, which should not be exceeded without good reason.

About 15 miles a day is a fair average journey for one man. Work should be so arranged that the same tract of country is not traversed twice.

Department IV.

A departmental clerk or *ahalmad* is, as his name imports, the official to whom the special superintendence of the papers relating to any particular department are made over. He is, of course, liable to perform any other work at the discretion of the head of the office. The first and most important duty of an *ahalmad* is to keep all his papers in order, and to be very careful that no paper is outside its proper bundle or *basta*. All papers should be arranged in order of date, and in the case of orders which have not been carried out, an entry of the reason should invariably be made.

An *ahalmad* should keep four *bastas* or bundles of papers. The first should contain all current papers which have to be brought before the officer in charge of the department ; the second should contain all papers on which orders have been passed that are in process of being carried out ; the third should contain all papers that are in process of being made into *misls* or records ; and the fourth complete

misls or records, which are ready to be deposited in the record-room. Each bundle should be clearly labelled. An *ahalmad* should compare the papers actually received by him with the *chalan* or invoice to see that nothing is missing. All papers unconnected with any previous ones should at once be brought upon the *mislbānd* or file register, and those appertaining to papers already pending consigned to their respective places.

The distinction between the head-quarters and the sub-divisions of a district (or *tahsil*) will have been noticed. Care has to be taken by a District Officer to hold the balance true between the *Sadar* (or head), and *Tahsil* (or local sub-divisional), offices. The officials of the former are generally anxious to establish a kind of usurped authority over the head of the local office or *tahsildar*. In his turn the *tahsildar* sometimes tries to prevent the officials of the head office from doing their duty in bringing the delinquencies of his office to light. Both tendencies have, of course, to be resisted, and while the officials of the head office must not be allowed to wield the authority of their master, they must not shrink from bringing to light local derelictions of duty, even if they involve blame to the *tahsildar* personally.

Differences of opinion will probably exist as to whether it is advisable to amalgamate the staff of the departments classed as "special" with that of the 10 regular departments. If they are kept distinct, it still will be well to have a list of officials and candidates as for the "regular" staff. If the whole service is thrown into one, officials may be interchanged between pensionable and unpensionable

appointments according to the principles laid down in the note opposite Department III, *supra*, page 14. It will be observed that the list of officials contains no mention of any belonging to the Department of Land Records and Agriculture. The reason of this is that appointments can only be made to this Department of candidates who have passed the special departmental examination. But there is no reason why kanungos should not be promoted in the regular line, and it is the desire of the Supreme Government that they should be so rewarded for good work. They should be promoted to the 5th Department or that of superior service.

CHAPTER 2.

APPOINTMENT, PROMOTION, LEAVE, AND PUNISHMENT.

THE present seems the proper place for offering suggestions as to the appointment, and treatment when appointed, of the district staff.

i *Appointment.*—The observance of some regular system of making appointments to the Government service is one of the most important details of district administration. Only under the most exceptional circumstances should any one be appointed unless his name has been previously entered in a register of approved candidates, and, of course, unless certain required conditions have been fully satisfied.

It is not, perhaps, too much to say that nothing has been productive of more evil in the administration of India than laxity of system in the matter of appointments.

to the Government service. In some localities **favouritism** has prevailed to an extent which is almost **inconceivable**, and the result has been that the Government service has been debased into a kind of monopoly or close preserve for certain individuals, families, or cliques. No matter how watchful his supervision may be, a District Officer will find himself constantly having to check party or individual intrigue in this respect. Party intrigue will usually take the form of organised opposition to the entry into the public service of any but a *soi-disant* privileged class or classes: individual intrigue will usually take the form of an endeavour to reserve appointments for relatives and hangers-on, who have followed their patrons in the subordinate service from district to district in hopes of employment. It is hardly necessary to remark that the last mentioned most objectionable practice should be absolutely prohibited, and officials detected in it after due warning considered unfit, certainly for promotion, if not for the Government service at all. It is, indeed, hardly necessary to enlarge upon the evils of the oriental curse of favouritism, but while on the subject a few words of comment may not be out of place. The Government, as the largest employer of labour in the country, has a right to demand the most able workmen that the country can supply; besides which it is doing a grievous wrong to the people at large to employ any but the most able and efficient instruments available in the administration. It follows that the public service must be open to all, and all nepotism, and undue influence eradicated if success is desired. The above remarks must not be taken to

depreciate the advantages of birth and good family in regard to the public service. On the contrary, good birth is usually a guarantee for a certain amount of immunity from the vulgar vices most objectionable in a public servant. But birth is only one among a large number of necessary qualifications, and undue weight must not be given to it.

In every case where the public service at large would be a loser by the exclusion of an individual chosen from even the lowest stratum of society, unreasoning prejudice against his origin should be powerless to exclude him. It is, of course, notorious that an aristocracy not recruited, at least to a certain extent from below, tends to deteriorate.

The inferior class of public servants obtained where it prevails is not the only evil of favouritism : where it exists there is absolutely no stimulus to good work on the part of those individuals who have obtained office, when they know that merit is powerless against favour.

With these preliminary remarks we may proceed to consider the principles on which a register of candidates should be compiled. Whenever an addition to the list of candidates is considered desirable, the fact that new names are about to be registered should be made as widely known as possible. At the same time the fact might and should be notified that preference will be given to district candidates, and that therefore candidates from outside come at their own risk and have no claim to appointment.

2. Secondly, the notice regarding candidates should specify the kind of appointment likely to be vacant, and the date on which selections will be made : it should also

specify the conditions on which appointments will be made.

3. In case of doubt as to the qualifications of various individuals, they should be determined by examination, marks being given for good family, physical qualifications, previous service and other claims, as well as for answers to examination questions.

4. Not more than one relative of any official residing within the district should under any circumstance be appointed, and, as a rule, when so appointed, should be transferred to another district.

5. Registered candidates allowed to work as apprentices must attend office regularly like officials, and will lose their place if absent otherwise than on leave.

6. Menial servants who have worked with credit are entitled to have their heirs entered as candidates. In special cases when menial servants have died without obtaining pension, their heirs may be appointed direct if they have done really good work. In other cases the heirs will be entered after the candidates already on the list, on the date of their ancestor going on pension.

7. No candidate should be allowed to appear unless he possesses, besides the Government educational qualifications, three certificates. First, a certificate of good moral character ; secondly, a certificate of fitness for apprentice work ; and thirdly, a certificate or bond from some wealthy person binding him to support the candidate for at least a year during his term of apprenticeship.

8. Candidates may be divided into six classes. First, those who have served or are serving in a Government

office ; second, those who have held unpaid positions of responsibility in a Government office ; third, those who have served without pay in a Government office, but not in positions of responsibility. These three classes may be arranged in order of continuous attendance at office whether paid or unpaid. The fourth class may comprise candidates who have passed both the Government middle class examination, and also an examination by a competent officer as to their fitness for office work. The fifth, those who have passed the former but not the latter. And the sixth, those who have passed neither. The last three classes are supposed not to attend or have attended office, and should be arranged in order of permission for the entry of their names in the book of candidates.

9. Candidates from the lower classes who have qualified for entering into the upper ones by service in the office should be posted accordingly from time to time. This should, of course, be done before the book is used for making appointments. Special books should be kept for candidates for employment in the departments classed as "special" in Chapter 1. The number of candidates should be proportionate to the number of vacancies likely to occur within the year ; matters being so arranged that approved apprentices have not to wait more or much more than 12 months for permanent employment. Each candidate should be made over to a special office or officer. The headings suggested for the register of candidates will be found in the Appendix.

ii. *Promotion*.—To assist the District Officer in making promotions, there should be in every District Office a regis-

ter or list of the entire staff which may be prepared according to the classification in Chapter 1, or any other which commends itself to the District Officer. The headings suggested for the register will be found in the Appendix.

Names should be arranged in order of length of continuous service. For the purpose of deciding what is continuous service a definition may be suggested. Continuous service in the District Office may be defined as service interrupted only by absence on leave, or service in the Settlement Department. No other service, such as service in the Opium Department, under a Municipality, &c., can count. The only difficulty that occurs is in filling up the column relating to fitness for promotion. For an inexperienced officer no plan could be better than to have these entries made on the report of a Committee of as many of the District Staff, Deputy Collectors and Tahsildars, as can be got together. If this is not done, it will usually be *believed* that the District Officer is in the hand of the principal native official in his office, and even if this is not the case, illegal gratifications will probably be taken. Even should a District Officer know every official on his staff so well as to be able to decide himself as to his qualifications, he should invariably take into consideration the reports of European or Native Officers under whom those officials are or have been working before filling up this column. The register being complete, promotions will be easily made from it. It should ordinarily be made a rule that no jumping is to be allowed, *i.e.*, that each official will be promoted to the grade immediately above that in which

he is serving and no higher. Selections for superior service, and for those posts requiring special qualifications must, of course, be made by the District Officer on the best basis available under the circumstances. Even here caution as to too great faith in his own power of selection may be recommended.

It may also be noted that if the individual whose name stands next on the list is allowed to try his hand for a short period, and then debarred from promotion if found unfit after actual trial, the results will generally be good. Misbehaviour will, of course, render a person liable to degradation. Temporary promotions for short periods, *i.e.*, during leave of (say) less than two months, may be allowed to go locally, that is, a sub-division of the office such as a tahsil may be allowed to supply officiating incumbents for posts thus left vacant. All promotions among menial servants are usually made in this way.

iii. *Leave*.—Leave should be granted as a rule whenever required, subject, of course, to the provision of the Civil Leave Code. Native officials of the lower grades, unless residing very near the office where they serve, seldom desire leave unnecessarily. Officials who have served with credit and approbation for more than a year should, as a rule, be granted leave free of all charge to themselves, if this can be done without injury to the public service.

When it is impossible to grant leave without a substitute, persons falling under the above definition may be allowed to appoint substitutes themselves for short periods not exceeding two months, provided, of course, that the substitute's character and qualifications are vouched for by a

responsible officer. Substitutes appointed under these circumstances are understood to have no claim whatever to appointment. The official appointing a substitute is, of course, responsible for that substitute's work.

Officials who have not rendered a year's approved service may be allowed leave without pay. No official under the rank of departmental clerk, third grade, should, as a rule, have leave except without pay unless as a special case and as a reward for exceptionally good conduct. A smaller favour may be conferred by allowing an official of this class to name his own substitute. No office lower than the department of subordinate superior service should, ordinarily, be kept open for more than a year.

iv. *Punishment.*—It is inadvisable to be constantly punishing superior officials, as it entirely destroys their influence with their subordinates. Should they fail to perform their duties satisfactorily, they ought to be reduced. Every act of delinquency ought, however, to be recorded. Nothing lends so much to the demoralisation of an office as for small faults to be repeatedly passed over. Keeping a record of all offences, however slight, is fair to all, and prevents those who can show a "white unblemished page" from feeling that they are treated just the same as the habitual offender.

A number of small faults may, of course, be treated as equivalent to one or two grave ones, and will be good ground for punitive measures.

Fines are unsatisfactory punishments, as, with inferior officials, they generally have the effect of setting the offender to work to try and reimburse himself by illegal

actions. A small fine is useful as a premonitory punishment, and when this has to be repeated it is generally best followed by reduction or suspension. The object of every officer should be, if possible, to reform his subordinates, but to get rid without mercy of the incorrigible.

