COMMITTEE

ADMINISTRATIVE REFORMS





GOVERNMENT OF RAJASTHAN

PREFACE

The Administrative Reforms Committee owes a deep debt of gratitude for the most willing and unstinted co-operation extended to it both by non-officials who were in some way associated with the Committee's work and the officers of the Central and State Governments. In particular, the Ministries of Home Affairs and Community Development and Planning Commission made all necessary information available, and the Director, Organisation and Methods Division, Central Cabinet Secretariat took pains to get certain useful notes prepared. The Chief Secretaries of a number of States replied promptly to our communications, gave us the benefit of their views on certain matters and supplied such factual information as was desired. Shri B. Mehta, Chief Secretary, Rajasthan, showed personal concern in our task and issued necessary orders and instructions to all concerned. He also submitted a series of notes. Heads of major departments took stimulating and abiding interest and highlighted many problems. The Panel appointed, of course, lightened our burden and made a contribution. It was very encouraging to have replies from district level and sub-ordinate staff and a few of them were really remarkable. The Committee is indeed very grateful to them for their co-operation.

Several persons in public life, particularly Hon'ble Members of Parliament from the State of Rajasthan, and also from other parts of the country, wrote to give valuable suggestions with regard to the terms of reference of the Committee. We owe our gra'itude to the Indian Institute of Public Administration for allowing us the use of their library.

Within the Sta[†]e of Rajasthan, some of the Hon'ble Ministers gave us the benefit of their views and the representatives of the prople from Pramukhs to Sarpanchas and Panchas also wrote to us giving their suggestions.

With all this material in hand and so much in 'he heads of the Members of the Committee, what was most stimulating was the team spirit of the Members who were always prepared to work against all odds.

The Committee is highly appreciative of the excellence of service and indefatigable work put in by Member-Secre'ary, Shri Anand Mohan Lal throughout, and more particularly, in the matter of drafting the report. Assistant Secretary, Shri Rajendra Pal Singh, proved to be a happy choice and was of immense assistance, unassuming, caim and a conscientious worker.

Staff attached bore cheerfully the great burden put on it and never grudged extra hours.

H. C. MATHUR, Member of Parliament, CHAIRMAN, ADMINISTRATIVE REFORMS COMMITTEE, RAJASTHAN.

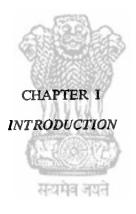
JAIPUR 15th September, 1963.



CONTENTS

Chapter		Subject		Page
CHAPTER	I	Introduction	••	1
CHAPTER	п	HISTORICAL BACKGROUND	••	7
CHAPTER	ш	Government at the State Level		
		 A. GENERAL B. THE PEOPLE AND THE STATE C. THE SECRETABLAT D. HEADS OF DEPARTMENTS 	•• •• ••	15 27 37 61
CHAPTER	IV	FIELD ADMINISTRATION		
		 A. BOARD OF REVENUE AND REGIONAL COMMISSIONERS B. REGIONAL ADMINISTRATION C. DISTRICT ADMINISTRATION 	•••	69 82 84
CHAPTER	v	PERSONNEL ADMINISTRATION	••	89
CHAPTER	VI	Administrative Procedures	••	125
CHAPTER	VII	OF MATTERS FINANCIAL	••	141
CHAPTER	VIII	TECHNICAL EFFICIENCY AND INTEENAL EVALUATION	••	155
CHAPTER	IX	LOCAL GOVERNMENT		
		A. PANCHAYATI RAJ B. MUNICIPAL ADMINISTRATION	••	165 173
CHAPTER	x	PUBLIC RELATIONS	••	181
	XI	SUMMARY OF RECOMMENDATIONS		189

LISTS OF APPENDICES AND ABBREVIATIONS		а
APPENDICES	• •	i
EBBATA		CXXXXV



CHAPTER I.

INTRODUCTION

1.1 CONSTITUTION AND TERMS OF REFERENCE.

1.1.1 In July, 1962, the State Government constituted this Committee to recommend measures to bring about reforms in the administration of the State, specially to improve the efficiency of working of government offices and ensure the expeditious disposal of government business. The following were appointed as members of the Committee.

1.	Shri Harish Chandra Mathur, Member of Parliament.	••	Chairman.
2.	Prof. M. V. Mathur, Head of the Department of Economics and Public Administration, University of Rajasthan, Jaipur.		Member.
3.	Raja Shri Man Singh, Member, Legislative Assembly, Rajasthan.	•••	Member.
4.	Shri Kedar Nath, Member, Legislative Assembly, Rajasthan.	••	Member.
5.	Shri P. K. Chaudhary, Jaipur.	••	Member,
6.	Shri Vishnu Dutt Sharma, I.A.S., previously Principal, Officers' Training School, Jaipur, now Registrar, Co-operative Societies, Rajasthan, Jaipur.		Member.
7.	Shri G. K. Bhanot, I.A.S., Special Secretary to Government, Appointments (A) Department.	••	Member.
8.	Shri Anand Mohan Lal, I.A.S., Deputy Secretary to Government, Planning Department.	••	Member- Secretary

1.1.2 Shri Rajendra Pal Singh, R.A.S., was appointed as Assistant Secretary of the Committee in October, 1962.

1.1.3 The specific terms of reference of the Committee were as follows:--

(i) To review the suitability of the office system in vogue in the offices of the Secretariat, the Board of Revenue, the Heads of Departments and the District Offices and to suggest measures for improving efficiency and speed in the disposal of correspondence, and in the offices themselves.

(ii) To suggest measures for the avoidance of superfluous work and the duplication and overlapping of activities.

(iii) To suggest measures for delegation of powers at various levels with a view to encouraging responsibility and initiative at all levels and securing expedition of government work.

(iv) To examine the adequacy of public relations in Government offices and suggest measures to improve contacts between the public and the Heads of offices.

(v) To examine and suggest measures to facilitate attention to complaints, enquiries regarding pending matters and general requests for information.

(vi) To suggest measures for the better co-ordination of activities of different departments at the district level.

1.2 APPROACH.

1.2.1 At the outset, on the 17th August, 1962, the Chief Minister discussed various aspects of the terms of reference of the Committee with its members and elaborated on some of the points which he considered to be important, and desired the Committee to examine in considerable detail. After considering its terms of reference from all aspects, the Committee prepared two questionnaires; one was specifically designed to elicit the views of senior Government officers in positions of responsibility, and the other, which was more general, was devised to elicit the views of the members of the public on certain important issues. However, even those who were not in Government service were informed that they could send their views on any point mentioned in the detailed questionnaire if they so desired, and a number of them did so. The questionnaires prepared by the Committee have been reproduced in the appendices to this report. The terms of reference of the Committee were also given due publicity through press releases and various agencies of the Government, and members of the public were requested to convey their views and suggestions on any matter which could appropriately be considered by the Committee. Of its own accord, the Committee addressed the questionnaires to a large cross section of people who, it considered, would be interested in the administration of the State. The list of such persons is reproduced at Appendix III. In all, more than 5,000 copies of the questionnaires were distributed by the Committee. The total number of replies received was 568.

1.2.2 The Committee held meetings between the 17th August, 1962 and the 23rd September, 1963 to examine various issues arising out of its terms of reference, to consider the draft report and finalise its recommendations. In the course of the enquiry, 30 officials and 23 non-officials were examined by the Committee. A list of these persons is reproduced at Appendix IV. In addition, detailed information on various points was obtained from the departments concerned.

1.2.3 In order to have the various issues relating to office procedure and financial matters examined in detail, the Committee constituted a special panel comprising the following members:—

1.	Shri Anand Mohan Lal, Deputy Secretary to Government, Planning Department, Jaipur.		Convener.
2.	Shri B. D. Mathur, Chief Engineer, P.W.D. (B&R), Rajasthan, Jaipur.		Member.
3.	Dr. S. C. Mehta, Director of Medical and Health Services, Rajasthan, Jaipur.	••	Member.
4.	Shri C. J. Malkani, Deputy Accountant General (Senior), Rajasthan, Jaipur.	••	Member.
5.	Shri H. K. Sinha, Regional Manager, Burmah-Shell, Jaipur.	••	Membe r .
6.	Shri Samarth Raj, Retired Director of Agriculture, Rajasthan, Jaipur.		Member.
7.	Shri R. Y. Garg, General Manager, Bank of Rajasthan, Jaipur.	\ ••	Member.
8.	Shri Rajendra Pal Singh, Assistant Secretary to the Committee.	• •	Sectetary.

In addition to the points raised in parts three and four of the questionnaire relating to office procedure and financial matters, the panel also examined issues involved in questions 4 to 10 in part two of the questionnaire relating to service matters. The views of the panel were of great value to the Committee. 1.2.4 An effort was also made to obtain relevant information from the Organisation and Methods Division of the Government of India. Special case studies were conducted on the following subjects.—

(i) Time-motion study of files in Secretariat Departments;

(ii) Nature of applications received, manner in which they were dealt with, and the time involved at each stage, in the following offices:—

- (a) Directorate of Industries,
- (b) Collectorates at Jaipur and Kota,
- (c) Office of the Sub-Divisional Officer, Bali (District Pali),
- (d) Tehsils Bundi (District Bundi) and Bali (District Pali).

1.2.5 In addition to the above measures, a large range of books and reports touching upon various aspects of public administration were examined before the report was actually drafted.

1.2.6 The Committee has considered the problems of administrative reform from a fairly wide perspective and all the recommendations which are of a general nature have been included in this report. However, it is felt that the task of the Committee would be incomplete if it did not consider the reforms that should be brought about in the internal working of important individual departments. There may be certain other aspects of administrative reform which the Committee may like to deal with after further deliberations. In order to enable the State Government to consider the main report of the Committee, it is being submitted straight away. It is, however, intended to submit a supplementary report on matters indicated above in about six months' time.

1.3 THE NEED FOR ADMINISTRATIVE REFORM.

1.3.1 Administrative reform is, in its very nature, a continuous process. As long as there are imperfections in man, and at the same time, he is imbued with a will to improve his lot and progress, whether it be in the field of administration or any other, he will continue his quest for bringing about a progressively better state of affairs than that in which he lives in the present. No government can, at any time, afford to ignore the needs or possibilities of reform in the administration of public affairs, least of all when it is engaged in an enormous effort to develop the land and its people, establish democratic traditions and build up a welfare State, as is the position in this country today. The activities of the government touch upon the lives of all citizens in manifold ways, both directly and indirectly. In these circumstances, it is all the more necessary for the government to conduct its affairs with a due sense of responsibility and trust and bring into its actions as large a measure of efficiency as possible. This can only be achieved through the adoption of a continuous process of introspection, study and evaluation. Periodical examinations and reviews of the administrative systems in vogue by independent bodies also need to be undertaken. In a rapidly changing scene of govermental activity it will be necessary to evolve new methods, techniques and organisations to deal with the tasks in hand and there should be no hesitation to do so, commensurate, of course, with the need of ensuring basic stability in the administration.







CHAPTER II HISTORICAL BACKGROUND



CHAPTER II

HISTORICAL BACKGROUND

2.1.0 The State of Rajasthan was formed as a result of successive mergers, firstly of the erstwhile princely states situated in this area, and thereafter of the part 'C' state of Ajmer-Merwara. The process commenced on the 17th March, 1948 when the princely states of Alwar, Bharatpur, Dholpur, Karauli and the Chiefship of Neemrana joined together to form what was known as the Matsya Union. On the 25th March, 1948, the states of Kota, Bundi, Jhalawar, Banswara, Dungarpur, Kishangarh, Pratapgarh, Shahpura and Tonk also merged and gave rise to 'Former Rajasthan'. Subsequently, on the 18th April, 1948, Udaipur also joined Former Rajasthan followed by the states of Bikaner, Jaipur, Jaisalmer and Jodhpur which merged on the 30th March, 1949, bringing into existence the 'United States of Greater Raiasthan'. On 15th May, 1949, Matsya Union merged with the United States of Greater Rajasthan. In the sixth and the final stage, on the date the Republic of India came into existence, with the merger of a part of Sirohi state, the process of integration of princely states and the emergence of the new State of Rajasthan was completed. The part 'C' state of Ajmer, however, continued to exist like an island within the territory of Rajasthan. In 1956, with the promulgation of the States Re-organisation Act, this State, together with the Abu Road Taluka of the former Bombay State and the Suncl Tappa region of former Madhya Bharat were merged with Rajasthan, while Sironj sub-division of Kota district was transferred to Madhya Pradesh, and this brought into existence the new State of Rajasthan in its present form. A list of the covenanting states, together with relevant particulars, is given at Appendix V.

2.1.1 Having tided over the transient phase of the merger, the infant State of Rajasthan was faced with a multitude of formidable problems. The erstwhile princely states varied enormously in size, population, levels of economic development, social and cultural heritage, and in the systems of executive and judicial administration. One aspect that the states had in common was that all powers, both in the administrative and judicial fields, had their source in the Ruler. However, there was wide disparity in the conditions obtaining in the different states. Some of them had imported the concepts of modern government from the adjoining British territories and had even drawn into positions

of responsibility administrators of considerable experience and standing. These states even had Councils of Ministers in which popular Ministers Recruitment to the public services was made had also been included. through a Public Service Commission and appointments and promotions were given on the basis of well-defined rules and procedures, which laid considerable emphasis on merit. In some states, the judiciary had been separated from the executive and its independence was ensured to a substantial degree. Anti-corruption Department had been organised to check bribery and corruption and elaborate arrangements were made for the audit and maintenance of government accounts. On the other hand, in some of the other States, lawlessness was rife and administration existed in but a rudimentary form. Laws were sketchy and inadequate. Administrative procedures were ill-defined and, to a large extent, the administration was personal in nature and governed substantially by the wishes of the rulers and their advisers. Bringing about an adequate measure of uniformity in these widely differing systems of administration was the most important task with which the new State of Rajasthan was The foremost problem was the restoration of law and order faced. through the subjugation of the bandits and dacoits who were roaming the country-side. This was promptly and very effectively accomplished. In the first few years, considerable effort had to be made to introduce stability and an adequate balance in the State's economy. Once these fundamental tasks were accomplished, the State had to address itself to the promulgation of new laws and rules to guide and determine the conduct of the affairs of the State and translate into practice the political, social and economic ideals of democracy and a welfare State. In addition, the process of planned development was also initiated in the early years of the formation of this new State and its administrative system had to be geared to the requirements of this great task. The evolution of new service and accounts rules and the integration of the services of the employees of the different States was another vexing problem which faced the State Government. The events accompanying and following the merger have now receded into the distant past and an organised new State has emerged, but it cannot be said that the State has While a series of basic, as well as proyet got over its birth pangs. gressive, enactments have been brought on the Statute Books, the departments of the Government have been rationally organised and attuned to the present day requirements of State administration, the circumstances of the past still continue to exercise their influence in manifold ways. In view of the conditions which were obtaining in the social, economic and administrative fields when the State was first constituted, it has to be admitted that the State has forged ahead with considerable vigour and vitality and has accomplished much that is significant,

2.1.2 In the sphere of administrative reform, too, there has been considerable thinking. A number of Committees were constituted from time to time by the State Government to inquire into various important matters touching upon the State administration. The most notable of these were the Departmental Procedures Committee 1954, The Rajasthan Administrative Enquiry Committee 1956, The State Economy Committee 1956 and the Committee constituted to recommend the manner in which the judiciary may be separated from the executive. For purposes of co-ordination in developmental activities, planning and development coordination Committees were constituted under the chairmanship of the A number of advisory or consultative Committees Chief Secretary. which include specialists, legislators and other interested persons, were also constituted to advise the Government on matters which were of considerable public importance. More recently, the Government constituted Committees to rationalise and integrate the training programmes of all State Government servants, to suggest measures for relieving technical officers of their routine administrative duties and to suggest the manner in which the processes of tax collection in the State may be rationalised and simplified.

2.1.3 In 1962, the State Government constituted a Revenue Laws Commission to suggest appropriate measures for the rationalisation and simplification of revenue laws, a Jails Reform Commission to recommend improvements that may be brought about in administration of prisons and a Study Team on Panchayati Raj to examine all aspects of the working of Panchayati Raj in the State and recommend measures to remove the existing shortcomings and improve the programme in content and quality. A number of other committees were constituted from time to time to examine various aspects of the state administration, and as a result of the recommendations of the committees enumerated above and other committees, significant improvements have been brought about in the administrative and technical spheres of governmental activity.

2.1.4 Other significant landmarks in the domain of administrative reform may be summarised as follows:—

(i) Organisation and Methods.--An Organisation and Methods section was constituted in the Secretariat in May, 1955. To begin with, the activities of this section were confined to the Secretariat only, but subsequently its activities were extended to the departmental offices. The functions of this section were primarily:--

(a) to make all concerned conscious of the need and scope for improvement in administrative procedures,

(b) to study the working of the procedures followed in various government offices through visits, discussions and collection of statistical data, to locate the factors affecting speed, efficiency and quality of work and to suggest appropriate remedies and improvements.

In the first few years this Organisation mainly concentrated on the working of the Secretariat departments and introduced a number of improved procedures and techniques.

In 1961, the concept of Organisation and Methods was extended to the departmental and district offices. Organisation and Methods Officers were appointed in all important departmental and district offices and they were required to introduce the principles and techniques of Organisation and Methods in their respective offices and to send quarterly reports to the Organisation and Methods section of the Secretariat regarding the action taken by them. Elaborate instructions were issued to all Heads of Departments regarding the manner in which these activities should be organised in their respective departments.

(ii) Strengthening of the Anti-corruption Machinery.—A separate department of Anti-corruption under an Additional Inspector General of Police was constituted in the year 1957 to enquire into all complaints of corruption, bribery, misappropriation of government funds and embazzlement etc. by government servants.

A separate post of Commissioner for Departmental Enquiries was created in the year 1956 to enquire departmentally into cases of the above nature and to conduct departmental proceedings against officers of the state services.

(iii) Senior Officers' Conference.—To discuss important matters of mutual interest, a conference of all Secretaries to the Government, Heads of Departments and Collectors is held once a year. These annual conferences are presided over by the Chief Minister and attended by all Ministers and Deputy Ministers of the State Government. The first conference was held in the year 1954 and nine conferences have since been held.

(iv) Definition of the role of District Officers.—In 1958, the State Government defined in specific terms the role of District Officers and their relationship with the district level officers of other departments in order to bring about an adequate measure of coordination between the different departments of the government functioning at the district level. Revised and more comprehensive orders were issued in this respect in August, 1961.