For the purpose of recording the faults of the subordinate staff as above suggested, a book should be opened with a page devoted to each official who commits any fault. It will be useful to devote a page or two to each subordinate office also, such as Tahsils, Education Department, Court of Wards, &c., and note against the office any cause of complaint, *e.g.*, any tahsil which was habitually late in returning the results of local enquiries would be thus posted, and the cause of the delinquency inquired into when the tahsil was inspected. This plan will have a wonderfully stimulating effect on the whole of the District Office.

No punishment should be inflicted in haste, but a lapse of several days allowed between the discovery of the fault and the orders passed on it. It is a good plan to have a fixed day, once a month, or once in every two months, for deciding all punishment cases. It is a saving of labour to do a lot of similar work at the same time.

CHAPTER 3.

THE ENGLISH OFFICE.

As explained in Chapter 1, the English Office must be regarded as absorbing and containing the English portions of all other departments except the Treasury.

In itself, however, it may be regarded as divided into four sub-divisions, the General or Revenue Department, the Judicial Department, the Municipal Department, and the Local Funds Department or District Boards' Office. To each department there are ordinarily allowed one or more assistant clerks, besides the Head Clerk, who is responsible for the work. The Revenue Head Clerk is supposed to keep a general supervision over the whole.

The importance of efficiency in this portion of a District Office is obvious ; but it may not be out of place to remark that its importance is derived from the fact that it forms the link between the vernacular or working portion of a District Office and the outside world. Any delay or inaccuracy in the working of a district English Office may delay the work, and vitiate the statistics of a whole province, and might also be productive of serious injury to individuals. Looking upon it as a whole, an English Office may be divided into the following 9 subordinate departments:—

1. Correspondence.
2. The Custody of Pending Files.
3. Record Room.
4. Library.
5. Bills.
6. Accounts.
7. Registers and Returns.
8. Reports.
9. Miscellaneous.

1.—*Correspondence.*

The correspondence of a District Office is divided into 24 departments, the first 12 of which are called the Boards'

or Revenue Departments, because they are in use in the Office of the Board of Revenue. Each department is divided into files according to subject, the entire correspondence on any subject forming a file. Every letter, in like manner, on that subject forms a serial number in the file, the numbers of both letters and files being assigned according to date. To keep the correspondence in order, and to be able to produce at once any letter required, it is only necessary to observe the following rules :—

(1) Give every letter its proper serial number in a file, and every file its proper serial number on the file register.

(2) Enter every letter received or issued, and note the date of the submission of all papers for orders.

(3) Place all files on separate departmental shelves, and see that they are in proper order and not mixed up.

The only books that need be kept up in connection with correspondence are the following :—*First*, the register of receipts and issues, in which it is scarcely necessary to remark all letters must be entered immediately on receipt or despatch ; *secondly*, the stamp account book which serves as a register for all issues by post ; and *thirdly*, the usual peon or messenger books which serve as registers for all issues by hand. Each entry in the first book must contain the number of the previous and subsequent entry (if any) concerning the same file (backward and forward chaining), and be marked with the letter C when a file is closed. This completes the system for the ready tracing of any paper in the office.

2.—*Custody of Pending Files.*

Certain almiras or book-cases should be reserved for pending files, which must be kept completely distinct from closed ones, the latter forming a separate department (The Record Office). When a letter referring to a file antecedent to the new system is received, the old file must be got out and brought into the pending department, a note being made in the file list.

All files taken out for use in office should be returned to their places at the close of the day.

3.—*Record Room.*

A good many of the following remarks apply, as will be at once seen, both to the present department and that last treated of; but in order to avoid repetition they are given here only. (1) Each almira should be divided into compartments, each corresponding to one department. (2) Files should be arranged in packets, the file numbers running through the arrangement. (3) Files should be enclosed in paste-board or wooden covers clearly marked. [*N.B.*—The open file arrangement by which no paper is folded is the best.] (4) The whole of a file should not be sent out of the office, but only such portions of it as are required, a slip memo. of the missing numbers being placed in the file. If a whole file is removed, a memo. to that effect must, of course, be placed in the packet. (5) All formal papers should be weeded as soon as a file is consigned to the Record Room. All other papers must be weeded under the orders of the officer in charge. (6) An average number of papers and files must be settled as a

daily task for the weeder. The Head Clerk will be held responsible for instructing him as to how his work should be performed, and if he is employed upon extraneous work sanction must be obtained. When records are completely destroyed, a slip containing the description and date of destruction should be left in their place. (7) The keys of all almiras should bear numbered labels of bone, paste-board, or parchment.

4.—*Library.*

When a separate room cannot be devoted to the purpose, English books only are usually kept in the English Office, and vernacular books in the Munshikhana. Every book received must be at once entered in the catalogue and labelled. Every officer taking a book should leave a receipt for it. At the commencement of each calendar year a list of all additions and certificate of correspondence of the library with the catalogue must be sent to the Superintendent, Government Press.

All obsolete or useless books must be weeded and sold as waste paper. More than one page of every book should be stamped.

5.—*Bills.*

All bills should be carefully checked and initialed by the Head Clerk, and should be passed on the basis of a list of permanent officials which should be revised by the 10th April of each year. The total of each bill should be tested by the Head Clerk, and all corrections made (in red ink) by striking the pen through erroneous figures; the correct figures should then be attested by the initials of the disbursing officer. No erasures or blurred figures

should be allowed. The Head Clerk should prepare a statement apportioning the total budget sanction over every month of the year, so that the District Officer may know, at once, if anything abnormal has taken place in the expenditure. The apportionment should be on the basis of 5 years' actual requirements. Each separate head of charge should be separately treated. The usual division of the annual grant by 12 is obviously useless; each month of the year should be considered separately.

6.—*Accounts.*

The only departments of the office which have much to do with accounts are the Municipality and the District Boards' Offices, which keep their own accounts under the local self-government scheme. These departments are theoretically distinct from the District Office, but, as a matter of fact, they are usually amalgamated with it. See *supra*, Chapter 1, and as to accounts, Chapter 7 (Nazarat).

7.—*Registers and Returns.*

A list of returns, budgets, &c., with the dates on which, and the authorities to whom, they are due, should be hung up in a conspicuous place in every office, and the Head Clerk should be careful to see that they are despatched on due dates. Every return must bear the initials of the Head Clerk as a guarantee of its correctness, and of the fact that he has tested percentages, totals, &c. Budgets are ordinarily prepared on the basis of the actuals of the current and preceding year, but the average of at least 5 years should always be considered before a budget is approved.

8.—*Reports.*

The Head Clerk should bring statistics for the compilation of every report to the District Officer one clear month before the report is due. The average figures of 5 years back, at least, should be collected for comparison with the statistics of the year under report. Reports should aim at giving a concise history of the year's operations without repeating, more than is absolutely necessary, matters to be found in the figured statements. The body of the report should also, of course, explain any anomalous or remarkable results revealed by a figured statement. Every report should be complete in itself, and not refer to unconnected papers in such a manner as to render their perusal necessary for the clear understanding of what is meant.

9.—*Miscellaneous.*

A list of unanswered references in all 4 departments should be placed before the District Officer by the Head Clerk, every week, or at least every month. A vernacular list of unanswered references should be kept to check the work of tahsils in local enquiries, on the result of which answers to many references depend. Every chest containing papers or books or articles of any description should be catalogued. No useless papers or other articles should be left lying in the office—nothing in fact which is not registered in some register or catalogue. All character and service books should be completely written up, and particular attention paid to the entry regarding commencement of service, which should be carefully verified.

SUGGESTIONS FOR INSPECTION OF ENGLISH OFFICES.

[*N.B.—The questions, as a rule, expect affirmative answers.*]

1.—*Correspondence.*

(1) Is the system of classification and registration properly understood ?

(2) Are there any letters not included in a file or any files not entered in the file register ?

(3) Are any unauthorised registers kept up ?

(4) Is the column of references in the letter register properly filled up, *i.e.*, with backward and forward chaining and the addition of the letter C whenever a file is closed ?

(5) Is the date of submission for orders noted upon all letters ?

(6) Are all letters properly docketed ?

(7) Where circulars laying down rules of practice have given rise to correspondence, is a copy of the circular kept in the file ?

2.—*Pending Files.*

(8) Has any correspondence referring to old files, antecedent to the new system, been received without bringing the old files concerned on the file register ?

(9) When files are removed from the old bundles, is a note of the fact made in the fly-index ?

(10) Are pending files kept in separate almiras, with a marked shelf for each department ?

(11) Are all files returned at the close of the day to their proper shelf ?

(12) Are any closed files mixed with pending ones ?

3 — *Record Room.*

(13) Are all the serial numbers of files complete, and if any are lost has the matter been reported ?

(14) When portions of a file have been removed by any officer's order, is his receipt or a slip memo. entered instead of the missing numbers ?

(15) Does each packet contain a note of any file still pending ?

(16) Are the packets arranged in numerical order and keeping the series of files contiguous ?

(17) Are the rules for weeding understood, and is the weeder confined to his proper duties ?

(18) How many papers and how many files does the weeder weed a day ?

(19) Are all formal letters and manuscript copies of printed documents destroyed when a file is closed ?

(20) Are all papers to be destroyed inspected by the officer in charge ?

(21) Are all revenue administration, settlement and income-tax reports kept ?

(22) Are the files neat ?

(23) When files are completely destroyed, is a record kept of the fact ?

4.—*Library.*

(24) Is the library complete ?

(25) Is the library catalogue kept up according to rules ?

(26) Have all obsolete books and circulars been weeded ?

(27) Are all the rules for classification understood ?

(28) Is a receipt always taken from an officer removing a book ?

(29) Is the seal of the District Office stamped on more than one page of every book ?

(30) Who is responsible for the custody and condition of vernacular books ?

(31) Have the books been compared with the catalogue, and a completion certificate sent to the Superintendent, Government Press ; also a list of all books received within the year ?

5.—*Bills.*

(32) Are all corrections in bills made in red ink, and initialed, and are erasures prohibited ?

(33) Is there a statement apportioning the budget sanction under every head over all the 12 months of the year ?

6.—*Accounts.*

(34) Are the accounts neat and free from blots and erasures ?

(35) What system of audit is there ?

7.—*Registers and Returns.*

(36) In all papers and registers prepared on the basis of vernacular returns and reports does the Head Clerk compare the former with the latter ?

8.—*Reports.*

(37) How many times have reports been submitted on due dates within the year ?

(38) How many have been more than a month late ?

9.—*Miscellaneous.*

(39) Are there any office rules and a district order book in which to enter them ?

(40) Does the officer in charge inspect the registers every week ?

(41) Is there a list of returns and reports with dates of submission hung up in a conspicuous place ?

(42) Is a weekly list of pending references submitted from all departments ?

(43) Is the distribution of work fair, and does each department willingly assist the other ?

(44) Is there a list of references pending from tahsils ?

(45) Are all character and service books completely written up ?

(46) Are the entries regarding commencement of service derived from any source other than the officials' own statement ?

(47) Do all chests and cases contain catalogues of contents ?

(48) Are there any papers or other articles lying about which should be destroyed or taken care of ?

(49) What is the state of the office furniture ?

(50) Are the almiras properly filled, or is there an unnecessary sacrifice of space ?

(51) Are the keys of all almiras numbered ?

CHAPTER 4. THE TREASURY.