(v) Formation of Cabinet Secretariat.—In order to provide secretarial assistance to the Cabinet and ensure that Cabinet decisions are promptly and fully implemented by the various departments of the government, a separate Cabinet Secretariat was set up in May, 1960. The Organisation and Methods section of the Secretariat was also attached to the Cabinet Secretariat.

(vi) Evaluation Organisation.—The State Government constituted in April, 1960, a separate Organisation to evaluate, primarily in qualitative terms, the working of Panchayati Raj in the State and the nature of implementation of important plan schemes and programmes.

(vii) Transfer of government servants.—In order to prevent frequent transfers of government servants, specific orders were issued to the effect that if any government servant was transferred before he serves for a period of two years at a particular place, the approval of the next higher authority should be obtained by the transferring authority, and also that, as far as possible, the transfer of government servants should be effected between the months of April and June to avoid any dislocation in the education of children of government servants. Orders were also issued to the effect that low-paid government servants should normally be posted in their home districts.

(viii) Incentives to government servants for original work:--.

(a) Merit pay.—The State Government framed special rules for the award of merit pay to those government servants occupying technical posts who did original work of special merit, important research work or made innovations of practical utility. Such merit pay is of three grades, Rs. 50/-. Rs. 100/- and Rs. 150/-, awarded on the recommendations of a special Board constituted by the government and once awarded it is treated in the nature of personal pay given to the officer for the rest of his service carcer, provided he continued to display active interest in the work for which such pay was originally granted.

(b) Cash Prizes.—Rules have also been framed for the award of cash prizes to government servants who write articles or books not directly connected with their official duties, if they are found to be of the requisite standard.

(c) Study Circles.—Study circles have been constituted by the government in the Secretariat and in the offices of certain major Heads of Departments to give an opportunity to all government servants serving in these departments to discuss matters of common interest, and thus improve their technical and general knowledge.

(ix) Officers' Training School.—The State Government set up a separate school for the training of State Administrative Service Officers in 1957. The ambit of this school has since been extended considerably and it will now form a nucleus for co-ordinating the training programmes and refresher courses of all State and Subordinate services. It will also run Foundational, Middle & Senior Management and Refresher Courses for officers of the State Services.

(x) Separation of the Judiciary from the Executive.--Government have drawn up a phased programme for bringing about the separation of the judiciary from the executive and, as a first step in this direction, in 1962 separate courts of Judicial and Executive Magistrates were constituted in the State. The Judicial Magistrates belong to the Rajasthan Judicial Service and are under the direct supervision and control of the High Court.

(xi) Introduction of Panchayati Raj.—On 2nd October, 1959, representative bodies at the district and block levels, known as the Zila Parishads and Panchayat Samitis, were constituted throughout the State and considerable responsibility for the administration of rural development programmes was transferred to them. This was the first State to introduce this notable change and the event had a considerable impact specially in the field of development.

(xii) Economy in administration.—The State Government has been aware of the need of effecting economy in the administration and has adopted a number of measures in the last few years to bring about substantial economies in the non-plan expenditure. In the Third Five Year Plan period alone, the savings effected as a result of these economies would be to the extent of four or five crores of rupees.

2.1.5 It will be observed from the above that since its inception, not only have all the activities of the State Government been organised on rational and scientific lines, but much headway has also been made in the direction of importing devices that would tend to improve the efficiency of the administration. However, reform in the field of administration, as in any other, is a continuous process and essential for the well-being of the state and its people.





CHAPTER III

GOVERNMENT AT THE STATE LEVEL:

- A. GENERAL.
- B. THE PEOPLE AND THE STATE.
- C. THE SECRETARIAT.
- D. HEADS OF DEPARTMENTS.

CHAPTER III

PART A.

GENERAL

I. STATE POLICY.

3.1.1 In any form of government, proper administrative structures and procedures are important and do contribute to the efficiency of the administration, but much more important is the quality of the human element and the manner in which it is handled. The Cabinet is the fountain-head of the administration and determines the tone and temper of the entire administration. Competence, integrity and team work of the Cabinet cast their reflection throughout the administration. Without these pre-requisites it will be idle to expect a good administration, however sound the administrative structures and procedures may be.

3.1.2 Cabinet should be small and compact. The economy that will result is but a secondary aspect of the advantage resulting from this step; the main advantage is the impact that this will have on the efficient running of the administration.

3.1.3 The right man in the right place with full freedom to function and with necessary support and confidence of a vigilant and strong minister will, without doubt, ensure efficient administration. The ministers should decide policies, draw up programmes and priorities, give general directions and exercise supervision and control, but should permit the civil servant to execute the policies and programmes of the government unhindered, encourage initiative amongst them and ensure that they exercise fully the powers that have been delegated to them at all levels.

3.1.4 There should be courtesy and respect for people's representatives and full consideration should be given to their views, but under no circumstances should administrative principles be sacrificed or tampered with.

3.1.5 Heavy development programmes touching upon all spheres of life, social reforms of a vital nature, radical land reforms, welfare

schemes for the Scheduled Castes/Scheduled Tribes and the devolution of power on the people's representatives should have had a tremendous impact on the masses and made them happy, but the unfortunate fact is that the citizen is still irritated and dis-satisfied. There is a feeling that delays, mal-administration, nepotism and corruption exist in varying degrees and often things do not move without political pressures or resort to graft. There is some force in these complaints even though there is an element of exaggeration and exploitation by vested interests. Be it due to lack of adequate public relations or anything else, the outstanding fact is that the respect for the government and the administration is not as high as it should be.

3.1.6 There is a feeling that postings and transfers are some times governed by extraneous considerations. People's representatives are sometimes more interested in a particular officer being transferred or another particular officer being posted or retained at a particular place. Officers so posted or transferred cannot function impartially or effectively and a mutual exploitation by politicians and services starts. In such circumstances, there cannot be good administration and the services cannot but be demoralised. It is high time that we put a halt to this process. Well defined procedures should be devised to ensure that individual responsibility is fixed for specific lapses, like undue delay in disposal of work, execution of schemes and projects or actions which result in substantial loss to the government.

3.1.7 We have in the course of this report made suggestions and recommendations which will help in toning up the administration and in inspiring greater public confidence in the government.

3.1.8 With specific reference to the working of the Cabinet, the following recommendations are made.—

3.2.1 (i) Decisions of the Government.—Before a decision is taken in any matter by the government, the following aspects should be carefully considered:—

(a) the direct and indirect effects of the decisions on the administration and the people, both immediate and long range. Since a number of government decisions influence the lives of a large section of the population to a substantial degree, it is extremely important that adequate thought should be given to this aspect before a decision is taken by the government;

(b) the manner in which the decision, if taken, will be implemented. In this connection special mention should be made

of the agencies which will implement the decision, the additional staff required, if any, and the manner in which the consequent expenditure on this and other accounts is proposed to be met. This is an extremely important matter, because it is noticed that sometimes adequate arrangements are not made in advance for the implementation of government decisions with the result that the quality of implementation often suffers and sometimes the full purport of the decision is also not achieved. A case in hand would be the revision of pay scales recently carried out by the government. It was because adequate staff was not provided to the various departments for fixing the salaries of government servants in the revised pay scales that in a number of heavily staffed departments, like Education, this work has not been completed inspite of a considerable lapse of time. It is, therefore, essential to ensure that when decisions are taken by the government which involve considerable additional work, a practical assessment is made to discover whether the existing agencies will be able to carry out the tasks in question or whether additional staff would have to be provided. Similarly, the requirements of equipment, machinery, vehicles and other incidental expenditure should also be examined in advance and appropriate provisions made.

3.2.2 All administrative departments of the government should be requested to specifically comment on these points while submitting their memoranda to the Council of Ministers and the Cabinet Secretariat should ensure that this has been done. Adequate arrangements should also be made by the administrative departments for watching and periodically reviewing the matter of implementation of important decisions.

3.3.1 (ii) While informal discussions in the Cabinet necessarily have to take place on various matters, it would be desirable to take formal decisions in matters under its consideration only after all relevant aspects have been fully examined in the departments concerned.

3.4.1 (iii) The important general grievances of the people should be intimated by all offices of the government to the state government. The Chief Secretary should ensure that these problems receive prompt attention in the administrative departments of the government. He should also submit a quarterly report to the Cabinet indicating the important grievances of the people which come to the notice of the government during the quarter and the remedial action taken or proposed to be taken with regard to them.

3.5.1 (iv) The presence of all the Ministers at headquarters on particular dates, say from 1st to 5th and 15th to 20th, should be notified

in the gazette, so that the citizen may be sure that he will be able to meet the Ministers when he visits the headquarters with complaints or suggestions on those particular dates. Tours of the Ministers should be very effectively planned and advance information of their tours given so that citizens may be able to take full advantage of the honourable Ministers' presence in their districts. Even if the Ministers tour for ten days in a month, they will be able to visit each district twice a year.

3.6.1 (v) The Chief Minister may have monthly press conference at which he may explain the important decisions of the government and clarify issues raised by press correspondents relating to matters of public interest.

3.7.1 (vi) The Cabinet Secretariat is already submitting important information and data to the Cabinet from time to time. It should be suitably strengthened to ensure that such information as may require the attention of the Cabinet is obtained, analysed and submitted to the Cabinet in time.

II. NEED FOR A STATE PLANNING AND DEVELOPMENT COMMISS'ON.

3.8.1 Perhaps the most important changes that have taken place in public administration since independence are in the fields of planning, Panchayati Raj and public sector management. Our top administrative organisation has to be properly geared to take care of these important responsibilities.

सत्यमेव जयत

3.8.2 These additional functions necessitate 'rigorous thinking' and 'effective co-ordination' in the highest echelons of government. While suggestions regarding the formulation of schemes and fixation of targets and priorities emanate both from government departments and representative institutions, in the actual process of planning the interests of the different sectors and regions have to be carefully balanced to produce optimum results. While the administrators and technologists have an important role to play in the administrative, social and economic aspects of planning, it is, in the ultimate analysis, to a substantial extent a political process. Therefore, to bring about an adequate balance, a properly manned top level staff agency is needed to advise the State Cabinet regarding Planning and Development programmes. In our view. it should be in the shape of a State Planning and Development We understand that the National Planning Commission Commission. has also advised the State Governments to have a compact state level planning agency of this nature.

3.8.3 Its functions may be as follows:---

(i) To advise the Calinet regarding perspective planning, formation of plans, studies which would help in this.

(ii) Continuous watch over the progress of the plan programmes, including regular reporting, marking the 'red signals' as soon as they are noticeable and field visits wherever necessary.

(iii) Rephasing of the plan as and when necessary.

(iv) Special care of socio-economic planning of Rajasthan Canal area.

(v) Regular follow-up of 'developmental' projects, specially those of a remunerative nature, included in earlier plans (at least till they reach the stage of 'viability').

(vi) Virtually to act as a 'Finance Commission' for recommending grants to Panchayati Raj institutions.

(vii) To maintain a close liaison with National Planning Cmmission for formulation and rephasing of plans.

(viii) To study special features of state level plan administration in other States of India and in other countries whose experience would be of advantage to this State.

(ix) To pay special attention to the development of backward regions within the State.

(x) To guide the planning and progress of public sector industries in the State.

3.8.4 The membership of this Commission should be as follows:--

1.	Chief Minister	••	Chairman.
2.	Three Ministers (One of whom should be the Finance Minister)		Members.
3.	Three full-time members with experience of plan administration, engineering and economic affairs, one of whom should be Deputy Chairman.		Members.
4.	Chief Secretary (in his capacity as Planning Secretary)	••	Member.
5.	Deputy Secretary (Planning Department)	••	Secretary.

3.8.5 Part-time specialist consultants appointed by the government from time to time may also be associated in an advisory capacity with the work of this Commission.

3.8.6 The Planning Department of the Secretariat should also function as the Secretariat of this Commission. The recommendations of the Commission should be submitted to the Planning Minister or the Cabinet, according to the importance of the matter and orders should be issued according to the decisions taken on them by the Planning Department of the Government.

3.8.7 With regard to this recommendation, Shri Anand Mohan Lal felt that, "while in principle the appointment of such a commission would be of benefit to the government and would tend to introduce greater balance and depth in the planning activities of the State, in view of the expenditure involved and the size of the state plans which, after accounting for the major projects and committed expenditure, left little room for adjustments subsequent to the preparation of the original Five Year Plans of the State, such an organisation, although desirable, would be prohibitive.

3.8.8 "The preparation of the State's Five Year Plans is a specialised and not a continuous activity. Apart from the officers of the State Government, a fairly large number of specialists are also appointed to the various committees and working groups to advise the State in this The views of the State Planning Board are also obtained connection. before the plan is put up to the Cabinet for approval. As such there is a sufficient measure of 'specialised' opinion already available to the government in this respect. Thereafter, it is only at the stage of the preparation of the annual plans that inter-se priorities have to be de'ermined between different development programmes and targets fixed. The commission would certainly be in a position to render useful advice to the State Government in this respect. Even in this sphere, since a considerable portion of the expenditure on plan schemes becomes committed as a result of allocations made for major projects and programmes started in the earlier years of the plan period, the scope for adjustments is necessarily limited. Besides, the preparation of annual plans will attract the attention of the commission for about three or four months each year. The main functions of the commission, thereafter, will be to review the progress of different plan schemes and suggest ways and means of removing bottlenecks and difficulties. This work is at present being done by the State Planning and Co-ordination Committees which have been constituted for different sectors and are presided over by the Chief Secretary. Important matters are brought to the notice of the Minister-in-Charge and the Chief Minister. The

State Planning Board and its sub-committee also periodically review the progress of various plan schemes and offer their views in this respect. It will, therefore, be observed that apart from the advantage of expert opinion on certain aspects of planning, which, no doubt, is a definite advantage, the above recommendations of constituting a separate commission for this purpose will hardly supplement whatever is already being done under the existing arrangements.

The availability of expert opinion in various aspects of planning would certainly be welcome but, to some extent, through the appointment of consultants and advisers, the State Government is already making an effort to obtain such advice. If the experts are to become permanent members of the directive body for planning at the State level, they should be so selected that adequate and balanced emphasis is given to all important sectors of the plan. This will not be possible unless four or Apart from the fact that they will not be five experts are appointed. having sufficient work to do throughout the year, the State Government will hardly be in a position to bear such a heavy expenditure on this With a limited number of experts we will have to guard against account. the introduction of an imbalance in the planning activities of the State. In view of these considerations, apparently, the purpose in view would be largely served if 'specialist consultants' are appointed for various important development activities as recommended elsewhere in this If, however, it is considered desirable to constitute a report. 'Commission' of the nature suggested above, it should be compact and balanced. It may, therefore, comprise the Chief Minister, Ministers for Planning (if he is other than the Chief Minister) and Finance, one expert in 'developmental administration', one expert in 'economic affairs' and the Chief Secretary (Planning). It may from time to time, obtain the advice of specialists in various fields whenever it considers this to be Further, the organisation for the evaluation of plan pronecessary. grammes should be suitably strengthened so that the commission may be able to make a continuous and objective assessment of the progress of these programmes and take necessary steps to remove shortcomings and improve them in content and quality".

3.8.9 The questions as to whether the whole-time members of the Commission would have sufficient work to do, and whether the set-up proposed would be unduly expensive was considered by the Committee. In this connection, it was observed that since the Commission would be concerned with all developmental activities, both plan and non-plan, and would be making a continuous study of these programmes, the members should be fairly busy. Further, the commission's advice should enable the government to make their limited funds go a longer distance. The limited additional expenditure involved in setting up the proposed commission would thus yield rich dividends. However, to begin with, two whole-time members instead of three may be appointed.

III. CO-ORDINATION

3.9.1 It is observed that the State Government has already taken a number of effective measures for bringing about co-ordination between different government departments dealing with related fields of activity. The Cabinet has, from time to time, constituted sub-committees for coordinating special activities such as agricultural production programmes. In order to bring about effective and continuous co-ordination at the ministerial level, it is desirable that the assignment of portfolios to the Ministers/Deputy Ministers should be made on the principle that interrelated or allied departments are under the charge of the same Minister/ Deputy Minister. It is appreciated that there are some other considerations which bear upon the distribution of portfolios, but this is an extremely important matter and should, to the extent possible, be kept in view when this is done.

3.9.2 At the official level, the Chief Secretary mainly co-ordinates the activities of the different departments of the Secretariat, as well as, in some cases, the Heads of Department's. There are Planning and Development Co-ordination Committees for all sectors of the State Plan which lay down targets and priorities, review progress in both physical and financial terms periodically, and co-ordinate the activities of allied departments. The Chief Secretary also convenes a monthly meeting of all Secretaries to the Government.

3.9.3 In addition to the measures already adopted in this respect, the following recommendations are made with regard to co-ordination of departmental activities at the State level. The question of co-ordination at regional and district levels has been discussed in detail in chapter IV of this report.

3.9.4 (i) The assignment of departments to the Secretaries to the government should be based on the principle that inter-related departments should be with the same Secretary. This should prove to be an extremely effective measure in bringing about co-ordination at the Secretariat level. Detailed recommendations have been made in this respect in part 'C' of this chapter.

3.9.5 (ii) Constant co-ordination in all activities relating to rural development, specially agriculture, animal husbandry, irrigation and

co-operation are essential for the efficient running of these programmes. Since this co-ordination will have to extend to even the detailed activities of these departments in a number of cases, it has been considered desirable to associate the Development Commissioner actively with their working as he is the most appropriate officer to bring about this co-ordination. It has, therefore, been recommended in part 'C' of this chapter that the Development Commissioner should be designated as the Principal Secretary to these departments and his main function will lie in the field of co-ordination.

3.9.6 (iii) In order to discuss the broad features of their departmental activities, the progress of departmental programmes and any difficulties which may be experienced in the administration of the departments, all Heads of Departments Class I should meet the Chief Secretary once every quarter, separately.

3.9.7 (iv) The Heads of Departments should convene meetings of the regional and district level officers at least twice a year to review the progress of departmental activities, prepare a plan of action for future and resolve any difficulties or problems that they may be faced with.

3.9.8 (v) In a number of cases, the practice of discussing matters of common interest in meetings proves to be an effective method of working out agreed policies or plans of action, eliminating delays involved in several written references and cross-references, and the taking of decisions after a comprehensive examination of the matter from different stand-points. However, official meetings can only serve a useful purpose provided the officers who attend these meetings are given adequate notice regarding the points on the agenda, and they study these points and concretise the views of their departments relating to them before they attend the meetings. Normally the representatives who attend the meetings should be in a position to state their views categorically and further reference to the departments which they represent should not be necessary.

3.9.9 Attitudes in Co-ordination.—Effective co-ordination is, to a large extent, also a human factor. The attitudes of civil servants working in related departments of the government towards each other, and the measure of their understanding of each other's problems, play an important part in determining the manner in which they co-ordinate their activities. The officers charged with the responsibility of bringing about co-ordination between different departments should display all qualities which are required of the leader of a team, for it is his attitude that determines, to a large extent, the measure of co-operation that he receives from his colleagues. He should be courteous and should have a sympathetic approach to the problems of other departments. The organisation of social meetings, unconnected with official routine activities, will help considerably in easing attitudes amongst brother officers and in developing friendly and constructive relationships between them.

3.9.10 The State Committee on Training has made a number of useful suggestions for the development of correct attitudes in the civil servants and a basic understanding of inter-departmental problems. The "Common Foundational Courses" and the "Middle" and "Higher Management" courses will serve a very useful purpose in fostering inter-departmental understanding and bringing about a spirit of comraderie amongst civil servants serving in different departments. To conclude the discussion on "Co-ordination" we would like to quote the following passage from the report of the State Committee on Training, which aptly describes the issues involved:—

"In any large organisation, efficiency depends on two important factors: the technical efficiency of the individual to do the particular work allotted to him, and the less tangible efficiency of the organisation as a corporate body derived from the collective spirit and outlook of the individuals of which the body is composed. Training must have regard to both these elements. It is not sufficient that a government servant should be qualified and skilled in his own profession, but he should be capable of comprehending the broader picture of governmental functioning, and his own role therein, as a part of the composite whole. No government servant can function in isolation and unless a spirit of co-operation and mutual understanding is developed between the officials working in different departments of the government, the efficiency of working of the government as a whole will suffer".

IV. RE-ORGANISATION OF TERRITORIAL JURISDICTIONS OF ADMINISTRATIVE UNITS.

3.10.1 The administrative units in this State are a product of historical circumstances in that the territories lying within the erstwhile covenanting states were grouped into district or divisions. This has led to considerable disparity in the sizes of these units which, from an administrative stand-point, is not a desirable feature. It tends to introduce an imbalance in the activities of the government and also results in considerable disparity in the workload of civil servants and It is, therefore essential that these units shouk' to government offices. The matter has been receiving the re-organised on a scientific basis. consideration of a number of committees and also of the State Govern-The State Government has also taken ment for some years past. decisions to revise the jurisdictions of the district and regional level officers to make their workload more even. Nevertheless, no decision has so far been taken to rationalise the administrative units as such. There are already several proposals before the State Government regard. ing the manner in which this should be done and, therefore, this committee has not thought it necessary to go into these details. However. it is recommended that the re-organisation of the administrative units should be carried out keeping in view the following principles:-

3.10.2 (i) The units should be administratively viable and more or less uniform in character.

3.10.3 (ii) At present the administrative units are based on revenue jurisdictions. The criteria adopted for corresponding units for development, election, magisterial and police purposes being different in a number of instances, these different units do not coincide. From all points of view, specially the convenience and efficiency of administratica, it would be desirable to make the jurisdictions of all these different units co-terminus. This is an important matter and advantage should be taken of the proposed re-organisation of administrative units to bring about this rationalisation.

V. ADMINISTRATIVE TRIBUNALS

3.11.1 A number of functions of the State Government are, strictly speaking, judicial or semi-judicial in nature. Most countries with established democratic traditions have special bodies in the nature of administrative Tribunals or Courts to attend to such matters. Apart from relieving the government of considerable unnecessary workload, the system ensures that administrative appeals are dealt within a judicial spirit, with proper judicial safeguards, and also inspires confidence in the citizen that his disputes in relation to other citizens or the government are dealt with impartially and in fairness. In France Conseil d' Etats have been in existence for this and other purposes since the time of Napoleon. In the present context, the function of this Conseil is to deal with all linguigen between public authorities and third parties, or between public authorities themselves and those concerning the execution, non-execution or bad execution of public services. Actually the functions of the Conseil d' Etats extend to the exercising of rigorous scrutiny of the exercise of all administrative discretion, not only to ensure compliance with the law, but also compliance with an as yet vague doctrine of reasonable use of power. This latter function under the British system, which has largely been imported into the Constitution of this country, has been vested, to a considerable extent, in the judiciary. Nevertheless, to cover the gap which still exists in this respect, detailed recommendations have been made in the following part of this chapter.

3.11.2 For the disposal of judicial and semi-judicial matters which are at present ettended to by the State Government itself, it is recommended that special statutory Administrative Tribunal should be Representations, revisions and appeals which lie to the constituted. State Government at present under any of the legal enactments in force, and final appeals in service matters which lie to the State Government, including disciplinary cases, relating to subordinate, ministerial and Class IV services should be transferred to the Administrative Tribunal. The Tribunal should be statutory in character and comprise of two members. The persons who are appointed as members of the Tribunal should be such as are eligible for appointment as members of the State Public Service Commission or judges of the State High Court. The Tribunal should be authorised to dispose of cases transferred to it finally. In this connection it may be observed that the Board of Revenue is a quasijudicial body and, therefore, for a number of purposes it could serve as an Administrative Tribunal. To the extent that this is possible, the Board of Revenue may be designated as an Administrative Tribunal under the relevant legal enactments and cases which are at present tried by the State Government may thereafter be transferred to the Board of Revenue for final disposal. As a long-term arrangement, however, the constitution of a separate Administrative Tribunal for the purposes in view is considered necessary.

PART B

THE PEOPLE AND THE GOVERNMENT

3.12.1 In a democracy, the government acts as a trustee of the people and is charged with the sacred duty of serving the people with the expertise knowledge and agencies that are at its disposal. It is not an easy matter to interpret the will of the people or; in all cases, to decide what is best for them. As in all human endeavour, there is a gap between ideals and practice, and the efforts of the government must necessarily be directed towards reducing this gap as substantially as possible.

3.12.2 In a democracy, the people elect their representatives to the legislature and expect them to assess their problems and aspirations as objectively as possible and take necessary steps to progressively bring about improvement. For deciding upon legislative measures and framing of broader policies, this is perhaps the most effective system of interpreting the wishes of the people. Once policy decisions are taken regarding the course of action that should be adopted with regard to various matters lying within the purview of the government, it is for the executive branch of the government to implement the decisions to the best of its ability. Most of the activities of the government, especially in India today, where the tasks undertaken by the government are both complex and diverse in nature, require specialised knowledge, training and experience for their implementation. Public administration, in itself, has grown over the years into an elaborate science engaging the attention of a number of scholars and public men. Efficiency in action is one of the greatest services that a government can render to its people. Before a particular course of action is decided upon, the consequences of such action should be carefully studied and weighed in consultation with specialists. Once a decision is taken with regard to the course of action that should be adopted, adequate room should be left for the use of initiative and discretion on the part of those charged with the responsibility of implementation, so that they may be able to give of their best. Trust and encouragement beget loyalty and efficiency. The guiding principle should be to watch the activities of those charged with the task of implementation as closely as possible, and apply correctives wherever necessary, but not to interfere in the use of their discretion.

3.12.3 While staunch adherence to the above principles is strongly advocated, it is also necessary to devise adequate safeguards to ensure that injustice is not done to the people. For wrongs which form the grounds for criminal or civil action, the courts are there to inquire into the complaints of the citizen and safeguard his interests; but wrongs done to him in the sphere of administrative action are often difficult to redress. The Constitution of India provides means for the redress of even "administrative wrongs" in the courts of justice, but a wide range of administrative decisions are not justiciable, although they do affect the lives and well-being of the citizens intimately. Government, of course, have devised a number of measures to ensure that even in the sphere of administrative action, the citizens have avenues open for getting their grievances redressed. The senior officers are always there te hear representations from the citizens regarding the 'wrong actions' taken by their sub-ordinate officers. Government have emphasised the need for all government servants to be receptive to public grievances and take prompt and adequate measures to remove them. Visiting hours and reception arrangements have been prescribed for number of government offices. The Ministers are also accessible to the people and such problems or grievances as come to their notice receive their attention. The members of the legislatures also bring to their **notice the problems and difficulties of the local people.** However, often, only the fortunate few who have easy access to these remedies, or are better educated with regard to their rights, are able to get their grievances redressed. This tends to generate a sense of frustration in others. Besides, the remedies open to the citizen should be such as inspire full confidence in him that justice has been meted out in his case and that he is afforded as much opportunity to have his grievances redressed as any other citizen.

3.12.4 Often citizens feel that they have no one to approach for redress against the actions of the high-ups, even when their grievances are genuine and supported by ample evidence. There are also a number of occasions when interested people attempt to malign or embarrass those in authority for various ulterior motives by making false allegations against them. In order to inspire confidence in the mind of the citizens and strengthen democracy in the circumstances obtaining in this country, we consider, it is expedient that an independent and high-powered body he set up to inquire into cases of maladministration and corruption and give adequate protection to those who are unnecessarily maligned.

3.13 OMBUDSMAN

3.13.1 In the Scandinavian countries as far back as the 18th century, an institution subsequently known as the "Ombudsman" was

developed. This institution was adopted by Denmark in 1954 and last year by New Zealand. Thinking on these lines has found ferment in other democracies also. Although modified forms of the institution have so far been adopted in different countrics, in essence, Ombudsman is a representative appointed on behalf of the legislature to watch the activities of the government and to ensure, through liaison with the government and periodical reports to the legislature, that the genuine grievances of the people are suitably redressed and that justice is meted out to them. Although the Ombudsman has wide powers in most of these countries, in no case has he been vested with the authority to change or rescind administrative decisions. The administration is also not bound to follow his recommendations, and in case of refusal to do so, the only alternative left to him is to report the matter to the legislature. In this aspect, the relationship between the government and the Ombudsman is more or less similar as that between the government and the Public Service Commission.

3.13.2 The Committee has given this matter careful consideration and it is of the firm opinion that in a democratic form of government, the twin requirements of devising adequate means for ensuring that every citizen has within his reach a fairly independent and impartial agency to have his more important grievances vis-a-vis the government inquired into and redressed, and the desirability of providing the legislatures with adequate means for discharging their functions as guardians of the people's rights and privileges effectively, are not only important but basic and indispensable. It is, therefore, recommended that a statutory institution in the nature of an Ombudsman should be created in this State. The following suggestions are made with regard to the qualifications, appointment and manner of working of the Ombudsman.

3.13.3 (i) *Qualifications.*—A person appointed as 'Ombudsman' should be one who is eligible to hold a post equivalent in status to that of a Judge of the High Court or a Member of the Union Public Service Commission and is of outstanding integrity. In order to enable him to discharge his functions efficiently, he should have a good background of administration and, preferably, also of the basic legal procedures. He should not be affiliated to any of the political parties.

3.13.4 (ii) Age.—The Ombudsman should not continue to hold office beyond the age of 65 years.

3.13.5 (iii) Appointment.—The Ombudsman should be selected on all-India basis and should be appointed by the President of India on the recommendations of the Chief Justice of India. 3.13.6 (iv) Status.—The status of the Ombudsman should be equivalent to that of the Chief Justice of the State High Court, and between them the person who first takes over charge of the post may be treated as senior.

3.13.7 (v) *Tenure in Office.* The person appointed as Ombudsman should hold office for a period of three years unless he is removed from office according to the prescribed procedure before that period. He will, however, be eligible for re-appointment till he reaches the age of 65 years.

3.13.8 (vi) Functions.—The principal functions of the Ombudsman involve his keeping a watch over the executive actions of the government and investigating cases in which the action taken by any of the agencies of the government was either illegal, unjust, arbitrary or flagrantly violative of existing rules or established precedents, and cases involving definite allegations of corruption.

3.13.9 His jurisdiction should extend to the action of all the Cabinet. Ministers, Deputy Ministers, civil servants and all other persons acting in the service of the state, except officers presiding over law courts in as far as the actions taken by them in that capacity are concerned. The exception of officers acting in judicial capacity from the purview of the Ombudsman has been suggested in the interest of the maintenance of independence of judicial actions, but suitable procedures should be devised in consultation with the High Court to ensure that complaints against such officers are promptly enquired into and the Ombudsman informed of the results of the enquiry and the action taken in the matter. It may however, be emphasised that the institution of the Ombudsman is expected to supplement the existing procedures for the redres, of public grievances and not to replace them. No matter, therefore, which lies within the purview of the courts of law, or for which appeals or representations have been provided under legal enactments or statutory rules framed by the State Government should be enquired into by him, and persons who bring such complaints before him should be advised to seek remedy in the prescribed manner. This will, however, not prevent him from enquiring into any complaint merely because a departmental enquiry under the Rajasthan Civil Services (Classification, Control and Appeal) Rules can also be held in the matter, provided the government servant is permitted to exercise the option to have the matter enquired into departmentally as indicated subsequently. It is the sphere of administrative action mainly that the Ombudsman is expected to exercise vigilance and control.

3.13.10 It is also felt that the Ombudsman should primarily concern himself with the actions taken by the State Government including Ministers/Deputy Ministers and officers of the Secretariat, Heads of Departments and senior scale officers of the all-India Services. With regard to sub-ordinate officers or agencies, there are already adequate avenues open to the citizens to get their grievances redressed. Besides, it is not feasible for the Ombudsman to concern himself with activities of an unduly large number of functionaries and if he does so, he will not be able to devote sufficient time to matters of greater importance.

3.13.11 (vii) Powers.—For matters lying within his jurisdiction the Ombudsman should be given every facility to make enquiries. This would imply that:

3.13.12 (a) Every person in government service should supply such information and produce such documents and records as may be required by him for the discharge of his duties. He should also be authorised to examine activities undertaken by the State Government or inspect any office of the State Government. The right of inspection and access to documents or disclosure of information should only be subject to one limitation and that is any matter which affects the security of the State.

3.13.13 (b) The Ombudsman should be invested with such powers of a Commissioner appointed under the Commissions of Enquiries Act as to enable him to conduct his enquiries efficiently. He should be entitled to enquire into any matter lying within his jurisdiction, either on the receipt of a complaint or on his own initiative.

3.13.14 (c) If as a result of the investigations made by him, the Ombudsman considers-

(i) that a Cabinet Minister, Deputy Minister or former Minister should be called upon to account for his conduct in office, he may make recommendations to that effect to the Chief Minister, and in important cases, mention them in his report to the Legislature.

(ii) that any person in the service of the State has committed a criminal offence in the course of public service with malafide motives, he may request the State Government to initiate proceedings against him in the appropriate court of law.

(iii) that a government servant has committed an irregularity for which departmental action should be taken, he may request the disciplinary authority, with respect to that government servant to initiate such action according to rules.

3.13.15 (d) The Ombudsman may advise the State Government or any person in the service of the State Government regarding the course of action which should be taken in a particular matter for reasons to be stated by him. The decisions taken by the State Government or any other competent authority in such matters as are referred to the Ombudsman, should be communicated to him, and in case it has not been possible to accept the advice given by the Ombudsman, the reasons for not having done so should also be stated.

3.13.16 It will be observed from the above that the role of the Ombudsman is purely advisory and he is not authorised to change an administrative decision. The administration is also not bound to follow his advice or recommendations. In cases where his advice or recommendations are not followed, he should have the option to bring the matter to the notice of the Legislature. If the authority competent to take a decision in the matter is one other than the State Government, before bringing the matter to the notice of the Legislature, it should be brought to the notice of the Minister-incharge who should bring the matter to the notice of the Chief Minister. If the Minister-incharge disagrees with the recommendations of the Ombudsman, he should put up the matter to the Cabinet for a decision. The Ombudsman should also prepare an annual report on his activities in the preceding calendar year mentioning such individual cases in it, in which government have disagreed with him or have not acted on his advice, and this report should be submitted to the State Legislature.

3.13.17 (viii) Manner of working.—The Ombudsman may take up cases for investigation, either on his own initiative or on receipt of a complaint. It should not be necessary for the complainant to show any personal interest in the matter com-Complaints should, as far as possible, be in writing plained of. and before complaint is enquired into, it should also be а desirable to record the statement of the complainant, and his name and address should be verified. Normally, complaints before the Ombudsman should be lodged within one year of the cause of action. But this should not prevent the Ombudsman from enquiring into matters which are brought to his notice even after this period, on his own accord, if he feels that sufficiently strong reasons exist for doing so.

3.13.18 The civil servants should be given full opportunity to state their points of view and, if such an occasion arises, to defend

themselves with regard to the complaint under enquiry. If the matter complained of is an irregularity or default committed by a civil servant, he should be given the option to request the competent authority to start a departmental enquiry against him under the State Civil Service (Classification, Control and Appeal) Rules, in lieu of the enquiry by the Ombudsman.

3.13.19 Complaints which are, on their very face, frivolous or malafide, should not be enquired into by the Ombudsman. Neither should any matter which is within the legitimate discretion of the State Government or the authorities subordinate to it be enquired into by him, unless he is prima facie satisfied that serious injustice has been done or that any of the circumstances stated in para 3.13.8 above exist.

3.13.20 Beside enquiring into complaints and the actions taken by the State Government, the Ombudsman should also be authorised to point out to the State Government or to the Legislature any defects in existing laws, rules, or administrative regulations and suggest appropriate amendments to improve the administration of the State. These observations should be strictly from an administrative point of view and non-political in nature. Further, these should be mainly concerned with the rectification of any deficiencies or imperfections in the existing laws, rules, regulations or procedures, which are noticed by him and should not be suggestive of new courses of action.

3.13.21 To provide adequate protection to civil servants, it should be prescribed that if any report or information proposed to be submitted by the Ombudsman to the Legislature contains criticism of any civil servant or administrative agency, the report or information shall state the points of view expressed or the reasons given for the course of action adopted by the person or agency concerned.

3.13.22 In order to avoid embarrassment to individual citizens, who may have brought complaints before the Ombudsman with a genuine feeling that some injustice has been done or irregularity committed by any of the agencies of the State Government, but which, as a result of the enquiries made, prove to be either groundless or a product of misunderstanding, the names of the complainants should not be mentioned in the reports of the Ombudsman to the Legislature. However, if it transpires after enquiry, and adequate evidence to that effect exists, that a person has filed a complaint with the Ombudsman with malafide motives or to harrass a Minister or a civil servant, legal action should be taken against him. In addition, the complainant should be required to furnish a reasonable deposit with the Ombudsman as a guarantee that his complaint is genuine. If, after the enquiry, the Ombudaman comes to the conclusion that the complaint was false, the deposit should stand forfeited. These measures are essential to protect those in public service from malicious complaints by interested parties and also to safeguard the possibility of institution of the Ombudsman from being misused for this purpose.