THE Treasury Department of a District Office combines, in the majority of districts, the accounts of all departments that do not (like the District Boards and Municipalities) keep their own accounts, and the entire banking business of all Government Offices. In large places where branches of the semi-official Bank of Bengal exist, the banking business is made over to this institution, and the treasury becomes a mere accounts and audit office; but in most instances the two functions are combined. The Civil Account Code is so full and minute in all its directions as to the conduct of treasury business, that it seems scarcely necessary to enlarge upon the subject, but an enumeration of the most important duties of the District Officer and his subordinates in this connection may be found useful :—

• *A.—Duties of a District Officer.*

1. The District Officer is not relieved of responsibility for the balance in his treasury by the delegation of current duties to the Treasury Officer. On the contrary, unless he observes all the rules prescribed by the Civil Accounts Code for the check and control of his Treasury Officer's work, he may be held personally responsible for defalcations.

2. The District Officer must verify the cash balances at least once a month (or once in two months during the camping season).

3. Tahsil balances must be verified once a year by the District Officer or one of his gazetted subordinates,

B.—Duties of a Treasury Officer. .

The most important duties of a Treasury Officer may be tabulated as follows :—

1. To explain all circular orders, &c., to the clerks.
2. To see that the public is not put to any inconvenience or treated with partiality by the subordinate staff.

(NOTE.—In the following the Roman figures refer to chapters, and the Arabic figures to rules, of the Civil Accounts Code.)

3. To enter personally all receipts and issues in the stock books (I, 10).
4. To sign the pension register and permanent payment orders (XVIII, 2, 6).
5. To sign the deposit registers and check all irregular deposits (XIV, 2, 6).
6. Carefully to examine all vouchers for payment before passing them.
7. To see that all remittance-bills drawn on other treasuries are in regular series, and to sign and date the advices (XX, 18).
8. To see that all receipt stamps are properly defaced (XVII, 10, note 3).
9. To recover promptly all retrenchments ordered by the Accountant-General (XXXII, 2).
10. To refuse to pay enhanced salaries without pre-audit (III, 5).
11. To prevent all erasures in bills or accounts (I, 10, [b]).
12. To audit daily the cash transactions of the day (XVII, 23).

13. To verify the Treasurer's balance every day (XVII, 23).

The last two items are so important that a few words in their explanation will not be out of place. Before leaving the treasury for the day the Treasury Officer should check all receipts entered in the cash book and see that they are supported by chalans or notices of remittance, or entries in the tahsil *siahas* (or sub-treasury consolidated account sheets); he should also see that every item is properly posted in its appropriate schedule. It is, therefore, necessary first to check the entries in the schedules by those in the sadar chalans and tahsili *siahas*, and then to see that the total of each schedule is properly entered in the cash book. The sum total of all the schedule-totals plus that of any items posted directly in the cash book will give the total receipts for the day. Each item on the debit side should then be carefully checked by the respective vouchers, the sum being, of course, the total of payments for the day. The balance by the Treasurer's balance sheet can then easily be struck, after taking into consideration the opening balance, and that for the whole district after taking into consideration also the balance in sub-treasuries (accountant's daily balance sheet). This verification of the balances is all that is necessary for the daily audit.

Suggestions for Treasury Inspection.

The form of printed questions prescribed by the Board of Revenue for the use of Commissioners in inspecting district treasuries is, of course, all that is required for that purpose.

The following questions apply to the inspection of Tahsil sub-treasuries :—

State of Treasury, &c.

1. What is the state of strong room, treasure chests, chests, locks, bags and scales, &c. ?
2. Has the Executive Engineer's certificate been renewed, according to standing orders, within the year ?
3. Is there a departmental order by the head of the District Police defining the duties of the treasury guard ?

Procedure previous to Tender.

4. Are printed chalans or notes of tender readily available to the public ?

Procedure after Tender previous to Credit.

5. Does every chalan go first to the wasilbakinavis to be posted in the khatiuni, then to the tahvildar to be signed and lastly to the siahanavis for entry in the siaha ?
6. Are dakhilas (receipts) given for all descriptions of receipt ?

Crediting of Money Received.

7. Are all doubtful items credited under the head which seems most applicable, or under *Miscellaneous*, and not held kharij-az-siaha (outside the public accounts) ?
8. If a dakhila is lost, is a certificate of payment given instead of a duplicate ?
9. Are the numbers of chalans, tahvildar's ledger, khatiuni, dakhila bahi (or receipt register), and ahalnads books, the same ?

10. Is the preparation of the supplement to the siaha understood ?

Payments.

11. Are all payments supported by vouchers ?

12. Is the whole of the treasury order cashed, the unexpended balance being held kharij-az-siaha ?

13. Is the kharij-az-siaha kept as low as possible by short-drawing pay of absent officials, and every other available means ?

Stamps.

14. Are the registers neat and free from erasures ?

15. Are acquittance rolls (kabz-ul-wasul) properly stamped and the stamps defaced ?

16. Are sufficient stamps of every description in stock, and are indents from head-quarters promptly complied with ?

17. Are receipt stamps kept by all vendors and all courts within the tahsil ?

18. Has the office been inspected by the stamp officer or some one on his behalf within the year ?

19. Are stamps of the highest value available invariably used ?

20. Are private copies stamped when filed in cases ?

21. Are process fees (talbana) properly taken, and is the income up to the standard of the province ?

22. Is the stamp revenue allowed to suffer by sending for records when parties ought to file copies ?

23. Are powers of attorney (mukhtarnama) invariably asked for when parties are absent ?

24. Are applications for summoning witnesses stamped ?

25. Is the Court punch of a pattern distinct from that of the record-room ?

Pensions.

26. Is there a proper list of pensioners, and how is it verified ?

27. Are all pensioners over 70 years of age seen annually ?

28. If any pensioners are paid at the tahsil does the tahsildar understand and carry out all the rules ?

29. Are any pensioners exempt from personal appearance ?

Miscellaneous.

30. Are items outside the accounts kept under joint lock ?

31. Is small change freely supplied to the public ?

32. Are currency notes freely given and received ?

33. Does the tahsildar understand the rules as to short-weight coins of every description ?

34. Are the rules for the payments of revenue money orders understood ?

35. Have the tahvildar's books been examined within the year ?

36. Is the tahvildar transferred every two years ?

37. Is there a daily comparison of dakhila bahi, siaha, khatiuni, and tahvildar's account ?

38. Is every page of the account books totalled and English figures used in them ?

39. Does the tahsildar daily audit the cash transactions of the sub-treasury ?

CHAPTER 5.

THE VERNACULAR RECORD-ROOM.

Conditions of efficiency in the Room itself.

THE record-room should be enclosed on every side but the one by which the record-keeper must enter. The office should really be a suite of three rooms opening one into the other. The first, the record store room, the second, the inspection room, and the third, the copying room. Admission to the whole suite should be by one door, or two at the most, and the copying department should be inaccessible to the public. Gratings should be supplied, through which applications and copies are interchanged.

Arrangement of the Record-Room.

The division of the record-room is by parganas, an old territorial division of the native Government adopted by the British. To each pargana is allotted one or more racks or shelves, each marked with the name of the pargana in large letters.

The arrangement of the records relating to the pargana is mauzawar, that is to say, the papers relating to each mauza or village are bound up together in one or more bundles or bastas : or, if the number of records relating to any mauza is too small to fill an entire bundle, the papers of one or more will be bound up together. Records that do not belong to any particular mauza are arranged according to subject.

The bundles should be clearly marked with the name of the mauza or subject. Each bundle contains a fly-list tabulating the records in order of decision, and as each record has similarly a list of papers, the finding of any paper is an easy matter.

Establishment.

The staff of the record-room consists of one or more record-keepers and assistants, having under their orders a number of record-lifters and weeders proportionate to the work to be done. The copying establishment may also be regarded in a certain sense as belonging to the record-room.

The following officials call for a few remarks in this place :—

Record-lifters (or basta bardars) should make themselves acquainted with the colour of the bastas or bundles allotted to each pargana. They should, of course, be very careful to return each basta to its proper place after removing it, otherwise the utmost confusion will occur. If this re-arrangement is impossible on the day of removal, owing to extraordinary press of work, it should be carried out the first thing in the morning of the succeeding day before the special work of that day is commenced.

Weeders.—The duties of weeders are confined to detaching from the records such papers as the record-keeper directs. In general practice, however, the record-keeper orders the weeder to weed a particular basta. He must, therefore, know all the rules for weeding. The reason why weeders, as a rule, do so little

work is simply that they are employed on work other than their own. A fair average of work is 500 papers and 50 misls or records per diem. It should be ascertained also that the work is accurately as well as quickly done. Every weeder should be furnished with a memo. signed by the record-keeper, showing the description of papers to be weeded.

System of Registration.

The system of registration in record-rooms is two-fold, the objects being to ensure the immediate entry of all papers entering and leaving the record-room, and also to ensure their being readily and easily obtained when wanted. A third set of registers is required to show accurately the daily tale of work performed by each member of the subordinate staff. This latter kind of register is easily understood, but it is important to distinguish between those which are intended to serve as stock books, and those which are intended to trace records. Of the former kind are the daily registers of receipts and issues, and of the latter the lists placed in the various bastas or bundles.

Preparation of Records for the Record-Room.

Every departmental clerk is bound to prepare his records with special reference to their deposit in the record-room. Detailed instructions are given as to classification in the circular and cannot be mistaken. Files capable of territorial arrangement are separated from those which cannot be treated thus, and have, therefore, to be arranged by subject. In every file the first paper inside the

wrapper (or qaidak) is the fly-leaf, on which is inscribed in synchronous order a note of every paper and stamp in the file, and of those which are subsequently removed. The second paper is usually a list of orders or proceedings in the case, and then the other papers in order. Each description of case as above (between fifty and sixty territorial and between twenty and thirty of the other kind) has a separate file register, in which are posted all files received from other offices as well as those with which the clerk is immediately concerned. Each file transferred to other offices or to the record-room must, of course, be noted as so treated. Each departmental clerk should have a separate case for his files. When a file is about to be deposited in the record-room it must be divided into three bundles (or nathis) linked but separate, corresponding to the periods after which the papers are to be weeded : see *infra* under head *Weeding*.

Reception of Records in the Record-Room.

The record-keeper receives none but complete and correctly arranged files, returning those which do not satisfy these conditions with an official report to the departmental clerk. Usually each clerk has a separate day on which to file his records. Each record on passing the record-keeper's examination must be at once posted in the register of receipts, and again in the fly-index of the basta or bundle to which it is consigned. Before depositing any file, however, the record-keeper has to punch all stamps contained in it with a punch of a different size to that in use in the Court. The reception of records

from tahsils is necessarily conducted by means of invoices. It is most important that the record-keeper should not return records to departmental clerks privately, when they are incorrectly prepared, but make an official report in each case. Unless this is done, bad work will not be fastened on the responsible person.

Issue of Records.

Just as every record must be immediately entered in the stock book on its receipt, so all records leaving the record-room must immediately be posted in the register of issues, a note being made in the proper column when the records are returned. Usually two registers are kept up, one for the copying department, and one for all other offices. When a new register is opened, the arrears of the past year should be brought down in red ink. Particular care should be exercised in the issue of settlement records, and no record should remain, for copying purposes, with any one but the head copyist.

Inspection of Records.