3.13.23 (ix) Responsibility to the Legislature.—The Ombudsman discharges his functions on behalf of the State Legislature and is directly responsible to it. He should be removable from office by the State Legislature if at least two-thirds of the members of the House are in favour of such an action. The Legislature should not, however, interfere with the Ombudsman's handling of individual cases and he should be permitted full freedom and discretion in this matter.

3.13.24 The Legislature should constitute a Sub-committee to deal with matters relating to the Ombudsman. This Committee may request the Ombudsman to enquire into complaints relating to government servants below the rank of Heads of Departments also, but it should not interfere in any manner with the working of the Ombudsman. Complete independence in action and judgment is an essential prerequisite to the effective functioning of the Ombudsman.

3.13.25 The Ombudsman should be given adequate staff assistance for the discharge of his dutics. While the number, salaries, service rules and retirement benefits of the staff attached to the Ombudsman should be decided by the Legislature, he should be given full discretion regarding the appointment and taking of disciplinary actions including dismissal of the staff under him.

3.13.26 It must be observed that it is only with the full cooperation of the Legislature and the State Government that the institution of the Ombudsman can fully play the role we have in view. His larger justification lies, not in his position as a "Vigilance Agency" on behalf of the Legislature, but as an institution to inspire confidence in the people that the State has their welfare at heart, and is fully prepared to remove their genuine difficulties and grievances.

II. ASSOCIATION OF NON-OFFICIALS WITH THE PROCESSES OF ADMINISTRATION

3.14.1 There are certain spheres of governmental activity in which the views of the specialists and representatives of various interest-groups as well as members of the Legislature and the local bodies should be of considerable assistance to the State Government in determining policies, locating short-comings in existing programmes or activities and devising suitable methods for removing them, fixing targets and priorities and generally improving the content of the programmes and gearing them to the requirements of the people of the State.

3.14.2 (a) Advisory or Consultative Committees.-Various committees of the State Legislature already devote their attention to the matters indicated above. Government have also constituted a fairly large number of consultative or advisory committees at the State level for various activities (a list of such committees at Appendix VIII). The number of committees is enclosed already constituted is quite adequate; in fact, there could be a case for reducing the number of committees which are concerned with allied activities by amalgamating them. In general, the following recommendations are made to improve the contribution of such non-official committees to the State administration.

- (i) It has been the general experience that unduly large committees do not function very effectively in administrative matters. As such, the membership of such committees should be limited to only those persons who are genuinely interested in the activities lying within the purview of the committees.
- (ii) It should be ensured that the jurisdictions of different consultative or advisory committees do not overlap in any manner in order to avoid duplication and incoherence in the advice given to the Government. As far as possible for related fields of activity, there should be only one advisory or consultative committee.
- (iii) It is further recommended that such advisory or consultative committees as are constituted should function effectively. It is noticed that some of these committees do not meet for unduly long periods, sometimes not even once in two years. As far as possible, the months in which the meetings of these committees should normally be convened should be fixed in advance and approximate dates for the forthcoming meeting indicated in the previous meeting so that the members may adjust their programmes accordingly. Whenever meetings of these committees are convened, it should be ensured that adequate notice is given to the members and the agenda papers are sent to them sufficiently in advance to enable them to study these papers before the meeting. The action taken

on the recommendations of these committees should invariably be intimated to them in the subsequent meeting. In cases in which the committees themselves are rather large and have elaborate terms of reference, they should be encouraged to constitute standing committees to examine specific issues.

3.14.3 With regard to advisory committees at the district level, recommendations have been made separately in Chapter IV.

Specialists 5 8 1 as Consultants.—On 3.14.4 (b) Appointment of various important issues which require specialised knowledge, it would be desirable for the Government to appoint part-time consultants to advise it on the planning of the activities, removal of short-comings noticed in the programmes, the technical aspects involved, conduct of research and evaluation of performance. Even at present these matters do receive the attention of the Government and the Heads of Departments concerned, but in some spheres the advice of subjectmatter specialists of all-India repute should prove to be beneficial to the State Government. These experts should also be ex-officio members of the advisory or consultative committees relevant to the activities in question.

सन्यमेव जयन

PART C

THE SECRETARIAT

3.15.1 In making our recommendations for changes in the organisational pattern of, and the procedures followed in the Secretariat, the following principles have been kept in view:—

3.15.2 (1) As already recommended in Part 'B' of this chapter, preferably the assignment of portfolios to Ministers/Deputy Ministers should be made on the principle that inter-related or allied departments are under the charge of the same Minister/Deputy Minister. This will ensure proper co-ordination in the activities of these departments and also that decisions are taken in a broader perspective.

3.15.3 (2) For the same reason as stated above, the assignment of departments to the Secretaries to the Government should also be based on the principle of inter-related departments being with the same Secretary.

3.15.4 (3) Normally, the following matters should be dealt with in the Secretariat:—

General:

- (i) All matters of general policy;
- (ii) Inter-departmental co-ordination;
- (iii) Matters involving the framing of new legal enactments or rules or amendments in the existing ones. Cases involving interpretation or relaxation of existing rules or government orders;
- (iv) Correspondence with the Government of India and other State Governments;
- (v) All matters relating to the preparation or adoption of new plan schemes and important modifications in the existing schemes;
- (vi) Review of the progress of the plan schemes both physical and financial;
- (vii) Inspection reports and tour notes recorded by Heads of Departments;

- (vili) All India conferences and important conferences at the State level;
 - (ix) Public Accounts Committee, Estimates Committee, Assembly/Parliament questions;
 - (x) Delegation of powers;
 - (xi) Territorial changes and change of headquarters;
- (xii) Litigation notices under section 80 C.P.C.;
- (xiii) Appeals, revisions etc. within the powers of the State Government.

Financial Matters:

- (i) Scrutiny and approval of departmental budget estimates, major appropriation of accounts, surrender of funds and supplementary grants;
- (ii) All proposals involving new items of expenditure;
- (iii) Financial sanctions not within the competence of the Head of the Department;
- (iv) Sanction of expenditure from Contingency Fund;
- (v) Write-off cases beyond the powers of the Heads of Departments and audit objections regarding the offices of the Heads of Departments.

Service Matters.

- (i) Approval of service rules and amendments thereto;
- (ii) Papers relating to senior appointments/promotions/ transfers of the Deputy Heads of Departments and above and cases of disciplinary proceedings against these officers;
- (iii) Initial appointment of officers belonging to the State service and infliction of major punishments on them;
- (iv) Creation of posts, their extension and continuance, reemployment, resignations, special pay and allowances and pensions not within the powers of the Heads of the Departments.

3.15.5 It is observed that at present a number of cases relating to disputes between private parties, applications for relief or assistance and such like matters, which require taking of decisions by interpretation of existing laws, rules or government orders, are dealt with in the Secretariat. An illustrative list of such cases dealt with in some departments of the Secretariat is available at Appendix IX.

3.15.6 Once government policy in such matters is clearly defined it should be left to the departmental officers at the appropriate levels to In such cases normally even take decisions in individual cases. appeals should be disposed of by the departmental officers or by judicial or semi-judicial bodies which may be constituted from time to time by At the most, revisions strictly on points of law and the Government. procedure, and not on the facts of a case, may, in some cases, lie to the Government. This procedure will ensure that a large volume of unnecessary work which is at present being dealt with in the Secretariat will be disposed of at the level of Heads of Departments and below. It will also ensure that the departmental officers assume an adequate measure of responsibility in matters which correctly lie within their purview. The Committee has already recommended the constitution of statutory Administrative Tribunal for specified various purposes in part 'A' of this chapter. A very large volume of the work of the nature described above could be transferred by the government to the Tribunal as soon as this is constituted. The Board of Revenue should also be designated as an Administrative Tribunal for some of these purposes. This matter should be examined in detail by a special committee which may be constituted by the State Government, in which the representatives of the administrative and Law Departments may also be present.

3.15.7 One of the most effective ways of expediting the work in government offices is to increase the number of officers to take decisions. restrict the number of subjects with which they have to deal with and reduce the strength of the ministerial staff who are required to 'process' the cases at various stages in the office. This would eliminate delays involved in the examination of cases by functionaries at various levels and enable the officer who is competent to take a final decision or put up the matter to the appropriate levels for orders to be seized of the matter at Much time is wasted in government offices at the very first instance. present in the recording of office notes which often do not help substantially in taking a final decision in the case. With this end in view, three different systems have been suggested for adoption in the Secretariat, in the offices of the Heads of Departments and in other large offices. The first one has been termed the "Cell System" according to the terminology already in vogue in the State Secretariat in some of the departments

where a parallel system has been introduced. The second one has been termed the "Group System" and in the third system the number of Section Officers has been increased by reducing the number of Upper Division and Lower Division Clerks. The Cell System has been suggested for departments where it was felt that only the presiding officers would be in a position to examine the cases referred to it and make a positive The Group System is a slight modification of the Cell contribution. System in that the Group Officers, incharge of two or three groups, have been put under an officer senior to them but not the senior-most officer in the department; while in the Cell System the Cell Officers are required to submit papers directly to the senior most officer of the department and not channelise it through intermediary officers. The third system, in which an increase in the number of Section Officers has been suggested, is specially applicable to the departments where office noting is considered to be an advantage, but the cases which are received required more mature consideration than that which could be given by upper and lower A unit comprising of Section Officer, two or three division clerks. Upper Division Clerks and one Lower Division Clerk with the service of an Upper Division Clerk-cum-Stenotypist shared equally with another such unit has been evolved. While specific recommendations have been made for the adoption of these three different systems in the various departments of the Secretariat, Heads of Departments will have to examine in the light of their own special circumstances, the system which they can profitably import into their departmental organisations.

3.15.8 (4) In order to ensure that all cases referred to the Secretariat are examined in the very first instance by an officer of the requisite qualifications and experience so that they are properly analysed and the taking of a final decision is facilitated, it is recommended that in most cases, apart from establishment and accounts work, the initial examination of papers received in the Secretariat should be done by a He should be provided with the essential ministerial gazetted officer. assistance for the maintenance of records, including files, registers and reference books, and for linking the papers received with the relevant files and assisting the officer-in-charge in consulting various laws, rules, government orders or precedents which are relevant to the issues involved The first analytical note will be recorded by the officer-inin the case. charge himself and if the matter is within his jurisdiction he will take an appropriate decision and convey it to all concerned; otherwise he will submit the papers to the Secretary to the Government concerned. The fact that an officer of the requisite competence examines the case initially will considerably help in the understanding of the case and its final disposal. It will also avoid delays in the examination of papers which will necessarily result, if the paper has to pass through a large number of stages before a final decision is taken..

3.15.9 The above procedure is already in vogue in some of the departments of the Secretariat. The Committee had occasion to discuss the pros and cons of this system with some of the officers working in these departments. It was generally their view that the system, as such, was a good one and would contribute substantially to the improvement in the working of the Secretariat departments provided certain pre-requisities, which are essential for the efficient working of this system, are fully provided for. The Committee has given careful consideration to the matter and recommends that in all departments in which the above system, in popular parlance known as the "Cell System", is introduced, the following basic pre-requisites must be ensured:—

- (a) The officers who are appointed to departments in the Secretariat in which the cell system has been introduced must definitely be of above average ability and should possess initiative. Once such officers are appointed to these departments they should not normally be transferred before 3 years have elapsed, because it takes considerable time for the officers-in-charge of cells to familiarise themselves with all the files they are required to deal with, and such familiarisation is essential for the efficient working of the cell system, since there is no office noting on the merits of the case.
- For cells dealing with important matters the Cell Officer should be of the status of a Deputy Secretary to the Government.
- (b) It is impossible for a cell to function even for a day without its full complement of staff as cells are provided with the bare minimum of staff and each has specific and important duty to perform. It is, therefore, imperative that foolproof arrangements should be made to ensure that when any member of the staff working in cells is absent, even on casual leave, suitable 'reserve' assistance is provided in his place. To ensure this it is essential that the proportion of leave reserve hands for cell departments should be suitably increased. Since a stenographer is vital to the working of the cell, it is recommended that one leave reserve stenographer or Upper Division Clerk-cum-Stenotypist should be provided to all cell departments. There should be a special pool of stenographers to serve as 'leave reserves' for cell departments and the strength of this pool should be sufficient to ensure that even in case of absence of the

Stenographer of the cell for even one day, a leave reserve stenographer is provided to the Cell Officer.

- When Officers-in-charge of cells proceed on leave of more than a fortnight, whole-time arrangements for the disposal of work in his absence should be made to prevent accumulation of arrears, as it becomes very difficult for the officer concerned to suitably dispose of these arrears on his return, his normal work-load being fairly heavy, and the working of the cell is, therefore, dislocated.
- (c) In cells where considerable routine work is to be attended to which need not necessarily engage the attention of the cell officers, Section Officers instead of Assistants may be provided to attend to such work. This will not only relieve the Cell Officers of routine work and thus enable them to devote more attention to important matters, but will also provide them with assistance in such matters as consultation of various legal enactments, rules, government orders and precedents.
- (d) Normally a cell should not be required to deal with more than 15 'effective' papers under consideration, and 20 to 25 papers under consideration in all, per day, as otherwise it may be difficult for the Cell Officers to dispose of the work in time and arrears will accumulate. "Effective" papers under consideration may be taken to mean those in which some decisions have to be taken or views communicated after consideration as those which are meant for information or taking of routine action. If the work-load increases beyond this limit, a separate cell may be constituted. The work-load for each cell will, of course, have to be determined keeping in view the nature of work normally dealt with in the cell.

3.15.10 Provided all the pre-requisites stated above are fully catered to, the Committee is definitely of the opinion that the "Cell System" will considerably improve the working of the Secretariat, particularly in those departments which deal with planning and developmental activities.

3.15.11 For some departments in which the Secretary has a particularly heavy work-load, a slight modification of the cell system has been suggested, and for convenience, this has been termed as the "Group System". In the latter system the cells are at the level of Assistant Secretaries, and two or three cells are required to submit papers to the Secretaries through the Deputy Secretaries concerned. Since the Deputy Secretary will dispose of all matters other than those which require policy decisions or are otherwise of considerable importance, and will also put up self-contained notes for the information of the Secretary in cases which are to be submitted to him, the Secretaries in such cases will be afforded considerable relief. The working of this system may be watched for some time and if it is successful, it may be extended to departments other than those for which it has been recommended.

3.15.12 In some cases small units comprising of one Section Officer, one or two Upper Division Clerks and one Lower Division Clerk have also been proposed for particular departments. In these cases, apart from supervising the work of the staff, the Section Officers will also be expected to deal with important cases themselves. Apart from important cases, the Upper Division Clerks will submit papers directly to the officer next senior to the Section Officer, and will channelise only important papers through the Section Officers.

3.15.13 (5) With regard to accounts and establishment matters, it may be observed that before a decision can be taken, very often a number of laws, rules, government orders and precedents have to be consulted and data have to be compiled, tabulated and analysed. All this work can best be attended to in an office of the normal pattern with its complement of dealing assistants and accounts hands. For such sections, therefore, no change has been recommended in the exiting staffing pattern. Accordingly, while recommending formation of cells or groups in the Secretariat departments which deal with planning and developmental activities, a principle has been adopted that all establishment and accounts matters should be dealt with in a separate unit, and not in the cells or groups in which planning and developmental activities are expected to receive the undivided attention of the officers-in-charge. As such, in a number of cases, it has been proposed that an Accounts Officer should be attached to a particular department or group of departments to deal with matters relating to accounts and establishment. He will be a part and parcel of the administrative department and will submit papers to the levels indicated in the recommendations made for each department in this chapter. Another advantage resulting from the appointment of an Accounts Officer will be that internal financial advice will be readily available to the administrative departments on all matters involving State revenues. It is, therefore, recommended that the Finance Department should delegate additional powers regarding the issue of financial sanctions to administrative departments in which Accounts Officers have been posted, subject to the fact that such powers will be exercised only after taking into consideration the advice given by the

Accounts Officer in the matter and, may be, under intimation to the Finance Department.

3.15.14 In this connection, it is also recommended that the Finance Department should have a dual role. In one capacity it should examine and take final decisions on the proposal so the administrative department which have financial implications. This vetoing power should be exercised only with respect to new items of expenditure. Once an item has been accepted for inclusion in the budget by the Finance Department, the manner in which the expenditure is incurred should be largely determined by the administrative departments of the Government who have within their view the specific requirements of the departments which have to implement the programmes, as also the need for ensuring the propriety of all expenditure incurred from the State exchequer. In this sphere, the Finance Department should assume an advisory role and should not exercise powers of veto. In such cases, therefore, the views of the administrative department should be communicated to the Finance Department who should, in turn, record their own views and return the case to the administrative department. The administrative department should then take a final decision in the matter, taking into consideration the advice rendered by the Finance Department. However, all cases in which the advice of the Finance Department is not proposed to be accepted should be put up to the Secretary and the Minister-incharge of the administrative department for orders. Cases in which the Finance Department should play an advisory role should be those in which the expenditure is non-recurring in nature.

3:15.15 (6) It is essential that officers occupying senior posts in the Secretariat not only have considerable initial field experience, but also continue to replenish their knowledge of field conditions. Further, in view of the growing complexity of district administration, it is essential that the posts of District Collectors should be made effective and given the requisite status. Keeping both these criteria in view, it is recommended that the tenure of a Sccretary or Deputy Secretary in the Secretariat should normally be for four years at a stretch, and in any case, not more than five years. After this period he should not be posted in the Secretariat before a period of three years has elapsed since his last posting.

3.15.16 The present convention seems to be that the senior most officers in the senior scale of the Indian Administrative Service are normally appointed as Secretaries to the Government. This will be observed from the fact that all the Secretaries to the Government at the present stage are of the seniority between 1947 and 1949, in the Indian Administrative Service, apart from officers in the super-time scale. Recently, the government has taken a decision to appoint all the three selection grade officers as Collectors. Apart from these, with the exception of one Collector, the senior most Collector is of the 1953 seniority in the Indian Administrative Service, and as many as 16 Collectors have put in less than nine years in the Indian Administrative Service. It would be desirable to ensure a judicious mixture of officers of more or less equivalent seniority in the Secretariat and field posts. In order to ensure this, apart from the recommendations that no officer should remain in the Secretariat for more than five years at a stretch, the following further recommendations are made:—

- (i) The posts of Secretaries to the Government should not be filled in on the basis of seniority alone, but on the basis of merit.
- (ii) The posts of Collectors of all 'A' class districts should carry a special pay of Rs. 250/- per mensem so that senior officers can be posted to these districts without any disadvantage to them. However, when an officer in the selection grade of the Indian Administrative Service is appointed as a Collector in any of these districts, his grade pay plus special pay should not exceed Rs. 2,000/-. 'A' class districts, for this purpose, may be defined by the Government.