Records will be inspected, as above stated, in the centre of the three rooms of which the record office ought to consist, under the superintendence of an official of not less rank than an assistant record-keeper. If inspection fees fall very low, there is *prima-facie* reason to believe that records are smuggled in and out of the office, but the income may, perhaps, be expected to decrease with an increasing number of highly educated legal practitioners.

Weeding.

As soon as any misl is deposited in the record-room it may have to be weeded, should special orders have been issued for the destruction of any of its papers; in any case it will have to be weeded after a year. The papers of every record are divided into three classes or nathies. A to be retained permanently, or for twelve years; B to be retained from one to twelve years; C to be destroyed after one year, or by special order at once.

Care must be taken that phalmads, record-keepers and weeders are thoroughly cognisant of the rules for the classification of papers according to the periods after which they have to be destroyed. These rules are so mechanical and so detailed that it is useless to transcribe them: they will be found in full in pages 10—17 of Board's Book Circular No. 1—IX, dated 4th August 1890. It should also be observed that in any case of doubt as to whether records should be preserved or destroyed, it is better to preserve them.

Copies.

The copying staff should, as above remarked, occupy the third or outer compartment of the record-room, so as to be under the general control of the record-keeper. Care should be taken in sending up the annual budget that provision is made for sufficient copyists and translators to do the work of the district. It must, however, be remembered that the tale of work for each copyist at the rate of two thousand words a day is a low minimum, and, as a rule, much more than this should be

accomplished. The rules for the copying department (Circular No. 4—IX) are full and need not be transcribed: the principal points to bear in mind are :—First, that all applications should be registered as soon as sanctioned; secondly, that each column of every register should be filled up when the transaction to which it refers actually takes place; and thirdly, that there should be a correct entry of the actual date of delivery of every copy.

Miscellaneous.

The bastas or bundles of different parganas should be differently coloured. The record-keeper should report all cases in which records are not deposited for more than a month after decision, and all cases in which records are detained more than one month; also, as above stated, the names of all departmental clerks who deposit improperly prepared records.

Suggestions for Record-Room Inspection.

(1) Is the room secure and properly arranged?

(2) Are the racks and bastas in good order and properly coloured and marked?

Establishment.

(3) Is the establishment in excess or deficiency of requirements?

(4) Is there a register of daily work?

Treatment of Records.

(5) Are incomplete files returned, and if so, officially or demi-officially?

(6) Are the registers and indices properly kept up?

(7) How are patwaris' records kept?

Issue of Records.

- (8) Are the registers of issues properly kept up ?
- (9) Are arrears of former years brought down in red ink ?
- (10) What special measures are adopted for the safety of settlement records ?
- (11) Does the head copyist keep all the files issued to the copying department ?

Inspection of Records.

- (12) Is the income from inspection fees steadily decreasing ?
- (13) Is there any reason to suspect the abstraction of records ?

Weeding.

- (14) What arrears are there in all three nathies ?
- (15) What is the tale of work given by the weeders ?
- (16) How are stamps which have been weeded kept until destroyed ?

Copies.

- (17) What is the tale of work averaged by each copyist for the past month ?
- (18) Are there any arrears, and if, so what is the reason for them ?
- (19) Is any extra establishment required ?
- (20) Are all applications registered as soon as sanctioned ?
- (21) Is each column of every register promptly filled up, as the transaction to which it refers take place ?
- (22) Is there a correct entry of the actual date of delivery of every copy ?

Miscellaneous.

(23) Does the record-keeper report late filings and undue detention of records?

(24) Where are the papers of treasury and other special departments kept?

(25) Has the officer in charge inspected the record-room every week?

(26) Have all bastas been opened out within the year?

CHAPTER 6.

THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE.

THE district staff under this department usually consist of a sadar kanungo, with one or more assistants, at head-quarters, a registrar kanungo (with assistants) and several supervisor kanungos at each tahsil, with a patwari or village accountant (the unit of the department and indeed of the whole revenue administration) in each village. The word "kanungo" means interpreter of law or custom and is borrowed from the native Governments.

Under these Governments, there was a separate kanungo for each of the territorial divisions called a pargana.

The British Government has retained this official in the person of the registrar kanungo, who keeps the records of each pargana, and added another called a supervisor kanungo, who superintends the patwaris or village accountants of the pargana, the compilers of the village statistics of produce, and records of proprietary and tenant right.

Sadar Kanungo.

The sadar kanungo's duties are to compile the registers and returns required from the department, and to keep up a general superintendence over the whole staff. He has to test the work of each registrar kanungo at least once a year, and do a sufficient amount of testing in each supervisor's circle to be able to pronounce decidedly on the character of work done by all. Although it is assumed in what follows that the department is placed in the special charge of one of the district staff, yet its efficiency will greatly depend upon that of the sadar kanungo. He must be as prompt in reporting the delinquencies of subordinate kanungos as they are in doing the same ungracious but most necessary work for patwaris.

Registrar Kanungos.

The registrar kanungo should keep a list of registers he has to keep up and papers he has to forward to the Collector's office, with the dates of their being due, and enter the date of reception from the supervisor. The officer in charge should enquire into the reason of abnormally late filings, and make arrangements to obviate such delay in future.

The registrar should (1) sign and attest the jama-
Testing of jamabandis
and khewats. bandi abstract; (2) add a note to
each paper tested showing the re-
sult; and (3) make all necessary corrections with red
ink—not leave detected errors unamended.

The registrar should compare the mutation register

with the khewat and satisfy himself that all changes have been correctly recorded. On receiving intimation of any proprietary change, the registrar should enter it at once in his *misbandh*.

Proprietary mutations.

The registrar should carefully observe the provisions of Circular No. II, dated 6th June 1885.

The registrar should see that all patwaris are punctually paid on the prescribed dates, and keep up a list of leaves granted to them, and of fines, &c.

Patwaris' salaries, leave, &c.

The registrar should see that all information required from patwaris is given by them, and all orders communicated to them, at the time of attendance at the tahsil, so that they may not be unnecessarily summoned. The registrar should particularly see that all orders of court affecting them or their papers are duly communicated to patwaris.

The registrar should see that indents for papers go up in proper time, and superintend their distribution; he should obtain the signatures of patwaris for papers received.

Patwaris' papers.

The registrar should see that all semi-judicial work performed by him under the tahsildar's superintendence, is conducted with due despatch, and in accordance with the directions for case work.

Case work.

The same rules as to extraneous work apply to registrars as noted below in reference to supervisor kanungos, that is, it

Extraneous work.

must be plainly entered in the diary with the authorisation of the officer permitting it.

Changes in the register of muafis will only be made by the registrar on orders of Court, and in red ink. His duties are only to ascertain, as best he may, all changes, and to report them.

The nazul register must be kept with special care and the maps up to date. In reference to both this and the muafi register the registrar should enquire from the supervisors as to changes noticed on tour.

The most important work of the registrar is the maintenance of mahal, village, and pargana registers, and the pargana book. Directions for testing the work of registrar kanungos will be found on page 73.

Mahal, village, and pargana register and pargana book

Supervisor Kanungos.

The administration of the department will ordinarily depend upon the work done by supervisor kanungos, and too much stress cannot be laid upon the importance of their duties. Instead of worrying patwaris with continual punishments, it is better to get good kanungos and insist upon their getting work out of their patwaris, giving them, of course, good men to work with. If the officer in charge thoroughly knows and has his supervisors well in hand, they being in a similar relation to patwaris, all will be well.

General.

A supervisor kanungo should know the characters and capabilities of each of his patwaris as if they were members of his own family. He should present the tahsildar with a list of bad patwaris divided into four classes (incompetent men capable and incapable of improvement, and wilfully negligent men capable and incapable of reform). The tahsildar and officer in charge should take measures for the substitution of good for these bad patwaris, and the supervisor be required to get good work out of those whom he declares to be good. The tahsildar should, of course, satisfy himself that the kanungo's classification into good and bad is a correct one.

A supervisor kanungo should let his patwaris see that he is determined to make them work, and he is strictly forbidden to overlook or condone any fault, however trifling, but should report everything to superior authority.

Supervisors should see that all their patwaris are *bond fide* residents within their circles, and take measures to secure the residence of those who are not, by persistent report to superior authority.

Supervisors should keep a list of papers due to them from patwaris, with the dates on which they should be filed.

The following documents only are kept, by supervisors :—
 (1) map of circle ; (2) diary ; (3) rough register of testings ; (4) register of patwaris. The

following instructions are applicable to these documents :—

Diaries should contain specific accounts of the exact work done by each supervisor, and not be filled up with such entries as “engaged in supervising work.” In each case of a smaller total than the average number of entries (150) which should be tested per diem, the reasons should be recorded.

Supervisors are not allowed to be in the tahsil without the express permission of the tahsildar, except in the months of December, May, June and July. The diaries should therefore distinctly show such presence at the tahsil with the reasons for it.

Supervisors employed on extraneous work should obtain a special certificate (to be recorded in the diary) from the officer employing them, as to the length of time for which this work will exclusively occupy them. Under no other circumstances will any excuse for not performing ordinary work be admitted.

Supervisors should record the character of each patwari in the register, with the number of errors found each season in his papers, distinguishing between serious and trifling errors in the manner to be hereafter described.

Field work of Supervisors.

On the 1st August the supervisor should commence a tour with the object of setting patwaris to work. Of course the previous year's papers should be completed

before the tour is commenced, and, with the object of speedy filing, it will be well to have those patwaris who are unable to get their work done in time into the tahsil, and make them work under the kanungo's supervision. Those who have finished their own work should also be made to help the others.

On this preliminary tour the supervisors should attend to the following points :—

(i) That the surveying instruments, if any, of the circle are in good order.

(ii) That the patwaris have filled up the khasra entries which they are authorised to fill up (the first six) before proceeding to field work.

(iii) That the maps are correct, or corrected, but that the settlement maps are not used.

(iv) That the patwaris understand that they should work at the khasra at the rate of 100 numbers per diem at least, and that they will not be excused from their daily task without a certificate from responsible authority, and that they should begin and finish work on the prescribed dates.

(v) That patwaris are to record all changes in the papers other than the khewat according to possession, and prepare a list thereof for the kanungo to test on his tour.

(vi) *That patwaris are to enquire in the village in the evening about all matters which they cannot discover on the spot, as the villagers will all be assembled there, and that excuses of absence of villagers and consequent ignorance will not be accepted.*

(vii) That the khasra jinswar should be written up daily on the totals of entries made each day.

On beginning his regular tour the kanungo should so arrange as not to go unnecessarily over the same ground twice. Two things will have to be taken into consideration: the position of the circles to be tested, and the fact of the papers being ready for testing or not.

Testing of Papers.

The supervisors should not look upon the 10 per cent. rule as a guide to their work. This is the minimum of work which can excuse a man from punishment. But if he works as he should do, with the object of getting his circle into real order, instead of keeping his post and avoiding punishment, he will do from 15 to 20 per cent. He should not test near roads only, or where the work is easy, but especially where the map is changed and in out-of-the-way places. In 10 to 15 years every field should be visited.

Kanungos should take every opportunity of testing their papers on the road from one place to another.

About 150 numbers a day is a fair average testing for one man, and it should be recorded in the diary when, for any reason, this has not been done, with certificate as above for the omission.

When a kanungo reaches any circle he should call for the patwaris' list of changes in possession, &c., and test the whole of it.