3.15.17 (7) In view of the fact that in all departments dealing with development programmes, administrative experience on field jobs, especially those dealing with developmental activities, would give the officers considerable insight into the actual working of the programmes in the field and, therefore, familiarise them with the difficulties that are likely to arise in the implementation of the programmes, and also acquaint them more intimately with the needs and aspirations of the people, it is desirable that all Deputy Secretaries and as many Assistant Secretaries as possible in these departments are drawn from amongst officers belonging to the Indian Administrative Service or the Rajasthan Administrative Service. Wherever Secretariat officers are appointed to these posts, they should be attached to the field officers concerned with the implementation of these programmes for some time to enable them to familiarise themselves with the detailed working of the departmental schemes and programmes. The State Government is already sending a few Assistant Secretaries and Section Officers for field attachments. This programme should be intensified as this training is likely to improve their understanding of the problems experienced by the departmental officers in the field in the actual implementation of Government's policies and programmes.

3.16 PATTERN FOR RE-ORGANISATION.

3.16.1 Keeping in view the above criteria, the following recommendations are made regarding the re-organisation of the structure of the Secretariat:---

3.17 CHIEF SECRETARY

3.17.1 By virtue of his unique position as head of the official machinery and adviser to the Council of Ministers, the Chief Secretary has an extremely important role to play in the State administration. Apart from attending to the work of the departments which are directly under him, he should be in a position to effectively co-ordinate the work of different Secretariat departments and ensure that there is a certain degree of uniformity in the policies adopted by the State Government with respect to different departments. To a certain extent, powers have already been vested in him under the 'Rules of Business' to enable him to discharge this role. However, a clearer definition of his role in such matters is necessary. It is, therefore, recommended that the 'Rules of Business' should be suitably amended to prescribe that cases of the nature described below should be circulated by the Secretaries of the Departments concerned to the Minister-in-charge only through the Chief Secretary:---

(i) All important cases involving adoption of new principles or new schemes, and proposals suggesting deviation from existing rules and practice.

(ii) All cases involving the appointment, confirmation, posting, transfer and promotion of officers of the status of Deputy Heads of Departments and above. Shri H. C. Mathur, however, felt that cases relating to Deputy Heads of Departments need not be submitted through the Chief Secretary.

	PPOINT- GENERAL MENTS ADMINISTRA- TION DEPART.	DEFUTY SECON. TARY Staff	See note 4 See note 5 See note 5
CELES SECRETAEY	APPOINT	Strotat. Strotat. State	:::
	PLANNING EVALUATION ORGANISATION	DEPUTY THE DIRECTOR OF SECRETARY THE EVALUATION IS SECRETARY THE EX-OFFICIO DEFUTY SECRET TARY TO THE GOVERNMENT. Staff:	Training of O. & M. Officers Director of Inspections + Assistant Secretary
		ORAANISATION AND INSPECTORATE OF METHODS OFFICES + METHODS OFFICES + Efficiency Commissioner (Special Scortary and Director of Inspections ⁶) O & M SECTION DIRECTORATE OF Staff: Commissioner Staff: Staff: Staff: One Assistant One Deputy Director One Assistant One Deputy Director Staff: Come Assistant One Deputy Director Bent, and Research One Assist. Director One Section Officer (R.A.S. Cadre) and staff as at pre- ound Study Cell, per Division Clerk- ourn-Stenotypiet & one peon each.	
	CABINET SECRETARIAT	ORGANISATION AND INSPECTO METHODS OFTI ALETHODS OFTI Efficiency Commissioner (Special Secretary and Director of 1 0 & M SECTION Director of 1 8 Maff: Staff: One Assistant One Deput Secretary+ One Secretary+ One Secretary Secretary and Research One Assist and Study Cell. Staff: One Section Officer Secretary and Research One Deput Secretary and Research One Section One Section Officer Staff: One Section Officer Staff: One Section Officer Secretary and Research One Section One Section Officer Secretary AND One Section Officer Secretary Off	:::
	CABI	CABINET SECTION, CONFI- DENTIAL BEANCH AND BECRETARIAT ADMINIST- RATION DEPARTMENT *(at present known as Appoint- ments (B) Department). DEPUTY SECBETARY Stuff: One Assistant Secretary One Assistant Secretary One Assistant Secretary One Assistant Secretary One Registrar of the Secretariat, Section Officer and the Appointment (B) Department as at present.	 Secretariat Administration Department Research and Study Cell Inspectorate of Officers

3.17.3 CABUNET SECRETARIAT, PLANALMO, EVALUATION, APPOINTMENTS AND GENERAL ADMINISTRATION DEPARTMENTS

NOTE 1.-SECRETARIAT ADMINISTRATION DEPARTMENT

3.17.4 The following departments/offices are at present associated with the administration of the Secretariat:---

(a) Appointments (B) Department for establishment and general administrative matters,

(b) Accounts Office,

(c) Records Office.

3.17.5 All the three departments/offices mentioned above are at present under the charge of three different Secretaries to the Government. It is recommended that these three departments/offices may be amalgamated, and a new department known as the "Secretariat Administration Department" may be created.

NOTE 2.---RESEARCH AND STUDY UNIT IN THE ORGANISATION AND METHODS.

3.17.6 One of the important functions of the Organisation and Methods Division is to conduct special studies and researches relating to procedures followed in government departments/offices regarding the disposal of government business and to suggest from time to time, measures which may be adopted to eliminate delays, effect economy in administration and improve the efficiency of working of government offices. At present there is no separate unit discharging these duties although the Organisation and Methods Section itself, from time to time, carries out case studies. In order to organise this important activity on scientific lines, it is suggested that a research and study cell should be established in the Organisation and Methods Division with the following set-up:—

(a) One Research Officer with post-graduate degree in Public Administration and preferably specialisation in Organisation and Methods. (In the grade Rs. 285-800).

(b) One Assistant well versed in Secretariat procedure,

(c) One Computor,

(d) One Upper Division Clerk-cum-Stenotypist.

NOTE 3 .--- INSPECTORATE OFFICES.

3.17.7 It is proposed that an Inspectorate of Offices should be constituted to supervise and guide the functioning of all government offices. In particular, the functions of this Inspectorate will be as follows---

(i) To ensure that the instructions regarding office procedure; consignment, maintenance and weeding of records; office inspections, maintenance of registers and other matters relating to office administration issued by the government, or contained in the departmental manuals, are being properly carried out,

(ii) To suggest ways and means to improve the functioning of government offices,

(iii) To suggest measures for the rationalisation of the staffing pattern of government offices wherever feasible,

(iv) To suggest measures which may result in economy in administration,

(v) To ensure that the Organisation and Methods principles and techniques are properly followed in the departmental offices, and that the Organisation and Methods units in these offices, wherever set up, are functioning properly.

3.17.8 The Inspectorate of Offices should strictly limit its inspections and studies to office matters and should not in any way comment on the manner in which the officers of the department have discharged their duties in technical or administrative matters, apart from matters which have direct relationship with office administration.

3.17.9 Out of the three posts of Inspectors of Offices recommended to be created, one should be filled by a competent Section Officer of the Secretariat and two by selection on the basis of seniority-cum-merit from amongst Office Superintendents Grade I, working in the departmental offices. It should be ensured that all the Organisation and Methods Officers are such whose work and competence was adjudged to be definitely above average on their previous assignments.

3.17.10 The Assistant Director of Inspections and the Inspectors of Offices should be required to inspect at least thirty-six offices per year. The Deputy Director, Inspections, himself will inspect at least twelve offices per year. At this rate approximately 156 offices will be inspected every year by this specialised agency and it should be possible to cover all important offices up to the district level once in two years. This should be a satisfactory performance. Sample inspections of offices below the district level may also be carried out. A copy of the inspection reports of the Assistant Director and Inspectors of Offices should be submitted to the Director of Inspections for his approval at the first instance, for inspections relating to the offices of Heads of Departments, and to the Deputy Director Inspections for offices of the level of Deputy Heads of Departments and below. These inspection notes may thereafter be forwarded to the Secretary to the Government (for offices of Heads of Departments and Deputy Heads of Departments only), the Head of the Department concerned, the officer next scnior to the officer whose office was inspected and the officer in-charge of the office inspected.

NOTE 4.—DIRECTOR OF INSPECTIONS.

3.17.11 Apart from supervising the work of the Inspectorate of Offices, the Director of Inspections should also ensure that the field officers of the district level and above carry out their tours and inspections according to the scales prescribed by the Government, that the quality of these inspections is up to the mark, and attend to other matters relating to the inspections, and office administration, under the guidance of the Efficiency Commissioner.

NOTE 5.-TRAINING OF ORGANISATION AND METHODS OFFICERS.

3.17.12 It is recommended that all gazetted officers appointed in the Organisation and Methods Division should be given special training in Organisation and Methods principles and techniques. Such training courses are organised by the Organisation and Methods Division of the Government of India, and the Indian Institute of Public Administration, New Delhi. The staff appointed in important sections of the Organisation and Methods Division should also be given special training by the senior officers before they are actually assigned to their dutics. An effort should also be made to get as many of them trained in Organisation and Methods in the various training courses organised by the Government of India as possible. Once an officer, or a member of the staff, is specially trained in Organisation and Methods, he should not be transferred from the Organisation and Methods Division for at least three years in the normal course.

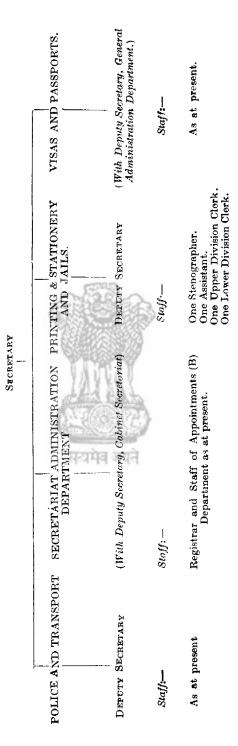
3.17.13 The officers and staff working in the Organisation and Methods Division should be requested to specifically bear in mind that their primary function is to assist various government offices in bringing about an improvement in office administration and not to act as an inspecting or supervising agency. The primary responsibility for the proper working of office/department is that of the Head of Office/Department and no action by the Organisation and Methods should detract from this fundamental concept.

NOTE 6.-ASSISTANT SECRETARY, ORGANISATION AND METHODS.

3.17.14 In view of the fact that Organisation and Methods has now developed into a regular scientific subject and requires specialised knowledge, it would be desirable to appoint officers of the Rajasthan Administrative Service or the Secretariat Service, who either possess a Master's Degree in Public Administration or who attended the Master's Diploma in Public Administration course organised by the Indian Institute of Public Administration, New Delhi, as the Assistant Secretary to this Department. The State Government has been sending officers for the last few years to attend the latter course and advantage should be taken of their specialised training by appointing them in the Organisation and Methods Division. It should not be difficult for the government to arrange that officers possessing the above qualifications are actually available for appointment to this post from time to time.

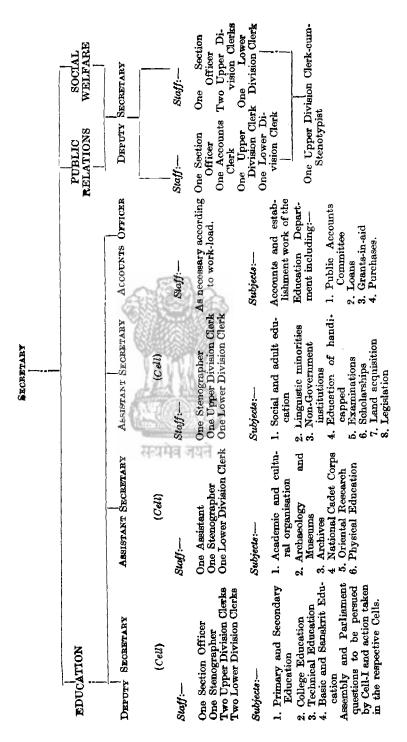


3.18 HOME DEPARTMENT

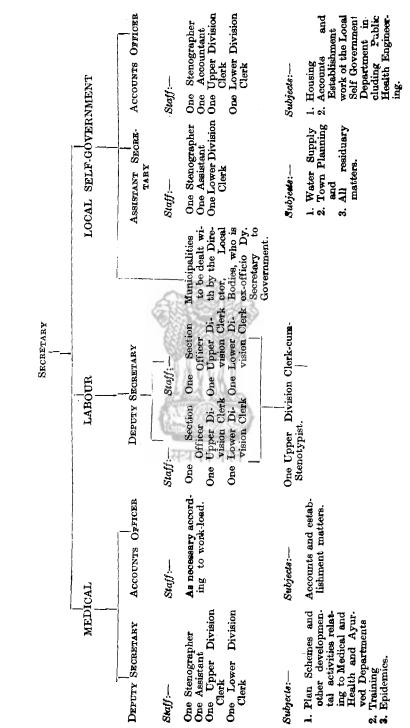


	FOOD AND RELIEF	Assistant Scattar Staff:
		Accounts As OFFICER SEC Staff Staff :- As necessary As at As necessary As at All accounts matters including: and arrear claims. and arrear claims. 2. Establisment matters relating to non-gazetted go- verment servants including appeals and representations from them.
3.19 REVENUE AND FOOD AND RELIEF DEPARTMENTS SECRETARY		Assistavar SECRE. TARY (Cell) Cutfi: a. One Stenographer One Upper Division vi. One Lower Division Clerk Clerk Clerk Clerk Clerk Clerk Subjects: Miscellaneous Revenue matters including: 1. Jagir 2. Muafi 3. Waqf 4. Court of Wards 5. Laweldi 6. Acquisition of Conferences other than subject ma- conferences other than subject ma- conferences other with in the rele- vant sections.
ND FOOD AND REI Secretary		Assistant Recentary (Cell) Suifi- One Stenogr pher. Drevests Subjects:- 1. Forests 3. Devesthan
3.19 REVENUE A	-	DEFUTY SECRETAEY
	REVENUE	DEPUTY SECRETARY Staff:

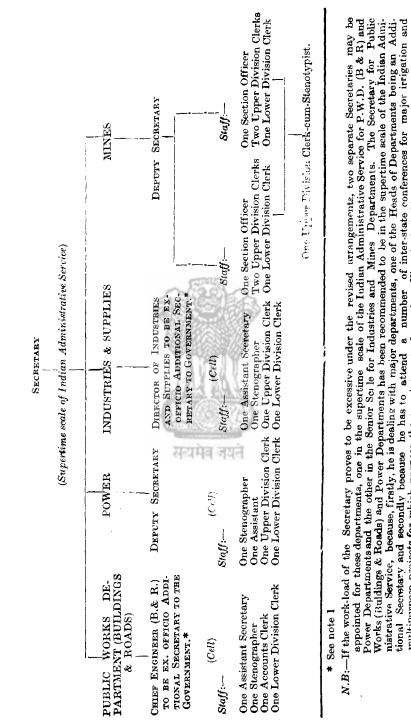
 $\mathbf{53}$







3.21 MEDICAL, LABOUR AND LOCAL SELF GOVERNMENT DEPARTMENTS



multipurpose projects for which purpose the appointment of a senior officer is desirable.

3.22 ENGINEERING AND ECONOMIC DEVELOPMENT DEPARTMENTS

NOTE 1.-DEPARTMENTS OF PUBLIC WORKS AND INDUSTRIES

3.22.1 As suggested in Chapter III (D) of this report, it is felt that this measure of giving Secretarial status may be tried on an experimental basis for two Heads of Departments; one performing technical functions and the other administrative. A decision regarding the merits of this system may be taken by the government after watching its working for some time. Accordingly, it is recommended that, to hegua with, the Chief Engineer, Public Works Department (Buildings & Roads) and the Director of Industries and Supplies may be made exofficio Additional Secretaries to the Government and that the Secretary so the Government of these departments should be a comparatively senior efficient in the super-time scale of the Indian Administrative Service. In the case of these two departments, the following resultant actions should be taken to implement this recommendation:—

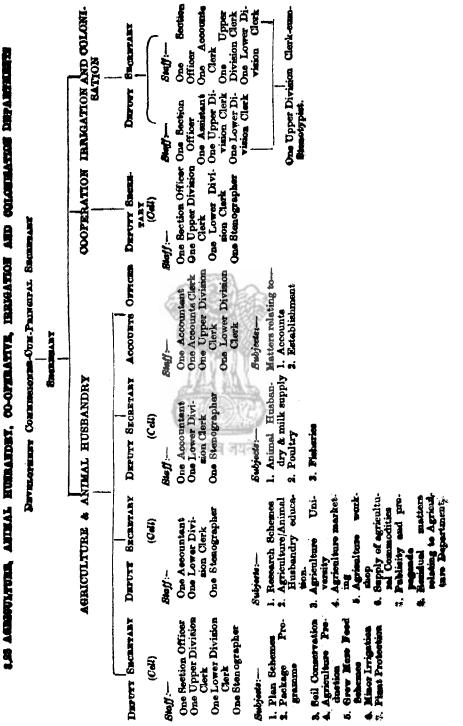
(i) The offices of the Heads of Departments concerned should be located in close proximity to the Secretariat;

(ii) In all matters requiring decision at the Secretariat level the relevant file of the department concerned should be sent in original to the Secretariat where the proposal of the Head of the Department should be examined, at the first instance, by the Secretary of the department concerned. For providing secretarial assistance to the Secretary and for assisting him in the examination of cases a small cell comprising of an Assistant Secretary with stenographer, one upper division clerk and one lower division clerk has been recommended for each of these departments.