All changes in the map should be specially tested by the supervisors, and if the work has not been done by

the patwaris they should report the matter for the appointment of a special man, who may be a passed patwari who has finished his own circle. On finishing his field work the kanungo should test changes in possession, &c., in the village by night as prescribed for patwaris. Deaths, &c., of muafidars, can be tested and reported in this way.

When the papers are very incorrect in any circle, the kanungo should make a special report for their correction.

In testing the kanungo should keep the patwari in front of him with the map.

Miscellaneous.

Kanungos should be reminded of their important duties as to alluvion, diluvion, nazul lands, forests, &c. The character of each patwari should be written up from day to day.

Abstract.

The following important points are collected for recollection:—

(1) Kanungos should work with enthusiasm, and with a personal interest in their work.

(2) Patwaris should be so well in hand that they feel they must work or lose their appointments.

(3) The patwaris should record all changes of facts and the kanungo should test them.

(4) Kanungos should overlook no faults, but report all without exception.

(5) Testing should be so done so that the supervisor may feel personally confident that the tested papers are correct.

(6) Kanungos are responsible for recording all that patwaris have to do in their diaries, and seeing that they have a list of important orders and points to be observed, always handy for reference.

Selection of Candidates.

Candidates for the appointment of kanungo must possess the following certificates :—

(1) A certificate of having passed the middle class examination.

(2) A medical certificate of health, age and fitness for outdoor work.

(3) A certificate of good birth and character.

(4) A certificate of proficiency in Hindi and English figures.

(5) A certificate of ability to ride.

Candidates should be allowed to appear on the basis of the standard number of vacancies likely to occur within the year. Candidates may be accepted in order of application.

SECTION II

Instructions for the Officer in charge of Village Registration or the Department Land Records and Agriculture.

It is convenient to divide patwaris' circles into four classes as under :—

(i) Difficult circles in which there is much mensuration work, as, for instance, where there are alluvial mahals subject to quinquennial revision.

(ii) Moderately difficult circles, where there is a good deal of mensuration work, but not of such an important character as where there is alluvion and diluvion.

(iii) Ordinary circles, that is, where the only difficulty is the correcting of the map.

(iv) Easy circles, that is, where there is little or no mensuration work.

The pay of the first class may be Rs. 12 or 11, then Rs. 10 or 9, then Rs. 8 or 7, and for the lowest class Rs. 6 or 5.

The officer in charge should see that the pay and qualifications of each patwari correspond with the class of his circle ; and if not, report the matter: he should also see that the patwaris' circles are fairly divided, and that the incumbents can do the work without assistance.

The same remarks apply to kanungos' (supervisors') circles, and, of course, a report, with proposals for improvement, should be made when any abnormal conditions are discovered.

The officer in charge should divide patwaris into the following classes :—

- i. Good patwaris
- ii. Ordinary patwaris.
- iii. Bad patwaris in four subdivisions, *viz.*—
 - (a) Incompetent patwaris capable of improvement.
 - (b) Wilfully negligent patwaris capable of reform.
 - (c) Hopelessly incompetent patwaris.
 - (d) Wilfully negligent patwaris incapable of reform.

The most important duty of the officer in charge of patwaris is to test the changes over last year's papers as attested by kanungos, and to cut off this class iii. of patwaris altogether.

The last two sub-divisions of class iii should be pushed up into the first two if in any way possible, and given a season of probation, after which they should be dismissed or eliminated. About two seasons is ample to give a bad patwari as grace, and by the end of the second the officer in charge should have reformed or dismissed all bad patwaris.

The officer in charge should ascertain and enter in his memorandum book the following facts about each patwari :—

- (1) Is he punctual in filing his papers or not?
- (2) Are his papers pretty correct, *i.e.*, has he never more than five per cent. of serious errors detected?
- (3) Does he hold any land as proprietor, or cultivator, or engage in any calling detrimental to his duties?
- (4) Does he maintain peace between zemindars and cultivators, or get up feuds with each other among the various classes of the community? .
- (5) Does he explain to zemindars and cultivators the provisions of those laws which concern them, and prevent frivolous litigation?
- (6) Is he obnoxious to the charge of taking bribes or not?
- (7) Is he really resident within his circle, *i. e.*, with a house of his own and his family, or excused from residence?

N. B.—If a patwari is not a resident of his circle, and has to build a new house in it, his own house should not be less than 15 or 20 miles away, or^c he will not really live in his circle.

- (8) Does he really understand the rules for his

guidance and act upon them, and has he a memorandum or *vade-mecum* in language he can understand?

N. B.—The officer in charge should prepare such a memorandum if it does not exist, and it may contain also important provision of the Rent and Stamp Acts, &c., which concern the village community.

(9) TWO MOST IMPORTANT RULES ARE QUOTED HERE TO GIVE SPECIAL PROMINENCE TO THEM. DOES THE PATWARI ASCERTAIN IN THE VILLAGE BY NIGHT THE FACTS HE IS UNABLE TO FIND OUT IN THE FIELD BY DAY?

(10) DOES THE PATWARI INVARIABLY PRESENT THE SUPERVISOR WITH A LIST OF CHANGES FOR TESTING ON HIS VISIT TO THE CIRCLE?

The officer in charge should of course proceed to rectify anything requiring rectification which the preceding investigation may reveal, bringing to the Collector's notice anything which may require his orders, as for instance remission of the residence rules

Classification of Errors.

The most unintelligent procedure is constantly observed in punishment of patwaris who are occasionally fined unnecessarily for trivial errors and omissions which do not really cause harm to any one. The first requisite for correcting this state of things is to classify errors. It is convenient to have three classes of errors—

Class I.—Serious errors which spoil the jinswar or other important papers.

Class II.—Serious errors involving grave negligence on the part of patwaris, but not the serious consequences involved in Class I.

• *Class III.*—Trifling errors.

N. B.—A number of trifling errors, say, as many as 15 per cent., will be considered as amounting to a case for punishment as with serious errors; otherwise they will be overlooked.

Punishments.

The following is a list of punishments of patwaris, and it may be suggested as a good plan to award them one after another *for serious errors*, so that a patwari may know that if he persists in committing serious faults he does so at the risk of his appointment :—

- (1) Warning.
- (2) Serious warning with entry in register.
- (3) Stopping of leave.
- (4) Stopping of right to reward with nominal fine.
- (5) Light fine.
- (6) Heavy fine.
- (7) Losing right to have his heir appointed and fine.
- (8) Losing chance of promotion and fine.
- (9) Sending to school with substitute of his own choice.
- (10) Sending to school without right to appoint a substitute.
- (11) Suspension.
- (12) Dismissal.

N. B.—Nos. (9) and (10) of course can ordinarily be only awarded to incompetent men.

Besides these 12 punishments, the following are inflicted in special cases :—

(13) Fine of so much a day till a certain work is completed.

(14) Appointment of a special man (to be paid for by the patwari) to do certain work.

N. B.—These last two punishments will not ordinarily be considered steps up the ladder of dismissal, as they result from circumstances not often involving the person fined in serious blame. It is inadvisable to worry patwaris with continual petty fines, as it demoralises them, and makes them think they have only fine to fear. It is far better in every way to do what can be done to reform bad men, but to let them clearly understand that the end of continued misconduct will be certain dismissal.

Appointment.

No person outside the list of sanctioned candidates can be appointed a patwari, at least permanently. It is, however, most necessary for the success of the administration that patwaris should feel that there are a large number of persons ready to take the bread out of their mouths, if they behave badly.

A patwari who feels that the district officers will be unable to find any one to carry on his work if they dismiss him, is master of the situation.

For this reason the list of candidates should be as large as possible. When an appointment is to be made, the zemindars should be shewn the list, and told to appoint some one from among the candidates entered thereon. If the zemindars fail to choose a candidate from the list, the officer making the appointment should appoint the first on the list.

In order to enable the officer referred to to make an unassailable choice, and prevent the litigation which often complicates the administration, the list must be compiled *in order of merit* before any appointments are made from it.

The list may consist of four sections:—

Section I.—Qualified candidates who have passed the school examination and obtained a certificate.

Section II.—Qualified candidates from other districts, who have obtained a certificate of qualification from the patwari school of their districts.

Section III.—Candidates selected by the officer in charge who have read up to the third class in a Government school.

Section IV.—Other qualified candidates who have not read up to the third class, but have been examined and approved by the officer in charge.

There should be a separate list for each talisil.

N.B.—Only candidates belonging to Sections I and II will be appointed permanently. Those belonging to Section III will be appointed on probation pending their obtaining a certificate from the patwari school. No appointments will be made from Section IV, unless all other candidates fail. Persons belonging to Section IV will be told to read up to the third class in a Government school, then only can they obtain a nomination.

The officer in charge should take particular care to see that the lists for all talisils are complete, and that appointments are made from them.

Cursory Examination of Candidates.

Candidates must be examined to see if they can write legibly and are fairly quick at arithmetic.

Transfer of Patwaris.

Patwaris are not to be transferred unless the zemindars of both circles between which the transfer is arranged are satisfied with the change.

When it is impossible to arrange for a transfer between two circles as above, a patwari can only be transferred in the following manner: He will be placed on a list in order of claim: when the zemindars fail to nominate to a circle, he will be appointed to that circle, and a new man appointed for the circle he has left.

The following parties are eligible for transfer, always provided that the officer in charge has satisfied himself that the transfer is desirable on public grounds:—

1st.—Patwaris who have asked for transfer in order of

date of application (of course understanding that there is no specification of circle desired in the application, which is proof positive of private objects).

2nd.—Patwaris whom the zemindars wish transferred,

3rd.—Patwaris whom it is desirable to promote by transfer to a circle of a higher rate of pay.

Leave to Patwaris.

No patwari can be granted leave unless the leave can be granted without injury to the public service.

Leave up to 15 days (a month in the case of a specially good patwari) will be granted to those patwaris who are marked as good, and who file their papers with fair accuracy and punctuality. The following classes of leave may be specified for ready reference:—

Leave to specially good patwaris.

A month's leave without any condition but personal guarantee for work.

Leave to ordinarily good patwaris.

Fifteen days' leave with substitute appointed by himself.

As above, only in cases of urgent necessity, however, with substitute appointed by officer from list of candidates.

To bad patwaris.

Patwaris who overstay their leave will forfeit the pay of the extra time for the first three days, after which they will forfeit double pay.

Rewards.

The administration will be most benefited when rewards are conferred on good patwaris with as great readiness as punishment awarded to bad ones. The

following list will show the various kinds of rewards with the cases to which they are applicable:—

For really first rate
patwaris of a superior
class.

1.—Claim to appear at the kanungo's examination.

The following are the conditions which should be observed in selecting patwaris for kanungos:—

- (1) Punctuality and accuracy in filing papers.
- (2) Good character.
- (3) Cheerfulness and interest in work.
- (4) Certificate of passing middle class examination.
- (5) Knowledge of Urdu, Hindi and English figures.
- (6) Of riding.

For all patwaris.

2.—Recognition of right of heir to succeed, with cash reward.

3.—Cash reward.

4.—Parwanas.

5.—Leave without substitute.

N.B.—In the case of a good old patwar, who is almost past work, but who knows his circle thoroughly and keeps everybody in a good humour, he may be rewarded by tenderness in punishing him for trivial faults, and by allowing him to hold on for a year or two, till his heir is old enough to take up his work.

Heirship.

Recognition of heirship has been mentioned above as a reward, but it is desirable to specify the various cases in which alone it can be recognised:—

1st.—In all cases when the reward is desirable, and hereditary right is proved from the village administration papers (*wajb-ul-arz*).

2nd.—When not entered in the *wajb-ul-arz* with the proprietor's consent.

3rd.—When a patwari has been dismissed his heir can be appointed, if it is proved that he is a really good character, and has had nothing to do with his father's fault.

N.B.—When an heir cannot be provided for in his father's circle, he will have a prior claim to appointment in other circles

SECTION III.

Of testing the work of Kanungos and Patwaris.

General Rules.

The work of all kanungos should be tested every year, and the work of all patwaris in every two or three years. This can be arranged for by dividing the district between the testing officers, and doing each year a portion of the district thoroughly. The officer in charge of the department should have a thoroughly reliable peshkar, who has been in the settlement, and he should have the sadar kanungo with his camp as much as possible. With this assistance the officer will be able to do a large portion of the district himself.

Bad circles both of kanungos and patwaris should be tested first, and with peculiar care, by the officer in charge, and arrangements made for mending matters.

Similarly good patwaris and kanungos will not require such overhauling of their work, but the officer in charge should satisfy himself that the circles classed as "good" are really so.

Supervisor Kanungos.

The officer in charge should test work in each supervisor's circle to such an extent that he can unhesitatingly pronounce whether the work of that circle is good or bad. The following questions on the principal points of the supervisor's duties may be useful:—

(i) Has the supervisor made a preliminary tour, beginning on the 1st August, for the purpose of setting patwaris to work ?

(ii) Does he take a personal interest in his work or merely try to avoid punishment ?

(iii) Does the supervisor only do easy work and test near roads, or does he do difficult and out-of-the-way testing ?

(iv) Does he get really good work from the patwaris whom he has reported good ?

(v) Has he his patwaris well in hand, and do they recognise in him an officer for whom they must work or lose their posts ?

(vi) Does he take a list of changes over last year's papers from each patwari and thoroughly test it in the village at night ?

(vii) Is he able to say with certainty that the papers in his circle are correct, just as if he had written them up himself ?

(viii) Does he report all faults of patwaris, however trifling ?

(ix) Does he instruct patwaris in all orders issued for their guidance, and see that they understand and obey them ?

N. B.—BESIDES THE INVESTIGATION INDICATED BY THESE QUESTIONS, THE OFFICER IN CHARGE SHOULD TAKE PARTICULAR CARE TO MAKE THE FOLLOWING ALL-IMPORTANT ENQUIRIES:—

1st.—ARE THE PAPERS KEPT BY KANUNGOS FOR THE PURPOSE OF SHOWING WHAT WORK THEY DO, THAT IS, THE REGISTER OF TESTINGS AND DIARY, TRUSTWORTHY OR NOT ?

2nd.—ON THE BASIS OF THOSE PAPERS IS THE KANUNGO'S WORK GOOD OR BAD ?

In order to prove whether these papers are trustworthy or not, the following suggestions are offered :—

Enquire from zemindars and cultivators when the kanungo came to the village, and in what direction he tested.

Send for the patwaris' roznamcha, in which they have been directed to record what zemindars and cultivators were with the kanungo at his testing, and enquire from the persons therein named.

See that the kanungo's diary contains specific entries of the work he has been at, and what he has done, and no general statements. See that each day 150 numbers have been tested or the reason recorded.

N B—See especially that the certificate of immunity from blame for neglect of duty for extraneous work is on record

Registrar Kanungos.

The following hints for testing the registers are taken from the Board's circular :—

(i) Do the entries in Part I of the register correspond with the totals in the jamabandi ?

(ii) Do the entries in Part II correspond with the jamabandi abstract ?

(iii) Are there striking differences between one year and another in—

- (1) Cultivated area.
- (2) Irrigated area.
- (3) Area held under occupancy rights.
- (4) Area held by tenants-at-will.
- (5) Rent-free area.
- (6) Occupancy rights.

- (7) Non-occupancy rights.
- (8) Cash rental.
- (9) Amount of cultivation.
- (10) Number of wells.

If so, is the cause correctly recorded ?

(iv) All the jamabandis and khasras which have not been sent to the sadar should be got out for a few villages ; the entries of length of tenure in each of the papers should be compared with those in the others, and it should be seen whether any discrepancies exist.

(v) The area in column 2 of Part I, mahal register, should be less than the area of column 2 of Part II by the area of rent-free land.

(vi) The total rent in column 2 of Part II should correspond with the totals of columns 3 and 4 of Part I, mahal register.

(vii) The *milan* total of irrigation should be compared with the total irrigated area in all three jinswars, and should be equal to it, minus the irrigated area under two crops.

(viii) The total cultivated area ascertained from the *milan* khasra should be equal to or less than the total of the three jinswar areas. Under no circumstances can it be greater. If less, the difference should be the amount of double cropped land.

The following questions may be asked the registrar :—

(1) Are all records filed ? Has there been an improvement in punctuality compared with last year, or the reverse ?

(2) Has the registrar tested only the prescribed ten

per cent. of jamabandis and khewats, and does he take a personal interest in his work, or only do it to escape punishment ?

(3) What method has the registrar employed for testing the jamabandi ?

(4) Is there a note of result of testing on every jamabandi tested, and are all alterations made with red ink and signed by the registrar ?

(5) What method does the registrar employ to satisfy himself of the correctness of the khewat ?

(6) Are nazul registers and maps correct, and kept up according to rule ?

(7) What method does the registrar employ to satisfy himself of the correctness of the register of muafis and pensioners ?

(8) Has the registrar kept up the totalling register prescribed in Section 66 (of the rules for kanungos), and does he fill in his totals as soon as received, page by page, in an intelligent manner ?

(9) Is the registrar's diary kept up so as to show clearly what work is done each day, and with certificates of exemption in case of employment in extraneous work ? See directions for supervisor kanungos.

Pargana Book.

The officer in charge should carefully test the entries in the pargana book, and compare them with the following records :—

Register of mahals.

„ „ mâuzas.

„ „ dastaks.

Register of mutations.

„ „ ejectments.

„ „ rent suits, &c., &c.

He should see that the entries are made legibly, and with the utmost care and regularity.

Patwaris' Papers.

The following hints are recorded as suggestions for testing patwaris' papers on the spot:—The khasra should be in the inspecting officer's hand, the map in the patwari's hand. The patwari should be kept in front, but called back from time to time that the inspecting officer may look at the map. Besides entries tested, the inspecting officer should satisfy himself that the whole khasra is properly written up and all the columns filled.

Besides testing on the spot the officer in charge can do the following items of work in his Court:—

(1) Seeing that the patwari has written up the khasra at the rate of 100 numbers a day.

(2) Seeing that the patwari has given his list of changes to the kanungo to test.

(3) Seeing that the patwari has corrected his map properly.

(4) Seeing that the patwari has entered in his diary the names of zemindars and cultivators who have accompanied the kanungo in his testings.

(5) Seeing that the patwari has kept the peace in the village, and explains to zemindars and cultivators the law applicable to them.

(6) Testing the jamabandi and bali-khata.

(7) Testing the entries of possession and length of occupancy.

(8) Testing the register of mutations.

(9) Seeing that patwaris have a list of orders and understand them.

(10) Seeing that all patwaris' papers are in good condition.

SECTION IV.

Education of Patwaris.

Of Individuals to be Educated.

The following have to come to the school; (1) old patwaris; (2) new patwaris; (3) heirs of patwaris; (4) candidates. Until the old patwaris have all passed through the school or been dismissed, the above classes should come to the school in equal proportions.

The deficiency in heirs should be made up in candidates, of which 10 to 15 should always be in the school so as to supply the estimated number of annual vacancies. When the old patwaris have all passed through the school, no other rate of proportion than this will be necessary.

Old patwaris not exempt from examination should be called in in batches, until the entire number have passed through the school. In the following months—

{ August
{ September
{ January
{ February

being the times for the preparation of the kharif and rabi kharas respectively, those patwaris whom the tahsildar certifies to be required for the preparation of

their khasras, and for whom he cannot obtain satisfactory substitutes, will ordinarily be left in their circles.

If these patwaris fail to get the khasras finished in the two months allowed them, they will generally be suspended and sent to school, and good men sent to finish their work in their place. Patwaris will be sent for in order of appointment, that is, the most newly appointed will come first.

In appointing substitutes the patwari is to name a man who can get the work done. The only thing to enquire about the man named by the patwari is, whether he can do the work of the circle. If the work cannot get on with the man named by the patwari, he will be called upon to name another, and if the second man does not do, a substitute will be appointed on the part of Government.

Substitutes and assistant patwaris will not be required to attend school.

Supervisor kanungos will be required to attend during the months of May, June or July in order to obtain a certificate of proficiency in surveying. One man from each tahsil will be sent for, at such a time as not to hinder the preparation of the papers of the year which has just closed.

The following rules are suggested for tuition in the school:—

Hours of Work.

From morning to 10 A.M., mensuration will be taught in the field; from 2 P.M. to 6 P.M., the scholars will work

in-doors. There is no reason why out-of-door work should not go on all the year round. It may be relaxed in very hot weather.

The register of attendance will contain two parts; one for morning attendance, and one for afternoon attendance. Scholars arriving after 6-30 A.M., from April to September, and after 7-30 A.M. for the rest of the year, will be considered absent. For the afternoon, 3 P.M. is the latest hour of attendance.

A list of hours of study will be hung up in the school, and the teacher should see that every scholar has slate pencils, &c.

The teacher will not propose the grant of leave to scholars who do not work well.

The school will be divided into two portions and four classes; the first two under the assistant, and the remaining ones under the principal teacher, who is, however, responsible for the assistants' work.

No scholar will be allowed in the school for more than a year, and will be examined after 90 days of full attendance as a matter of course. Intermediate examinations may be held of candidates who apply for such examination, provided they appear to the officer in charge fairly likely to pass. Should any scholar so applying fail, he will have no claim to be examined again till he has put in 90 more days' full attendance. "

Any scholar applying for intermediate examination may be utilised as a pupil teacher in the following manner: he may be told that he alone cannot have a special examination, but if he works another scholar up to the same

standard, he will have more claim. Each scholar thus applying can have another made over to him. This will quicken the work of the school immensely. Similarly, if the regular examination is delayed for any cause, the scholars ready for it may all be utilised as pupil teachers. In this way their own education will be perfected by that best of all study, teaching others, and the work of the school will be greatly accelerated.

Fees will be levied from patwaris after return to their circles in instalments and from poor candidates on appointment.

There should be 100 names on the roll till the education of existing incumbents is completed, so that at least 50 scholars per diem may read.

Scholars (patwaris) absent from the school without leave will be fined an anna a day till their return; a person absent for three months will not ordinarily be given a certificate. Leave up to one month may be granted, but not, if possible, till after the first examination.

Holidays will be allowed in the school as in the Collector's office.

The officer in charge should inspect the school weekly and record the results in the inspection book.

Examination.

The examination should be in rules, &c., *viva voce*, and, in arithmetic, questions involving the patwaris' daily work should be set, *i. e.* profits, incidence of rent on area, fractional share of revenue, produce, &c., by which it can be known that he understands the multiplication and

division of rupees, maunds, acres, bighas, &c., and their sub-divisions.