3.22.2 The final noting on the departmental files which are required to be referred to the Sccretariat should be self-explanatory and exhaustive discussing all aspects of the issues involved. The file should be submitted to the Secretary to the Government in the first instance. and if he feels that he is in a position to record his views straightaway, he may do so and either take a decision himself if it lies within his competence, or submit the papers to the Minister-in-charge for decision. If he feels that further examination of certain aspects of the case is necessary, he may either request the Head of the Department to examine the points requiring clarification or request the Assistant Secretary to do so. If reference to other departments of the Secretariat, like the Finance, Planning, Appointments or Law Departments, is necessary, such reference may be made according to the existing procedure. Sarva Shri H. C. Mathur and G. K. Bhanot felt that the Superintending Engineer or the Senior Executive Engineer, posted at headquarters and assisting the

Chief Engineer in the discharge of his duties may also be designated as ex-officio Deputy Secretary to the Government to facilitate the issue of orders and such like matters. The other members of the Committee, however, did not agree with this view as they felt that for efficient and independent examination of cases, a clear cut distinction should be made between the Secretarial functions of the Head of the Department and the functions of the department itself, and such amalgamation at level lower than that of the Head of Department would negative this objective. Besides, a cell with an Assistant Secretary incharge, has also been provided to assist the Secretary in the discharge of his duties in relation to the Public Works (Buildings and Roads) Department and the issue of the orders and other matters required to be dealt with in the Secretariat, as such, can be attended to by the Secretary and the Assistant Secretary.





DEVELOPMENT DEPARTMENT

3.23.1 The main function of the Development Commissioner is to ensure that the Panchayati Raj institutions function properly and the Community Development and other departmental programmes, executed by them are efficiently implemented. He will be unable to discharge these duties effectively unless he is in a position to co-ordinate the working of the departments dealing with rural development, specially agriculture and allied fields. It is, therefore, recommended that the Development Commissioner should be designated as Principal Secretary to the Departments of Agriculture, Animal Husbandry, Irrigation and Co-operation. This recommendation implies that the powers of the Secretary to the Government for these departments should in no way be minimised and that the Development Commissioner should not concern himself with the day-to-day functioning of these departments. Our intention is that he should be able to devote his attention to matters of common interest of these departments, specially in as far as these are related to the Community Development Programme. As such, no papers of a routine nature relating to these departments should be submitted through the Development Commissioner by the Administrative Secretary. However, the Development Commissioner should be empowered to call for any file, paper or information that he desires, relating to these departments, and with a view to bringing about better co-ordination or implementing joint programmes relating to two or more of these departments, he may record his own views on the relevant file and submit these directly to the Minister incharge for orders. While doing so he should of-course take the views of the Secretary to the Government in the department concerned into consideration, and as far as possible work out an agreed formula for implementation. Except to the extent indicated above, the Development Commissioner will not be concerned with the working of these departments and the Secretary to the Government should function in the same manner as the Secretaries to all the o'her departments of the government function.

3.24.1 No changes in the present structures of the following departments are recommended:---

- 1. Finance (Expenditure) Department.
- 2. Finance (Revenue & Economic Affairs) Department.
- 3. Law & Judicial Department.
- 4. Department of Legal Affairs.
- 5. Appointments Department.
- 6. General Administration Department.
- 7. Planning Department.
- 8. Cabinet Secretariat.
- 9. Development Department.

PART D

HEADS OF DEPARTMENTS

3.25.1 The Heads of Departments occupy a key position in the executive branch of the government. It is mainly their zeal, energy and drive which sets the pace for the working of the entire department. In such vital matters as the nature and quantum of supervision over the work of subordinate offices and functionaries, maintenance of high standards of technical efficiency, prompt and effective implementation of the policies and programmes of the State Government, making an earnest effort to understand the problems of sister departments and offering necessary co-operation to them and having a receptive and sympathetic attitude towards the problems of the people with whom the department comes into contact, it is largely the lead given by the Heads of Departments which determines the attitude and behaviour patterns of the subordinate officers. A solemn duty, therefore, rests with the Heads of Departments to inculcate in the subordinate officers the right attitude towards their work as well as the people.

3.26 DELEGATION OF POWERS.

3.26.1 Since the responsibility of the execution of government policies and programmes substantially rests with the Heads of Departments, it is essential that they should be given adequate powers and discretion to act effectively and exercise initiative. Detailed recommendations have been made for the delegation of powers to the Heads of Departments in part 'C' of this chapter and in chapters VI and VII. It is further recommended that District Collectors, who are either in the selection grade of the Indian Administrative Service or are posted to districts for which a special pay of Rs. 250/- per mensem has been recommended by the Committee in part 'C' of this chapter, who are classified at present as Heads of Departments other than Class I, should be made Class I Heads of Departments.

3.27. SECRETARIAL STATUS TO HEADS OF DEPARTMENTS.

3.27.1 The question whether Heads of Departments shall be given some ex-officio secretarial status was considered very carefully by the Committee and opinion on this issue was divided. 3.27.2 Sarva Shri P. K. Chaudhary, V. D. Sharma and Anand Mohan Lal felt that, although ways and means should be devised to eliminate delays in the examination of proposals received from Heads of Departments in the Secretariat (several recommendations have been made in part 'C' of this chapter to bring this about) and that Heads of Departments should, in any case, be free to express their views before the Ministers on any matters of importance, even under the present system, it would not be desirable to combine the functions of a Head of the Department and a Secretariat officer. The main disadvantages that would result from such a step would be—

(a) The Heads of Departments, by virtue of their long association with the department and specialisation in their respective fields, have a natural tendency to view the problems and programmes of their departments largely from the departmental point of view and not from the broader perspective of State administration. The State Government has to maintain an equitable balance between the activities of different departments and follow uniform policies relating to them. It also has to keep the over-all aspirations and welfare of the people in view in arriving at decisions. It is, therefore, essential that before decisions are taken by the government, the proposals should be examined from all these points of view, which could best be done by a general administration.

(b) The Heads of Departments are necessarily field officers and primarily their attention should be concentrated on ensuring the efficient implementation of the policies and programmes of the State Government. They have to undertake tours and inspect the work of their departmental officers. They have to keep in active touch with the problems and re-actions of the people in relation to their departments. If the Heads of Departments are also given secretarial status, a considerable portion of their time and attention will naturally be devoted to secretarial matters and their supervision over their subordinates and contact with field conditions is likely to be adversely affected. Besides. the government would not be utilising to the maximum extent the talents and experience of the Heads of Departments if they are called upon to devote a substantial portion of their time to purely administrative and procedural matters.

(c) There is a physical side also to the problem. If the Heads of Departments are given secretarial status, they will naturally have to be accommodated either in or very near the Secretariat. Provision of suitable accommodation for the purpose will present considerable difficulties. Besides, notings on the files of such Heads of Departments, who are also given secretarial status, will be done by the staff attached to these departments. Examination of cases in the Secretariat requires special background and experience and the advantage of having specialised staff in the Secretariat will, to a large extent, be diluted.

(d) There is another important aspect of this matter. Giving the Heads of Departments secretarial status mill tend to bring about greater centralisation at the Secretariat level, which is contrary to the trend that has been advocated by this Committee. It would also unobstrusively but surely bring into play greater departmental influence in the examination of cases and the taking of decisions by the State Government, and the advantages of an independent examination at the Secretariat level and viewing problems in the broader perspective of State policies will, to some extent, be minimised.

3.27.3 While Shri M. V. Mathur felt that only Heads of important technical departments should be given ex-officio secretarial status, Sarva Shri H. C. Mathur, G. K. Bhanot and Man Singh were of the view that Heads of Departments should be given ex-officio secretarial status. The arguments in favour of this view are reproduced below:—

3.27.4 "Whether the Heads of Departments should also be exofficio Secretaries or Additional or Joint Secretaries to Government or not, has been discussed off and on, at various levels and in various forms. Punjab used to have their Chief Engineers as ex-officio Secretaries to Government but later removed this status. Bombay has given the Chief Engineers the status of ex-officio Joint Secretaries for the last few years, with an administrative service officer as Secretary. Development Commissioners have been ex-officio Secretaries to Government in all the States during the last few years, and the Chief Electoral Officers have also been given an ex-officio scretarial status. The system has worked well, and has not suffered through the lack of a second examination at the Secretariat level. The touring duties of these Heads of Departments have also been performed satisfactorily. The broader perspective has also not been lost sight of at the State level. On the other hand, this system has resulted in quicker disposal and greater efficiency, inasmuch as correspondence between the Heads of Departments and the Secretariat has been completely cut out; the Heads of Departments being in closer touch with their problems have been able

to pursue them more vigorously and with greater zeal at the level of the government. All back references from the Secretariat, on objections raised, have been eliminated. With the reduction of the Secretariat staff, there is economy in expenditure as well. With these factors in view, it was desirable that all Heads of Departments should be given the status of ex-officio Additional or Deputy Secretaries to Government (Class I Heads of Departments being designated as Additional Secretarics and other Heads of Departments indicated in Appendix XI as Deputy Secretaries). It was recognized that the bias of a Head of Department vis-q-vis the officers under him, and in policy matters, should be guarded against, and therefore, it is recommended that the Secretary to Government should continue to be an officer of the administrative service and such matters must continue to come to him. For these reasons, it has not been recommended that the Heads of Departments should be ex-officio Secretaries to Government. With the implementation of this recommendation, the delay which occurs at present prior to the issue of a sanction, can be substantially reduced, and the removal of such delays is of considerable importance to the State".

3.27.5 After considering both the points of view, the Committee felt that Government may, to begin with, make the Chief Engineer, Public Works Department (Buildings and Roads) and the Director of Industries and Supplies ex-officio Additional Secretaries to the Government and study the results of this measure for some time, and after they have made an objective assessment of the situation, take a decision with regard to other important departments. The manner in which this system should be made to work has already been discussed in part 'C' of this chapter. The Public Works Department (Buildings and Roads) and the Industries and Supplies Departments are being suggested for this experiment because it will afford an opportunity to the Government to study the effects in relation to departments which are purely technical in nature and also others which are substantially administrative.

3 28 ORGANISATIONAL PATTERN OF THE OFFICES OF THE HEADS OF DEPARTMENTS.

3.28.1 Since the organisational pattern of each Head of Department will naturally have to be linked with the functions of the departments, no general and uniform recommendations can be made for all of them. However, it is recommended that the structural patterns of the offices of Heads of Departments should be determined on the following principles:—

(a) All administrative matters, including establishment, planning, accounts, statistics and stores purchase should be dealt with by an administrative officer of the requisite status and not by a technical officer. In departments, where the volume and nature of accounts work so justifies, a separate Accounts Officer may also be provided. The powers which are to be exercised by the Heads of Departments will naturally be continued to be exercised by them and the responsibility for general supervision and control will also vest in them. Detailed recommendations have been made in this respect by a committee which was constituted sometime back by the State Government vide Cabinet Circular order No. F. 22 (1) CAB/SECTT/61, dated 28th February, 1961, to suggest methods of relieving technical officers of their routine administrative functions. These may be examined by the Government and suitable decisions taken with respect to each department.

Some of the members of the Committee felt that it should be better to appoint technical officers on the posts of Deputy Heads of Departments incharge of administration. They felt that the shortage of technical officers was fast dwindling and in a number of departments there was no shortage even at present. While the technical officers imbibe sufficient knowledge of the various Acts, Rules and administrative procedures, required for the efficient discharge of their duties, they have the additional advantage of being familiar with the technical aspects of the department's work which cannot be strictly dissociated from the administrative aspects. In fact, in such matters as store purchase, answering the objections, raised by the Accountant General or the queries made by the legislature or its various committees, technical knowledge of the department is essential. In view of these considerations, it was desirable that the Administrative Assistants to the Heads of Departments should also be technical officers.

(b) The establishment and accounts work relating to the subject-matter specialists attached to the offices of Heads of Departments should be done in the general Establishment and Accounts section, and not separately in their respective offices. This would save these officers considerable time and labour and would also result in economy in staff. Of course, the officers under whom the staff are actually posted will continue to exercise the administrative or financial powers which have been vested in them with regard to these matters. The general branch will mainly function as a "service" department.

(c) "Cell and Group" systems have been recommended for adoption in the Secretariat. To some extent, it may be possible to adopt a system more or less on these lines in the offices of the Heads of Departments also, but a decision will have to be taken with respect to each department separately in consultation with the Heads of Departments concerned. It is, however, recommended that an effort should be made to upgrade the level of initial examination of papers as much as possible so that multiplicity of unnecessary noting is avoided and the examination is also better in quality. In technical matters it would be desirable to have a larger number of officers with a technical background, with the bare minimum of ministerial staff, rather than fewer technical officers with a large volume of ministerial staff. These technical officers should work more or less on the lines of cell officers in that the initial examination of cases and the notings should be done by them, and the cases submitted directly to the heads of the respective branches.

3.28.2 The structure of the offices of each department may be examined in detail by the Heads of Departments keeping in view the above principles and they may submit their proposals to the Government for approval. Normally, changes in the departmental structures on the above lines should not involve additional expenditure, but if these changes bring about a substantial improvement in the working of the departments, a slight increase in expenditure should not stand in their way.

(d) All departments dealing with developmental activities shoud have a special unit for the planning of departmental activities periodically reviewing the progress of development programmes and removing bottlenecks and shortcomings, wherever these may be noticed.

3.29. HEADQUARTERS OF HEADS OF DEPARTMENTS

3.29.1 The headquarters of the following Heads of Departments are at places other than Jaipur:—

Board of Revenue	••	••		Headquarter	s at Ajmer.
Director of Primary & S	Seconda:	ry E du	ation	-do-	Bikaner.
Director, Technical Edu	ucation	••		-do-	Jodhpur.
Director, Mines & Geole	ogy	••		-do-	Udaipur.
Director, Ayurved	••	••	••	-ao-	Ajmer.
Commissioner, Excise &	. Taxati	on		-do-	Udaipur.
Commissioner, Devasthe	an	۰.	••	-do-	Udaipur.

3.29.2 The Heads of Departments have necessarily to remain in active touch with the State Government. Discussions with them are often necessary in determining policies, examining proposals received from them, reviewing progress and also with regard to a number of other administrative matters. It becomes very difficult to hold these discussions if the offices of the Heads of Departments are not located at Jaipur, and this sometimes results in considerable delay in the disposal of business. Besides, much of the time of these Heads of Departments is also wasted in undertaking journeys from their headquarters to Jaipur. The number of days spent at Jaipur by Heads of Departments headquartered at places other than Jaipur each month between January and June, 1963, exclusive of the time spent on the journeys, is indicated at Appendix XII. It will be observed that in most cases the time spent at Jaipur by these Heads of Departments is fairly substantial. Apart from the time lost in the journeys, this arrangement also unnecessarily adds to expenditure and causes considerable inconvenience to the officers concerned. It would, therefore, be desirable for the headquarters of all Heads of Departments to be at Jaipur.

3.29.3 The main consideration weighing with the Government in keeping the headquarters of some of the Heads of Departments at places other than Jaipur was probably one of giving adequate importance to regional headquarters. This should, however, not be done at the cost of efficiency and economy. Relief to the local populace is mainly meted out by officers of the district level and below and, at the most, by regional level officers. The presence of the Head of the Department is, therefore, mainly linked with the question of prestige, which should not come into play at the cost of efficiency in administration. It would be more appropriate to keep regional considerations in mind in deciding upon the locations of educational training and technical institutions and in developmental activities, rather than in the location of government offices.

3.30 MEETINGS

3.30.1 It is observed that no well defined system is at present followed with regard to the fixing of meetings in the Secretariat with the result that the Heads of Departments find it difficult to plan their other activities, specially tours and inspections, properly. It would be advisable that the practice of inviting Heads of Departments for discussions and , meetings should be suitably rationalised. It is, therefore, recommended that the Heads of Departments should not normally be required to come to the Secretariat more than once a fortnight and, in any case, not more than once a week. The Secretaries to the Government should, in consultation with the Heads of Departments and with the approval of the Ministers-incharge, fix the dates on which meetings and discussions with the Heads of Departments under them, should take place. These dates should be notified by the Secretaries concerned to all Departments/Sections of the Secretariat and to the Private Secretaries to the Ministers/Deputy Ministers, so that all Departments of the Secretariat may fix their meetings and discussions on the prescribed dates only, unless, of course, the matter is urgent.





FIELD ADMINISTRATION

- A BOARD OF REVENUE AND REGIONAL COMMISSIONERS.
- **B** REGIONAL ADMINISTRATION.
- € DISTRICT ADMINISTRATION.

CHAPTER IV

PART A

BOARD OF REVENUE AND REGIONAL COMMISSIONERS.

4.1.1 During the days of the East India Company, the Board of Revenue was initially conceived as an organisation to assist the government in day-to-day work in the fields of revenue and general administra-Over the years, the pattern in a number of States has undergone a tion. In nearly all States, general administration is now substantial change. attended to directly by the bovernment. In States where a Board of Revenue exists, it is primarily responsible for revenue and land administration. It also acts as a court of appeal under · various miscellaneous legal enactments passed by State Legislatures. In Puniab. the Board of Revenue has been substituted by the Financial Commissioner. In Maharashtra, all revenue judicial work has been entrusted to a tribunal and revenue administration has been more or less centralised in the Revenue Department. In Madras, the functions of the Board of Revenue have been considerably extended and cover the fields of development and commercial taxes. In this State, the functions of the Board of Revenue may be broadly divided into the following categories:-

(i) It acts as an appellate court under a number of revenue and miscellaneous legal enactments,

(ii) It exercises supervision and control over revenue and land records administration,

(iii) Superintendence over the collection of land revenue, taccavi loans and irrigation dues,

(iv) Organisation and supervision of crop cutting experiments,

(v) Certain administrative functions, including personnel matters, which were largely transferred to the Board of Revenue after the abolition of the offices of Divisional Commissioners in 1961.

4.1.2 With the growing complexity of taxation laws and the considerable enhancement in the State revenues derived from taxes, land

revenue has now bcome a subsidiary source of revenue for the State. This is one of the significant changes in the sphere of State finances that has made itself evident in the recent years. Naturally, therefore, there is a strong case for strengthening the administrative machinery dealing with taxation. It would also be desirable to entrust the administration of both revenue and taxation laws to the same organisation, as this would bring about better co-ordination, and develop greater specialisation, in the planning and administration of State revenues in the wider sense of the The Board of Revenue will be the most suitable forum wherein term. these functions could be combined. It is, therefore, felt that the Board of Revenue should become a specialised agency for the administration of revenue and taxation laws and the collection of government dues. In order to bring about this change in the complexion of the Board of Revenue, the Commissioner, Excise and Taxation, should be made exofficio member of the Board. He should continue to exercise the powers of a Head of Department Class I for all matters relating to the Excise and Taxation Department, even as a member of the Board of Revenue. No change in the departmental set-up is at present recommended. The member-in-charge Excise and Taxation should, however, be permitted to administer the department with a considerable degree of independence and the Board of Revenue should primarily concern itself with advising the State Government regarding the over-all policy in excise and taxation matters, reviewing the over-all performance of the Excise and Taxation Department and devising adequate steps, in consultation with the Cimmmissioner, Excise and Taxation. for improving the efficiency of working of the Department.