The examination in mensuration will be in the field, each patwari to pass by the higher standard should (1) plot an area marked out with flags on the spot; (2) divide that area into two or more parts; (3) find out the area of these plots.

N. B.—It is most important that the questions should be given out of the officer's own head. Great care should, of course, be taken that copying is impossible. In the field examination about six areas may be marked out at random on the ground, and thus six candidates can be examined at a time. All candidates not making maps should be kept by the officer under his own eye, with their backs turned towards the areas being plotted. No communication is to be allowed between the examinees and the outside world. Each is to have two persons to pull the chain for him, who should either be coolies, or the most stupid of the candidates in the school. *The chainmen should remain on the spot till the examination is over*, and have no communication with any one. When each candidate has finished plotting his area, he should quickly bring his map and do his calculation under the officer's eye, yielding place to another. Three-quarters of an hour is the most which can be allowed each candidate for making his map.

The higher standard will be in two degrees or classes. Class I above 80 marks ordinarily in each subject, but with no hard-and-fast line. Class II, 60 to 80 marks. Lower standard or Class III, 60 or less. First class men should, if possible, be obtained for the first two classes of circles alluded to above (see classification of circles, page 62, *supra*), second class men for the third, and third class men for the last class. Certificates should state whether the holder knows Urdu or Hindi, or both.

Curriculum.

The following subjects will be taught:—

1. Arithmetic: simple fractions, rule of three, compound multiplication, &c.

- II. Mensuration.
- III. Rules.
- IV. District directions and daily work.
- V. The provisions of the law which patwaris ought to know and follow.

*Teaching Directions.**Arithmetic.*

The operations of all questions and not only the answers should be checked. There should be a weekly examination at which promotions from classes may be made.

Questions should be set in compound multiplication and division, rule of three, &c., involving rupees, annas, pies; maunds, seers, chittacks; acres, roods, poles; bighas, biswas, biswansees, *i.e.*, the daily work of a patwari.

Mensuration.

Tracing on muslin frames should be taught. An excellent book to use is the Mensuration Manual prepared by Olfat Rai, head teacher, Hamirpur Patwaris' School, on the basis of Mr. J. H. Twigg's instructions.

Rules.

Patwari rules should be intelligently taught and not learnt like a parrot. The meaning of the rules should be comprehended.

Very little time will be occupied in learning the last two subjects. The sadar kanungo will prepare a list of important points to be observed by patwaris in language they can understand, and lecture them on their duties

and the consequence of neglecting it. An abstract of rent, stamp and other laws should be prepared for distribution to patwaris.

CHAPTER 7.

THE NAZARAT AND REGISTRATION OFFICE.

THE present chapter treats of two out of the only three departments of the District Office hitherto unnoticed. The remaining one, Court of Wards, will be treated of under Part IV, Chapter 16.

The Nazir is the general superintendent of the office, *as an office*, and apart from the work performed within it, he may be looked upon therefore as a kind of official house-keeper. From this function is naturally derived that of keeping all accounts of receipts and expenditure of a miscellaneous and quasi-private nature connected with the office and the courts. Thus the household expenses of the Government offices, and those of the courts, paid in the latter instance with monies derived from process fees levied by those courts, are disbursed under the Nazir's superintendence. To give a concrete instance of what is meant, the custody and repairs of all the furniture and camp equipage of the Government offices and courts belong to this department: similarly, the expenses of witnesses are defrayed from the Nazarat, and if this function is performed by an official of the courts, he does this as a delegate of the Nazir. For the purpose of speedy payment of the innumerable petty sums which have to be disbursed in this way, the Nazir always has a

substantial cash advance in his hands, which he recoups from time to time by cashing regular bills for amounts actually paid.

Besides the above duties, the control of the entire menial staff devolves upon the Nazir, and in some instances he has also to perform the duties of kurkamin or sale officer. It is also natural that all duties of a miscellaneous nature, for the performance of which no one in particular is responsible, should fall upon this official.

The entire budget allotment for the year under every head should be apportioned over the twelve months according to the actual expenditure of, say, the past five years. It is not sufficient to divide by 12, and call the result the budget allotment for a month, as this would be most misleading. If the apportionment is made according to the results of actual expenditure, the District Officer will know at once if the allotment is being exceeded, and be able to check extravagance. Care must be taken that the Accountant-General's rule of debiting one-half of certain charges to the judicial allotment does not lead to a false idea of savings in the Revenue Department.

The Nazir should have a sanctioned list of rates and charges for the things most in use in the office, carefully prepared by an experienced official.

The following suggestions for the inspection of the Nazir's Office may be found useful :—

1. What is the state of the accounts ?
2. What is the condition of the registers ?
3. Is there a register of employment of messengers, and are they intelligently employed on outside work ?

4. Is there a register of menial servants arranged in order of continuous service for promotion ?

5. Is there a register of candidates in order of admission to the list ?

6. Have appointments been made from this list ?

7. Have all rules in connection with sales been observed ?

8. Is the income from fees up to the provincial standard ?

9. Are all sums, however small, or for however short a time in hand, brought to credit in some register ?

10. Are unauthorized sums kept with the Nazir ?

11. Is the date of every payment entered ?

12. Are all miscellaneous sums received overnight credited in the Treasury the next morning ?

13. What is the oldest unadjusted item ?

14. Are there any of over three years' standing ?

15. Who makes the daily examination of accounts ?

16. When was column 3 of Head Clerk's account of service postage stamps under Circular 27—IX last compared with columns 9, 10, and 11 of Nazir's Register No. VII ?

17. Is the last balance corrected every month, and by whom ?

18. Are Registers I to VIII totalled at the close of each working day ?

19. Are all orders for payment written in words and English figures and signed in full ?

Registration.

Where the Tahsil is not the Registration Office, it is

usual to have one for each pargana. The objects are to give all reasonable facility to the public for registering important documents, but not keep open an office in which there is no work and therefore no income.

The following questions may be useful as suggestions for inspecting Registration Offices :—

1. Is there any delay in returning documents ?
2. Are copies so written that no lines can be interpolated ?
3. Are fees correctly levied and credited ?
4. Is the registration circle too large or too small ?
5. Has there been an increase or decrease in the number of registered documents ; if so, what are the causes ?
6. Are the arrangements for safe custody satisfactory ?

CHAPTER 8.

THE TAHSIL OFFICE

THE Tahsil, sub-district or local office, has been described (*supra*, Chapter 1) as a kind of miniature of the head quarters district office, with certain modifications.

The Tahsil contains a Sub-treasury (2) [the numbers refer to the departments enumerated at the beginning of Chapter 1], Court establishment (5), Record office (6), Department of Land Records and Agriculture (8), Nazarat (9), and Registration office (12). It conducts in its Munshikhana (7) the work of District Board's office (3), Municipalities within the Tahsil (4), and Court of Wards or Estates office (11), if any, as well as

that of the remaining miscellaneous departments. It has no English office. Besides this the Tahsil office has a special department of its own, the department of land and miscellaneous revenue collection, from which it takes its name, and which may be considered in some respects its most important portion. The Tahsil office includes, however, the working portion of the majority of the departments of the district office, and on its working will in general depend the efficiency of the administration. A few words are necessary as to each of the sub-divisions of the office we are considering.

The Sub-treasury.—Two of the Tahsil officials belong to this department, the Tahvildar or sub-treasurer, and the Siahanavis or sub-treasury accountant, the Tahsildar being, of course, the officer in charge of the sub-treasury. The duties and responsibilities of the Tahsildar as sub-treasury officer are the same, *mutatis mutandis*, as those described in Chapter 4, as appertaining to the District Treasury officer. Nos. 5, 7, and 9 of the duties enumerated in Chapter 4 do not, of course, apply to sub-treasuries.

The Tahvildar is the representative of the district treasurer and nominated by him. His principal duties are to keep a day-book of all cash transactions, and to attest, by his signature on every invoice or *chalan*, the receipt of the contents.

The duties of the Siahanavis are principally to post items of receipt according to the signature of the Tahvildar on the ara-

The Tahsildar or sub-treasury officer.

The Tahvildar.

The Siahanavis.

zirsal or chalan, and give a receipt or dakhila to the depositor. He has also to post items of expenditure according to the Treasury orders received, and to attach the entire bundle of these orders to the siala, when forwarded at the close of the day to the sadar. He has also to compare his totals with those of the Tahvildar and Wasilbakinavis at the end of the day. He should also compare his accounts with those of any special Ahalmad (as stamp clerk, &c.), and has to draw up the usual monthly statements.

Record Room.

No remarks being necessary as to Court establishment, we proceed at once to the consideration of the Tahsil Record Room. As a matter of fact there is no Record Room proper in Tahsil offices : what records there are belong to the next department, or that of Land Records and Agriculture. But supposing, for the sake of argument, that such records as remain at Tahsils do necessitate a Record Room office, the establishment for this may be regarded as consisting of the Registrar-Kanungo and his assistant or naib. The duties of these officials are described fully in Chapter 6, so that it is unnecessary to enlarge on them here.

The Department of Land Records and Agriculture.

Similar remarks to those last written under the previous heading apply to the whole of this department. But while Chapter 6 should be consulted for details, it may be briefly stated here that the establishment consists of the two officials last named, and a number of

supervisor or itinerant Kanungos, whose duties are to superintend the work of Patwaris or village accountants. The Tahsil office contains the major portion of this department.

Nazarat.

The staff in this department consists of the Naib Nazir or assistant office superintendent, sometimes entitled a miscellaneous moharir or clerk, and a number of messengers, with occasionally an officer over them called a Jamadar. The duties of the officers are to control the messengers, and to record the duties on which they are deputed, to superintend sales where no special sale officer exists, and to attend to the numerous petty details of office work, for which no special staff is entertained.—See Chapter 7.

Registration Office.

The fullest details as to registration work are given in the Departmental Code which is in the hand of every registration official.—See Chapters 7 and 9.

Sub-Collector's Office.

As above remarked, the work of collection of land revenue and other Government dues is, perhaps, the most important part of the Tahsil office, and the remainder of our remarks will be devoted to it, as the Munshikhana requires no comment. It is most convenient to regard as belonging to this department that anomalous but most useful official, the Naib or Assistant Tahsildar, and he and the Wasilbakinavis (or Land Revenue Accountant) complete the list of the Tahsildar's subordinates in this Depart-

Naib Tahsildars or
Peshkars.

ment. The details of this subject have been fully discussed elsewhere, but before describing the duties of the Wasilbakinavis, the following caution may be recorded as specially connected with the Tahsil office. Whenever money is presented at the Tahsil for payment of land revenue or other public dues, it will be the duty of the Tahsildar to see that no unnecessary delay is made in receiving the money and in granting dakhilas. Delay is often purposely made to compel people to pay illegal gratifications to the officials concerned.

The duties of the Wasilbakinavis are to keep the malguzari and other registers up to date, and to inform every malguzar of the revenue and cesses standing against his name. He has to prepare the Khatiuni at the beginning of the revenue year (1st October), and enter payments on it as they are made. He has to come to the Tahsildar for orders as to the collection of revenue, on the day each kist or instalment is due. He has to enter details of revenue and cesses on each arzirsal or chalan, and generally keeps up the takavi registers, and takes orders as to the collection of the instalments as if they were revenue.