4.1.3 There is no integral connection between excise and taxation and it is, therefore, not necessary for the same departmental functionaries to deal with these matters even at the lower levels. In fact, excise administration is mainly concerned with the enforcement of excise laws. which is more akin to the regulatory functions of the State. It is, therefore, recommended that while the excise administration at the State level may be supervised by the Board of Revenue, at the district level it should be placed under the charge of the Collector and District Magistrate. The City Magistrates and the Sub-Divisional Officers should assist the Collector in the discharge or these duties, and the staff of the Excise Department at the district level and below, should work under the immediate super-In view of the fact that the Executive vision of the Collectors. Magistrates will be incharge of the excise administration, cases under the Excise Act should henceforth be tried by Judicial Magistrates.

4.1.4 The administration of taxation laws involves specialised knowledge and, in view of the fact that the members of the Board of

Revenue may not have been intimately associated with the working of these laws at an earlier stage, it would be desirable to attach an officer of the status of a Sales Tax Officer to the Board of Revenue to assist it in all matters relating to the administration of taxation laws. This officer should also act as a departmental representative before the Board when taxation appeals are heard. In the alternative a panel of lawyers may be appointed by the Government to represent the State in taxation appeals heard in the Board.

4.1.5 Survey and settlement operations are an integral part of revenue and land records administration and should, therefore, be directly supervised by the Board of Revenue. At present the Board acts as an intermediary link between the Settlement Commissioner and the State Government and is therefore not integrally linked with the policies and administration relating to this Department. It is, therefore, recommended that the Settlement Commissioner, who is also ex-officio Director of the Consolidation of Holdings operations, should also be made an ex-officio member of the Board of Revenue. Like the member-in-charge Excise and Taxation, the member-in-charge of Settlement and Consolidation of Holdings should also be made a Head of the Department Class I for these He should also be designated as ex-officio Director of Land matters. Records. The functions of the Board of Revenue in these matters, and its relationship with the member-in-charge, will be of the same nature as that suggested for the Excise and Taxation matters.

4.1.6 With the changes suggested above, the Board of Revenue will become a specialised agency for the administration of State revenues and land management. In order to enable it to devote adequate time and attention to these matters, it is desirable that it should be relieved of a considerable amount of its revenue appellate work. In the State of Punjab, where there is a Financial Commissioner in place of the Board of Revenue, most of the revenue appellate work is disposed of at the level of Divisional Commissioners and only revisions and references lie to the Financial Commissioner. The same procedure is recommended for adoption in relation to the Board of Revenue, as far as revenue laws are concerned. In this connection, the following recommendations are made.

4.1.7 Revenue officers have been vested with powers of a civil court in matters relating to land administration, because they are intimately conversant with the conditions obtaining in rural areas, specially with regard to land management and agricultural practices, and are also charged with the responsibility of maintaining land records. In the course of their tours they often become conversant with the problems affecting the local people. It is, therefore, reasonable that they should

also act as judicial courts in revenue matters. However, the Committee would like to distinguish between the revenue judicial work regarding maintenance of land records and that which comes directly within the sphere of the adjudication of civil rights. It would be appropriate for the cases of the latter category to be decided in civil courts according to the normal civil procedure, and it is only cases which are subsidiary to the maintenance of land records and the record of rights that should be adjudicated before revenue courts. It is, therefore, recommended that statutory suits involving title should henceforth be instituted in civil courts only and cases involving correction of entries made in the land records and administrative and miscellaneous matters referred to in various legal enactments, which are integrally linked with revenue administration, should continue to be dealt with in the revenue courts. With this separation, the first appeals from the orders of Assistant Collectors in all revenue judicial matters should lie to the Collectors or the Additional Collectors and the second appeals should lie to the Commissioners. if these posts are revived (recommendations in this respect have been made subsequently in this chapter), otherwise to the Revenue Appellate Authori-No appeals as such should lie to the Board of Revenue under the ties. There should only be a provision for revisions and revenue laws. Similarly, in various miscellaneous legal references to the Board. enactments of the State Government, appellate powers should, to the extent possible, be vested in the Regional Commissioners and the Revenue Appellate Authorities.

4.1.8 The above recommendations will considerably reduce the work-load in the revenue courts, specially in the Board of Revenue. With the residual work, the membership of the Board, including the Chairman, could possibly be reduced from six to three, apart from the Members-incharge of Excise & Taxation and Consolidation of Holdings. The actual number of members to be retained in the Board will naturally have to be determined taking into consideration the actual workload. The revised pattern of membership of the Board of Revenue will be somewhat as follows:---

(i) Chairman.—He will generally deal with administrative and personnel matters, formation of benches and general supervision and will also attend to case work.

(ii) Member.—Incharge Land Records, Settlement and Consolidation of Holdings.

(iii) Member.-Incharge Excise & Taxation Administration.

(iv) Two Members.—Primarily for judicial work. They may also supervise the work relating to revenue collections, crop cutting experiments and establishment and accounts matters dealt with in the Board of Revenue. 4.1.9 Any of the members may constitute themselves into benches for judicial work according to the directions given by the Chairman. With the revision in the functions of the Board of Revenue in the manner indicated above, it is important that certain types of matters should be dealt with by the collective Board constituted of all the members, some matters may be disposed of by two-member benches, while others may be entrusted to each member separately. While details of the distribution of work in this manner may be worked out by the Board of Revenue itself, wherever necessary with the approval of the Government, the Committee feels that the following matters should be dealt with in the manner indicated in each case below:—

4.1.10 I. By the Collective Board comprising all members:

(i) Study the working of the existing laws and rules relating to subjects dealt with by the Board and offer suggestions to the government regarding the drafting and amendments of such Acts, rules and regulations.

(ii) Advising the government regarding delimitation of the jurisdictions of sub-divisions and tensils.

(iii) Suspension and remission of government dues. With regard to remissions, government should delegate powers to a certain extent to the Board of Revenue and only cases involving remissions in excess of these powers should be referred to the Government.

(iv) Review of land records administration, progress of Settlement and Consolidation of Holdings operations, Excise and Taxation administration and advising the State Government regarding the policies that should be adopted in relation to these activities.

(v) Appeals against the orders of the Chairman regarding imposition of punishments upon Subordinate Service personnel. The Chairman should not participate in the meetings of the Board when such matters are considered.

4.1.11 II. Subjects which should be dealt with by the Chairman and the member concerned:

(i) Transfer of Rajasthan Administrative Service officers in the normal time-scale allotted to the Revenue, Settlement, Consolidation of Holdings, Land Records and Excise & Taxation Departments within these departments. (ii) Awarding of more punishments to State Service personnel in the Settlement, Land Records Consolidation of Holdings, Excise and Taxation Departments below the rank of the district level officers of these departments. Appeals from these orders may lie to the State Government.

(iii) Write off of irrecoverable losses of public stores, public money (to the extent of the powers delegated) or irrecoverable costs of suits or appeals within the powers delegated.

(iv) Issue of standing orders relating to subjects connected with land revenue administration within the purview of the Board of Revenue.

4.1.12 III. Subjects which should be dealt with by two members sitting jointly:

(i) Confirmation after probation and promotion of Subordinate Service personnel in the Revenue Department, including Tehsildars, Naib-Tehsildars, Sadar Kanungos and District Revenue Accountants.

(ii) Hearing of appeals against punishments imposed on Subordinate Service personnel by a single-member of the Board of Revenue in disciplinary cases.

4.1.13 In all matters, which have been entrusted for disposal to single members of the Board of Revenue, they should be permitted to exercise all powers which are exercised by Heads of Departments Class I and provision may be made for appeals and representations to twomember benches or the full Board according to the nature of each case. The members who are to be incharge of Excise & Taxation and Settlement, Consolidation of Holdings and Land Records Departments should be permitted to continue to hold these posts for at least three years in order to ensure continuity in policy and also allow them sufficient time to produce results.

4.1.14 It is important that an officer of the requisite qualifications, experience and aptitude should be selected for the post of Member, Board of Revenue in-charge of Excise and Taxation, as this work is somewhat specialised in nature and the efficient administration of this department is important, apart from other considerations, from the point of view of effective realisation of state dues. If an officer with the requisite experience and aptitude is not available in the supertime scale of the Indian Administrative Service at any time, an officer in the senior scale of the service may be appointed to the post and he may be given a special pay of Rs. 250/- per mensem.

4.1.15 If, after due consideration of the recommendations that follow, government does not consider it appropriate to create the posts of Regional Commissioners for the time being, it is recommended that three members of the Board of Revenue, who are in the supertime scale of the Indian Administrative Service should, in addition to their normal duties, be placed incharge of the different regions of the State for the purpose of exercising supervision and giving guidance to the revenue administration in these regions, and for inspecting the work of revenue offices, including Collectorates. They should inspect the Collectorates within their jurisdiction once a year, the offices of the Sub-Divisional Officers once in three years and tehsils as and when necessary. These members should also be appointed as the Chairmen of the respective Regional Transport Authorities.

4.2 REGIONAL COMMISSIONERS.

4.2.1 Most of the States in India today are comparatively large units, both from the point of view of area and population, and in some of them, like Rajasthan, the different regions have geographical, economic and even social and cultural characteristics of their own. In a system of administration where the State assumes responsibility for a wide range of activities affecting the common man, it is of utmost importance to ensure that his problems are carefully studied and decisions are taken in matters affecting him after full consideration of the conditions in which he lives. For purposes of day-to-day administration, it would be appropriate to make the district the effective level at which action is taken. However, matters of importance involving the larger questions of policy formulation and co-ordination have necessarily to be referred upwards from the district. Under the present set-up, there is no intermediary agency between the district and the state to consider these problems and devise appropriate solutions. It is not feasible for the State Government to seize itself of the details of administration and be far removed from the locale. It is often not in a position to even assess the problems in their proper perspective and fully appreciate all the aspects involved. It is in this sphere that the services of a senior and experienced administrator are most valuable both to the government and to the people. There are a number of other very cogent and weighty reasons to support the appointment of such a senior officer at the regional level in the present day administration. The following are the more important considerations which have weighed with the committee in this connection

4.2.2 (i) Regional officers exist for most of the other departments of the government. The activities of different departments of the

Government specially those engaged in development programmes, though varying in nature, are interlinked and there are often a number of common problems which need prompt attention and resolution. At the district level, the District Collectors act as Heads of the team of district level officers. At the Regional level, this co-ordination was brought about by the Commissioners and with their abolition a significant vacuum has been created in this respect, which has not yet been effectively filled up. The only authorities which are in a position to co-ordinate the activities of the government at this level in the present situation are the Chief Secretary and the Development Commissioner. They, being State level officers, and heavily preoccupied with their own normal duties, are not in a position to examine the day-to-day problems and difficulties of the regional and district level officers. At best, they can concern themselves with a small segment of the more important problems which are thrown up at this level, the day-to-day difficulties being largely left to the initiative and ingenuity of the departmental officers concerned and, in cases of differences of opinion, these often remain unsolved. It is only an officer who is intimately aware of the problems of the region and the day-to-day working of different government departments at the regional and district levels who can effectively co-ordinate their working and find agreed solutions to inter-departmental problems. In these days of planned development, co-ordination in planning of developmental activities, as well as in the conduct of periodical reviews of the progress made is an essential feature of the administration. This can best be brought about by an agency which is in intimate touch with the working of government departments at this level, the conditions obtaining in the area and the aspirations of the people.

4.2.3 (ii) With the abolition of the Commissioners, the supervision over the District Collectors is now exercised by the Board of Revenue. It is not practicable for any one agency to effectively supervise and guide the working of 26 Collectors, specially an agency which already has a number of other important duties to attend to. It is not feasible for the Collectors to refer their day-to-day problems to the Board of Revenue. The members of the Board of Revenue, not being intimately aware of local conditions, are often not able to appreciate each problem in its proper perspective which an officer stationed in the region will be able to do. Further, the Board of Revenue being primarily an organisation for revenue and land records matters, difficulties experienced in the field of general administration, law and order and development are not referred to it and the only agency left to the District officers for advice and redress in such matters are the relevant administrative departments of the State Government. The defects cited in the Board of Revenue supervising and co-ordinating the work of Collectors in revenue matters apply with even greater force to the State Government itself directly doing so. This had tended to leave the district officers largely on their own initiative, and the advice and guidance that could have been made available to them by a more senior and experienced colleague is now largely denied to them. In the present circumstances, specially when a large number of Collectors are comparatively young officers, this is not a very desirable situation and no other agency can fill this role as effectively as Commissioners.

4.2.4 (iii) The importance of delegation of powers and allowing the officers engaged in the task of implementation of government programmes sufficient room for discretion and initiative has been discussed at length elsewhere in the report. On the same principles, a number of powers which are at present exercised by the State Government or other State level agencies like the Board of Revenue or the Development Commissioner could, with profit, be delegated to the Commissioners, if these officers are brought into position. Not only would this lead to greater expedition in the disposal of work but would also avoid considerable hardship to the local people who have now to travel all the way to the State capital to seek redress for their personal problems and difficulties.

4.2.5 (iv) It has been recommended earlier in this chapter that the hearing of second appeals under revenue and a number of miscellaneous laws should be at the regional level, so that the members of the Board of Revenue may be left with sufficient time to devote themselves to the other duties entrusted to it. The Commissioners, if appointed, can very well attend to this appellate work and it is only in cases where the work load is exceptionally heavy that Additional Commissioners may be provided for the purpose.

4.2.6 (v) The training of young officers of the Administrative and Revenue Services is an important matter and Commissioners can play an effective part in organising and supervising these training programmes.

4.2.7 (vi) With the advent of Panchayati Raj and the constitution of representative institutions in the district and block levels lealing with a number of development activities, the need to bring about adequate co-ordination between these institutions and the various departments of the government concerned with these activities is quite evident. There should also be an agency which could act as an 'Elder Brother' to the people's representatives and the government officers, and also to develop a genial and constructive relationship between them. These functions too, can be most effectively discharged by the Commissioners.

4.2.8 The above are but a few of the more important spheres in which the Commissioners can play an effective role and bring about

considerable improvement in the disposal of government business. It may, however, be emphasised that the concept of the role of Regional Commissioners in the administrative set-up of the State should undergo They should not ac: as intermediate channels of a radical change. communication between the State Government and the districts. Anv matter which requires decision at the State level should be referred directly by the Collectors to the appropriate department of the State Government, the Board of Revenue or the Heads of the Departments concerned, without channelising such correspondence through the Copies of important communications may, however, be Commissioners. endorsed to them and if, in any case, they wish to make any observations, they could do so. It should also be carefully ensured that the initiative and discretion which has at present been vested in the District Collectors should in no way be detracted from. The Commissioners should have a distinct place of their own in the organisational pattern of the State Government, and only matters with which they are directly concerned should be referred to them.

4.2.9 In order to make the offices of Commissioners effective agencies for guiding and co-ordinating the work of different government departments at the regional level the following steps may be taken by the State Government.—

(i) In administrative matters, as distinct from purely departmental matters, it should be incumbent for the regional level officers of different government departments to comply with the directions given by the Commissioners. If, for some reason, they are not in a position to do so, they should refer the matter to the Heads of the Departments for orders under intimation to the Commissioners. The Heads of Departments should give due weight to the recommendations made by the Commissioners in such matters, and if in any case they are unable to accept his advice, they should report the matter to the administrative department of the Government for decision.

(ii) The remarks of the Commissioners regarding the working of Regional Level Officers of all government departments should be appended with their annual confidential reports. Annual confidential reports of the district level officers should also be channelised through the Commissioners after the regional level officers have incorporated their remarks.

(iii) The tour programmes and tour notes of all regional level officers should invariably be endorsed to the Commissioners. Whenever regional officers proceed on leave, the Commissioners should invariably be informed in advance. If the Commissioner feels that in the interest of the government work, any officer should not proceed on leave during any period, he may advise the administrative department of the government accordingly, and a decision in the matter may be taken on merits.

(iv) The Commissioners should be empowered to inspect the work of Municipal Boards and Panchayati Raj institutions so that they may offer advice and guidance to these institutions and apply correctives wherever necessary.

(v) In judicial and semi-judicial matters, they should be delegated appellate powers under the relevant legal enactments and rules.

(vi) In matters relating to the superintendence over revenue and land records administration, adequate powers should be delegated to the Commissioners to enable them to discharge their roles effectively.

(vii) The powers to transfer Sub-Divisional Officers, Assistant Collectors and Magistrates and Vikas Adhikaris within their respective regions in keeping with the orders of the government on the point should be delegated to the Regional Commissioners, as, in view of their intimate knowledge of the merits and aptitudes of different officers, they would be in a position to decide the most appropriate postings for these officers.

(viii) In general administrative matters, too, adequate powers should be delegated to the Commissioners to ensure expeditious disposal of business.

4.2.10 As a result of the recommendations made with regard to the constitution and functions of the Board of Revenue, it is anticipated that membership of the Board could, without difficulty, be reduced by three. In order to avoid unnecessary additional expenditure it is recommended that a corresponding number of posts of Regional Commissioners may be created in the State, and their territorial jurisdictions and headquarters may be as follows:—

S.No.	Headquarters of th Commissioner.	e Districts within his jurisdiction
1	2	3
1.	Jaipur .	. Ajmer, Jaipur, Alwar, Bharatpur, Tonk, Sawai Madhopur, Sikar, Jhunjhunu.
2.	Jodhpur .	Jodhpur, Pali, Nagaur, Barmer, Jalore, Sirohi, Bikaner, Ganganagar, Churu, Jai- salmer.
3.	Udaipur .	. Udaipur, Chittorgerh, Bhilwere, Benswara, Dangarpur, Kota, Bundi, Jhalawar.

4.2.11 Sarva Shri H. C. Mathur, and Kedar Nath found themselves unable to support the revival of Regional Commissioners. Their arguments are reproduced below in their own words.

4.2.12 "We take note of the fact that it was a result of continued and persistent demand by the Rajasthan Legislative Assembly and after mature consideration, Government took the decision to abolish these posts. Apparently there is no hing new in the arguments now advanced for the recreation of the posts.