The Wasilbakinavis is held responsible that all revenue returns are correctly prepared and submitted to the sadar within the prescribed period. Every revenue payer should have a clear statement of the amount he has to pay at each kist (including all cesses) on parcha or strong paper, and should keep it in a tin *chonga* or box.

The following suggestions for Tahsil inspection are appended. The Treasury department having been treated in Chapter 4, what has been said there is not repeated :—

Court Establishment.

1. Is there a shed for witnesses and pleaders ?
2. If not, could one be erected ?
3. Does the judicial moharir ever receive petitions ?
4. Is the Court accessible to the public ?
5. How are petitions taken, and when are verbal petitions allowed ?
6. Are the registers properly and neatly kept, and are they up to date ?
7. Are depositions properly recorded and accused's statements and confessions verified ?
8. Are process fees, fines and penalties correctly levied and entered ?
9. Are receipts attested by the Tahvildar's signature on the record ?
10. Is the proportion of *ex-parte* decisions unusually large ?
11. In what way does the Tahsildar satisfy himself of the *bonâ-fide* service of process ?
12. Are all stamps properly defaced and punched, and their values indicated ?
13. What is the oldest case, criminal, revenue and miscellaneous ? Does the record show any unnecessary delay ?
14. Are cases decided on fixed dates ?
15. In cases of adjournment are both parties informed ?

16. Is diet money paid to witnesses freely ?
17. Are completed records despatched with due regularity ?
18. What is the date of the oldest record ?

Record Room.

19. Who has charge of the record room ?
20. Are the munshikhana and record room separate ?
21. Up to what period is the weeding complete, and what is the average tale of weeding work ?
22. What is done with the waste paper ?

Department of Land Records and Agriculture.

23. What arrears are there in the Registrar-Kanungo's office, and who is to blame for them ?
24. How has the Registrar tested the register of proprietary mutations ?
25. Are Patwaris unnecessarily summoned, and are their salaries punctually paid ?
26. What is the state of muafi and nazul registers, and what check is there on their accuracy ?
27. How many bad or non-resident Patwaris are there in each Supervisor Kanungo's circle, and what steps have been taken to mend matters ?
28. Is there progress or retrogression in accuracy and punctual filing of papers ?
29. Are maps corrected ?
30. Have Patwaris' circles been graded ?
31. What guarantee is there that testing is not done on beaten tracts alone ?
32. Are diaries clearly and intelligently written up ?

33. Is the work of each Kanungo good, bad, or indifferent ?

34. On what principle has the work of testing in the Tahsil been divided between Pargana officer, Tahsildar and Sadar Kanungo ?

35. How many villages are there where work has not been tested for more than two years ?

NOTE—Further suggestions for testing the work of this department have been given in Chapter 6, Section III, page 71, and the officer in charge of the department should, of course, make a more searching enquiry into its working, on his visit to the Tahsil, than is indicated by the above brief questions.

Nazarat.

36. Is the staff of messengers sufficient, and are they efficient ? Are their duties and employments properly recorded ?

37. Is there a proper register of candidates kept up, and are appointments made upon the basis of continuous attendance ?

38. Who has charge of the Malkhana ? Does he keep the registers up to date, and take receipts from all persons receiving articles ? Are all useless articles disposed of ?

39. What is the state of the accounts ? Are there any unadjusted items of long standing ?

40. What system of audit is there ?

Registration.

41. Is there any unnecessary delay in return of documents ?

42. Are documents so written that interpolations are impossible ?

43. Are fees correctly levied and credited ?

44. Do the entries in arzirsal, dakhila-bahi and siaha correspond ?

Munshikhana.

45. On what principles does the Tahsildar distribute work ?

46. Has the Peshkar any special work made over to him ?

47. Is there a list of periodical returns, with dates of submission ?

48. How often have returns been late from the Tahsil ?

49. Is there any register of unexecuted orders, and who is responsible for its correctness ?

50. Are orders received from the sadar entered at once, and are they entered word for word or in abstract ?

51. Where is the reply to orders entered ? Is correspondence kept up with any office other than the sadar ?

52. Is the nazul register properly kept up ?

53. Have all occupations of Government property been reported ?

District Board.

54. What amount of interest do the members of the District Board take in the following matters :—

- i.—Education.
- ii.—Repairs to roads.
- iii.—Sanitation.

55. Are the members regular in their attendance on the Tahsil Sub-Committees, and do they assist, and set an example, in such matters as agricultural improvements, social reform, &c.

Municipalities.

56. Are the meetings of the committees regular ?
57. Is the income proportionate to requirements, and how does the system of taxation affect the people ?
58. Is the condition of public works, conservancy, lighting, &c., satisfactory ?
59. Do the members of the committees take a share in the work of supervision ?

Court of Wards.

60. Are collections to each estate separately classified ?
61. Has the security filed by officials been tested ?
62. What amount of interest does the Tahsildar take in each estate ?

Land Revenue.

63. Does the Tahsildar thoroughly know every mahal where default is likely to occur, and is he prepared with definite proposals for punitive measures ?
64. How many mahals are likely to fall into arrears ? What are the causes in each case—contumacy, hopeless impecuniosity, remediable calamity, or over-assessment ?
65. Are there any unauthorised methods of collection ?
66. Are the balances actually existing the result of the Tahsildar having failed to press the malguzar for revenue when he had cash in his hands ?
67. When may the arrears be expected to be collected ? .
68. Fill up the following table, comparing the puni-

tive measures of the kist under collection with those of the corresponding kist in the past year, and the average of the last five years :—

Name of coercive process.	Year of review.	Past year.	Average of 5 years past.
Dastaks 2nd dastaks Attachment of movable property Arrest Transfer Farm Attachment of estate Annulment of settlement Sale			

69. Does the Tahsildar's action ignore the Lam-bardar ?

70. Are writs issued Muhalwar ?

71. Where are arrested defaulters detained, and what arrangements are made for their comfort ?

72. Compare a few entries in the register of dastaks with the khatiuni, and see that the fees are correctly entered.

73. Are any estates held under direct management ; and if so, what steps are taken by the Tahsildar to ensure the efficiency of the management ?

74. Check a few items of revenue and other receipts by comparison of khatiuni, dakhila and arzirsal ?

75. Are there any outstanding balances of previous years ? If so, are they properly credited, (that is, in the khatiuni of year of demand, but siala of year of collection) ?

76. How have the rules for the payment of revenue by money-orders worked ?

Irrigation.

77. Have the irrigation jamabandis been punctually received ?

78. Are the prescribed registers properly kept up ?

79. Are there any balances, and what is the cause of them ?

80. Have owners and occupiers been paid ?

81. Have the signatures of the payees been obtained in all cases ?

Buildings.

82. Is the site of the Tahsil satisfactory ?

83. Is there proper accommodation for all staff and hangers-on ? If not, could additional land be procured ?

84. What is the condition of the building itself, of the Tahsildar's Court Room, Malkhana, Record Room, and Munshikhana, Tahsil well, and rain-gauge ? Is the rain-gauge so situated that an average amount of rain falls in it ?

85. Is the compound in good order and properly planted with trees ?

86. Does the Tahsildar or Peshkar live in the Tahsil, and if so, what is the state of his quarters ?

87. What money was allotted last year for repairs of buildings, and how have the repairs been executed ?

88. Are there any complaints as to inconvenience or discomfort during hot weather and rains ; and if so, how could they be obviated, and at what cost ?

89. Are the buildings properly carpeted and furnished, whitewashed, painted and otherwise protected ?

90. Who has charge of the rain-gauge, and does he understand all about it ?

Establishment.

91. Does the establishment contain any cliques ?

92. Have any of the staff assistants ?

93. Are all service books up to date ? Are leave, punishments, promotions, &c., entered in them, or in any other book ?

94. Is the retention in the Tahsil of any official inadvisable for the following reasons :—

(a) Having been there too long ?

(b) Having his home or property in the Tahsil ?

(c) Having an objectionable character or relationship with other officials ?

(d) Being old or inefficient ?

95. Are there any unpaid apprentices ? If so, is their entertainment sanctioned, and have they the required qualifications ?

96. Has the Tahsildar or any of the staff been followed by persons from other Tahsils or districts in the hope of appointments or promotion ?

97. Does the Peshkar ever sign important papers when the Tahsildar is present ?

98. Have the following officials any work besides their own, and do they leave the Tahsil :—

(a) The Wasilbakinavis, (b) the Siahnavis, (c) the Tahvildar, (d) the Judicial Moharir, (e) the Registration Moharir, (f) the Registrar-Kanungo.

Miscellaneous.

99. What complaints have there been against this Tahsil since last inspection ?

100. What is the Tahsildar's explanation, and have measures been taken to guard against the recurrence of the complaints ?

101. Does the Tahsildar carry out the rules for camp supply, and is there a list of all transport liable to seizure ?

102. As a matter of fact on the last occasion when transport was required was it taken by turn from the roster or promiscuously seized ?

Special Branches of Work.

Act XX Towns.

103. What steps has the Tahsildar taken to ensure a fair assessment ?

104. Does the Tahsildar thoroughly know the towns and their requirements, and is he prepared with intelligent proposals for the expenditure of balances ?

105. Is the watch and ward and conservancy sufficient ?

106. If the Government incidence of taxation is exceeded, have proposals been made for reduction ?

Agricultural Improvements.

107. Has the Tahsildar introduced any agricultural improvements, or superior kinds of produce, especially in Court of Wards estates ?

108. Has he paid any attention to cattle or horse breeding ?

109. Is there any trade in the Tahsil that might be stimulated ?

110. Where does the Tahsildar get his prices-current ?

Arboriculture.

111. Are all roads properly lined with trees ?

112. What proportion of the planting has been successful ?

113. What system of protection has been found most efficient and economical ?

Arms Act.

114. Are there any persons of bad character holding arms licenses, and have any others really requiring them been refused licenses ?

115. Are there any licenses without arms ?

Condition of Men and Animals.

116. How does the Tahsildar keep himself informed of the general condition of men and animals ?

117. Has he inquired into outbreaks of cattle disease, their causes, prevention and cure ?

Communications.

118. What is the condition of roads, ferries, and other communications in the Tahsil ?

119. Does the Tahsildar know how to mend roads ?

Crop Returns.

120. On what principle does the Tahsildar calculate the outturn of each crop ?

121. Does he divide his Tahsil into blocks of uniform

condition and strike his average in reference to the dimensions of each block, or on what other principle ?

Dispensaries.

122. Are the dispensaries efficient, and do the native doctors treat the poor with the same consideration as the rich ?

123. Is European medicine valued, and do the people realize that they can obtain treatment free of cost ?

124. What is the longest distance of any village in the Tahsil from a dispensary ?

125. Is there any complaint of paucity of medicines ?

Excise.

126. Is the Tahsil properly supplied with shops ?

127. Is there any reason to suspect illicit sale ?

128. Are any shops kept up merely to exclude competition ?

129. Does the Tahsildar know the actual profit of every shop within his Tahsil ?

130. Has he an intelligent idea of the consumption of each excisable article, and of the causes of increase or decrease ?

131. Does the Tahvildar sell opium elsewhere than at the Tahsil ? If so, at what price does he sell, and do his sales interfere with licensed vend ?

132. Are the licensed vendors the creatures of the Treasurer or Tahvildar ?

Income-tax.

133. What is the Tahsildar's method of inquiry ?