4.2.13 "We have no substantial evidence before us to indicate that the absence of Commissioners has resulted in any deterioration or that administration is any the better in those states where there are Commissioners as compared to those states where there are nonc. On the contrary, administration in Madras State where there are no Commissioners enjoys a high reputation for efficiency. Even before bifurcation the composite State of Madras which was very large had no Commissioners.

4.2.14 "We also take into consideration the fact that in Maharashtra, where there are Commissioners, there is no Revenue Board and in Punjab also there is no Board as such but only a Financial Commissioner.

4.2.15 "In its recommendations, the Committee has relieved the Revenue Board of case work and considerably streng hened it as an executive and policy-making body and given it a supervisory role.

4.2.16 "Revival of Commissioners will weaken both the Collectors and the Revenue Board. We would certainly prefer policy formulation at the state level by the Revenue Board than at the regional level by Commissioners. Inspite of every thing said and done, revival of Commissioners will also introduce an additional tier and will result in delays in some matters at least. Some of the duties listed for the Commissioners will definitely create diarchy and create conflicts.

4.2.17 "Other Regional Officers, unlike Commissioners, are a definite link in a chain and most of them are technical people to discharge definite functions and give technical guidance. In this case also we have emphasised that they should carry out intensive inspections.

4.2.18 "Commissioners, to our mind, will be a feudal institution. Land Revenue administration which so vitally affec's agriculture and the increasing importance of Excise, Sales Tax and other taxes, assessment of their impact and efficient administration very much demand a strong body like the Revenue Board of the type that we have recommended. Members of the Board who have been freed from considerable amount of case work will be in a position to tour for about ten days in a month and will have first-hand knowledge and grip over the administration at the district level and with some staff assistance will be in a position to advise government in all matters connected with revenue and tax administration and raising of new resources. Commissioners can never play this important role. In allotting a number of districts to individual members of the Board we have also taken care to see that to a great extent they fulfil the tasks of the Commissioners."

4.2.19 Shri M. V. Mathur has recorded the following note in this connection:---

"I am in general agreement with the Chairman's note."

"The most important argument to my mind in favour of revival of Divisional Commissioners is that they would be able to guide the Collectors in discharge of their functions. We are, however, suggesting elsewhere the setting up of a State Planning Commission and a reorganised Board of Revenue. The members of these two bodies would be in a position to suitably guide the Collectors in the fields of developmental and general administration respectively. In view of this I do not appreciate the proposal for revival of Divisional Commissioners".

4.2.20 Shri P. K. Chaudhary has recorded his note of dissent on this issue separately and this is available at the end of this report.

PART B

REGIONAL ADMINISTRATION

4.3.1 The main function of regional level officers is to supervise and co-ordinate the work of district level officers. The regional officers of the Development Departments have, in addition, to keep themselves in active touch with the working of Panchayati Raj institutions and to ensure that not only do they devote adequate attention to the departmental programmes administered through them, but also that they are given sufficient and timely technical guidance by the departmental officers.

4.3.2 The business of the government is mainly discharged at the district and lower levels and it is, therefore, necessary for the Heads of the Departments to keep in direct touch with the district level officers The regional level officers should not act as and vice-versa. intermediary channels of communication between the district level officers and Heads of Departments in matters in which the advice or orders of the Heads of the Departments themselves are required. It is. therefore, recommended that the link between the Heads of Departments and the district level officers should be strengthened. All matters on which the orders of the Heads of the Departments are required may be referred directly to them by the district level officers and a copy of such communications may be endorsed to the regional level officers who may, if they so desire, communicate their comments also in the matter to the Heads of the Departments. Apart from developing an active relationship between the district level officers and the Heads of the Departments, this measure will expedite the disposal of business and will considerably reduce the work in the offices of the regional level officers. The last advantage is very significant because primarily the regional level officers should concern themselves with field activities; they should undertake an adequate number of tours and inspections and give useful guidance to the departmental officers working in the field; they should also apprise themselves, through spot visits and discussions with the people, of the manner in which the departmental programmes are actually being implemented, and thus identify the spheres in which improvements can They should, therefore, combine in themselves the be brought about. twin functions of an executive and an evaluation agency. The responsibility for the achievement of the prescribed targets and making administrative arrangements for supplies should squarely rest with the regional level officers.

4.3.3 The regional officers of the development departments should attend at least one meeting of each Zila Parishad within their jurisdiction per year and at least one meeting of every Panchayat Samiti within their jurisdiction in two years. Most of these institutions have fixed dates for their meetings and these can be ascertained in advance by the regional level officers. An effort should, therefore, be made to send intimation to the Zila Parishads or Panchayat Samitis, whose meetings are proposed to be attended, sufficiently in advance so that important points relating to their departments which require their attention may be included in the agenda. They should also avail of these visits for discussing the progress of their departmental activities and the difficulties and shortcomings that may have been encountered with the members of these bodies, and for giving them appropriate advice in the matter. They should also request the Secretaries, Zila Parishads and the Vikas Adhikaris concerned to send the copies of the agenda sufficiently in advance to them so that they may examine the issues involved before they attend the meetings. In the course of their tours, the regional level officers should invariably undertake surprise visits to villages to check the manner in which the departmental functionaries are discharging their duties. The energy and drive with which the field officers discharge their duties, to a large extent, depend upon the lead given to them by the regional level officers.

4.3.4 However, recommendations have been in the preceding part of this chapter regarding the manner in which effective coordination may be brought about at the regional level. We would, however, like to emphasise that the regional level officers should keep in close touch with the District Collectors and in the course of their tours should invariably find time to discuss matters relating to their departments with them. By virtue of their position, their relationship with local bodies, their role as co-ordinators and their public contact, the reactions of the Collectors regarding the departmental programmes should always be worthy of notice.

PART C

DISTRICT ADMINISTRATION

4.4.1 The district is the most important unit of administration in the State. It is at this level that the policies of the State Government are translated into practice and the problems of the local people are studied and communicated to the State Government. It is at this level that the State actually comes into contact with the people. Upon the efficient functioning of the administration at this level, therefore, substantially depends the efficiency of the executive administration of the State, and the measure of confidence it inspires amongst the people. In these circumstances, two essential features have to be combined in district administration; firstly the necessity for an efficient and impartual understanding and amelioration of the problems and difficulties of the local people. The following recommendations are made, bearing in mind both these aspects:—

4.4.2 (i) The District Officer.-Through his orical circumstances the District Officer has in fact become a representative of the State Government at the district level. There can hardly be an activity of the State Government undertaken in the district with which he is not in some way concerned. It is to him that the people turn for advice and the redress of their grievances in the ultimate analysis. In the context of Panchayati Raj he has a particularly significant role to play. He not only co-ordinates the activities of different departments of the State Government concerned with development, but is also expected to guide and advise the local bodies and remove the bottlenecks that come in the way of their efficient working. He is also responsible for maintenance of law and order in the district. In view of his unique position, the District Officer should not only be an efficient and impartial administrator but should also have a sympathetic and understanding approach to the problems of the people and other departments of the government working in the district. On the other hand, he should be in a position to effectively redress the legitimate grievances of the people and to bring about effective co-ordination in the activities of other departments of the government. It must be observed that the State Government have been continuously making an effort to bring about adequate co-ordination at the district level. The latest instructions issued vide Cabinet

Secretariat order No. F. 1 (328) Cab./Sectt./60, dated August 12, 1961 with regard to the role of the district officers, and their relationship with the officers of other government departments, are both comprehensive From the replies received from District Collectors and and detailed. other government officers it appears that a good measure of co-ordination has in fact been achieved at the district level. We would, however, like to emphasise that the views of the District Officers should be given adequate weightage and attention by the State Government as well as by the officers of other departments. It should be the personal responsibility of the Secretaries of the administrative departments concerned to ensure that important proposals received from Collectors receive prompt and careful attention, and a suitable reply is sent to them without undue delay. The professional advice of all departments of government should be available to the District Collector when he desires it. Similarly, any information which he may require in connection with his official duties should be supplied to him and any suggestion he makes with regard to any department of the government should be carefully considered and given effect to, unless there are good reasons to the contrary. If any suggestion is made by a Collector to a district level officer, he should normally comply with If, however, he considers it not possible to do so for technical reasons it. or otherwise, he should refer the matter to his immediate superior officer, and send a copy of the communication to the Collector. The Collector. on receipt of such a communication, should, if he so desires, send his own remarks in the matter to the next superior officer of the department. Ĭf the latter officer is in dis-agreement with the suggestion made by the Collector, he should refer the matter to the government through the Head of the Department concerned for decision. The Collector should, however, offer his advice to other departments either to resolve difficulties that may be experienced by the people or the local bodies, or in matters which he considers to be of considerable importance. Collectors should not ordinarily interfere with the technical aspects of the working of a government department, or in its day-to-day administration. Normally, much can be achieved in the sphere of inter-departmental co-ordination through good personal relations.

4.4.3 (ii) District Public Relations Committees.—It is noticed that government from time to time constitute advisory committees such as Police and Traffic Advisory Committees, at the district level for various purposes. Instead of having a multiplicity of advisory committees, it would be desirable to have one representative committee to bring to the notice of the administration the problems and difficulties of the people which are of a general nature, and to suggest possible methods of improving the functioning of government departments at the district level and

It must be emphasised that matters which are discussed in these below. committees should strictly be of a general nature, and no reference should be made to individual cases which should be referred to the competent officers separately for necessary action.

4.4.4 The membership of these committees should be as follows:---

(a) Collector and District Magistrate Convenor.

(b) The Member of Parliament representing the Member. largest portion of the district

- (c) Superintendent of Police Member.
- (d) Two Members of the State Legislature

These members may be selected by rotation and for this purpose one-fifth of the total number of members elected to the State Legislative Assembly from the district should be nominated as members of this committee for a period of one year each. Since the total number of such members may not be exactly divisible by five, in some years three members may be nominated to the committee. To the extent possible, while making such nominations, an even balance should be maintained between the members affiliated to the ruling party and those affiliated to opposition parties and independent members.

(e) The Pramukh and one other member of the Zila Parishad to be nominated by the Zila Parishad. He should, however, not be a member of Parliament or of the State Legislature.

Members.

Member.

(f) One Chairman of a Municipal Board in the district to be elected by the Chairmen of all Municipal Boards from amongst themselves.

(g) Three non-official members not affiliated to any political party. These should preferably be nominated from amongst the interests representing Agriculture, Industries & Commerce, Labour, Education and one from amongst retired government servants residing in the district. Members.

4.4.5 The district level officers concerned may be requested to attend meetings of the committee on invitation whenever matters relating to their departments are discussed.

Members.

4.4.6 The Committee should meet once every quarter. On the recommendations of the Committee, the Collector may initiate necessary inquiries whenever necessary as indicated in chapter X of this report. The Chief Minister should meet the District Public Relations Committees once a year as far as possible. If in any year it is not possible for him to do so, he may request one of the other Cabinet Ministers to meet the Committee.

4.4.7 For cities with a population of more than one lac souls, there should be a separate committee to advise the administration on problems relating to the city.

4.4.8 The composition of these committees should be-

Collector	Convener.		
Member of Parliament elected from the city	Membe r .		
Members of the State Legislative Assembly elected from the city constituencies	Memb er .		
Superintendent of Police	Member.		
Chairman of the Municipal Board	Member.		
Representative of the District Industries Association Member.			
Representative of the District Chamber of Commerce	Member.		
Representative of the Labour	Membe r .		
Representative of the educational institutions in the city	Member.		
One lady member of the Municipal Board nomi- nated by the Board	Memb er .		

4.4.9 The nomination of members to both the above committees, wherever suggested, should be made by the State Government from the interest-groups indicated in each case.





सत्यमेव जयते

CHAPTER V

PERSONNEL ADMINISTRATION

5.1.0 The efficiency of any government largely depends on the quality of the personnel it employs to discharge its various functions. In a country where the government has assumed responsibility for a wide range of activities, which are often difficult and highly specialised, the need for competent persons to man the various civil services is all the more imperative. Improvements in organisation, methods and procedures, important as they are, will be ineffective if the personnel called upon to render public service are not qualified or efficient. Personnel administration, therefore, deserves the highest priority in any programme of administrative reform.

5.2 SERVICE RULES

5.2.1 The constitution of new service rules after the integration of a number of princely states which had their own rules and regulations governing their services, was one of the main tasks with which the government of this State was faced. Integrating the services of the employees of different states, organising new departments and evolving a new pattern for different government services was by no means an easy The process of framing service rules for all services in the State task. was initiated by the State Government some years back and considerable headway has been made since. General rules for all subordinate, ministerial and class IV services were framed long back. Specific rules for a large number of these services have also been framed. With regard to the state services, it is reported that, apart from services mentioned in Appendix XIV, service rules have been framed for all the rest. It is recommended that service rules for all the remaining services should now be framed as speedily as possible.

5.3 PROBATION

5.3.1 The probation period for direct recruits should normally be two years and for promoted government servants one year. Except for Class IV services, confirmation after the first recruitment to government service should be made only after the government servant has passed a departmental examination. Departmental examinations should be prescribed for all government servants at the direct entry stage and their confirmation should be made subject to their passing these departmental examinations. Government have already issued detailed instructions, and in all cases where such examinations have not yet been prescribed, this should be done now within a period of six months. At least all government servants recruited directly after 1-1-1963 should be required to pass their departmental examinations before they are confirmed. In all cases in which the syllabi for departmental examinations have not yet been approved, immediate necessary action to do so sholld be taken. It should be possible to have this done within three months as delay in the prescription of the syllabi will result in corresponding delay in the holding of the examinations, and consequently, the confirmation of directly recruited candidates.

5.4 RECRUITMENT

5.4.1 A wise recruitment policy is the *sine-qua-non* of efficient administration. If persons of the requisite calibre are recruited to government service, the quality of performance of the tasks undertaken by the government will naturally improve.

5.5 RECRUITMENT TO THE 'GENERAL' SERVICES UNDER THE STATE GOVERNMENT.

5.5.1 The question of recruitment to government service is kinked with the broader questions of policy in the field of higher education. There is a pronounced school of thought which feels that students should be able to decide, after completing the higher secondary stage of their education, as to which career they would like to choose for themselves. This is because the basic minimum academic knowledge is normally acquired by the students by the time they have passed the higher secondary There would be no point, therefore, in their continuing to examination. imbibe academic knowledge which may be completely irrelevant to the vocations they may choose subsequently for themselves. It would, therefore, be appropriate for the students to exercise their choice of career, at least in the broader sense of the term, after they pass the higher secondary examinations. The technical training institutions dealing with subjects such as medical, engineering, and agricultural and veterinary sciences already draw students at this stage. It is felt that students desirous of joining the 'General' services under the State Government should also exercise their option at this stage, and after their initial recruitment, be given specialised training in the manner which most appropriately equips them for the dutics they will be required to discharge on

appointment in government service. In order to give effect to this principle, the following recommendations are made:—

5.5.2. Open competitive examinations, excluding viva voce tests, should be held by the State Public Service Commission for recruitment to the government services of a general nature (which do not require any special academic or technical qualifications or experience) for all boys and girls who have passed their higher secondary school or pre-university examinations. We have not suggested a personality test at the stage of initial recruitment as the students' personality is not fully developed after the High School stage. This test should be held at the time of final examination after the three-year degree course as recommended subse-The age limits for recruitment to these services should also be auently. modified accordingly. From amongst those who qualify at these examinations, an adequate number according to the requirements in each year, should be selected in order of merit for appointment to the State or Subordinate Services, provided they successfully complete the degree In order to provide for wastage, it would be desirable to select course. ten percent to fifteen percent more candidates at the initial stage than the anticipated requirements.

3.5.3 The State Government should set up a special institution, with the approval of the University Grants Commission in collaboration with one of the universities in Rajasthan, in which a special three-years degree course for all students, selected in the manner indicated in the preceding paragraph should be organised. The staff for these institutions should be carefully selected according to their merit, aptitude and background so that they may be able to adjust their methods of instruction to meet the requirements of the State services. Optimum facilities should also be provided for hostels, libraries and extra curricular activities.

3.5.4 The syllabus for this degree course should be got approved and the degree should be universally recognised as equivalent to a regular university graduation degree.

The syllabus for this course may be as follows:---

Compulsory Subjects .. 1. General English,

2. Hindi,

3. Basic and Applied Science,

4. General Education,

5. Public Administration.

Optional Subjects	. 1. Economies,
(Two out of these to be	2. Political Science,
selected by each can	
didate)	4. Sociology,
,	5. Hindi Literature,
	6. English Literature,
	7. Mathematics,

- 8. Statistics,
- 9. Physics,
- 10. Chemistry.

5.5.5 Teaching in the normal subjects which are already included in the academic curriculum of the University will be done in the same manner as is being done at present for the Three-Years Degree Course. Basic and Applied Science is at present being taught to some extent as a part of the subject entitled 'General Education'. The Committee feels that more intensive training in this subject should be given to those who wish to enter government service in view of the fact that with the rapidly expanding spheres of governmental activity, and in the context of present day specialisation, good basic knowledge of science would be useful to the candidates when they enter government service. Public Administration is at present being taught in some universities at the post-graduate stage. It is recommended that a special syllabus should be devised for this subject for the undergraduate level also. While doing so, the special requirements of State administration should be kept in view.

5.5.6 Adequate facilities should be made available to these students for the development of their general knowledge which, in addition to the organisation of discussion groups, seminars and camps and field visits would necessitate a well equipped library. Facilities for extra curricular activities should also be of the requisite standard. After their initial selection the boys should be given some stipend as has been sanctioned at present by the State Government for all students in the degree classes who attain first division in higher secondary school examination. Additional financial assistance may be given to those selected boys whose parents are particularly poor, and cannot afford to pay the expenses of higher education.

5.5.7 At the initial recruitment stage, there should be no division of candidates between State and Subordinate services. The marks obtained by them in the initial recruitment examination should be added to the marks obtained by them in the final Degree Examination, and their interse seniority should be determined on the basis of total aggregate marks obtained in the two examinations taken together. The division in the State and Subordinate Services should also take place according to this ranking, the candidates higher up in order of merit being selected to the State services according to the vacancies available and the rest to the Subordinate services. The allotment of candidates to different services should be determined by the state government taking into consideration their ranking and their options.

5.5.8 There should be no further screening of candidates selected in the above manner after they successfully pass their graduation examination. As soon as the successful candidates are allotted to various services, they should be required to undergo the foundational courses for the services in question in terms of the recommendations made by State Committee on Training. Thereafter, special departmental training may be arranged for the candidates either in departmental institutions or by attachment to various offices in the department in the manner now obtaining for directly recruited candidates.

5.5.9 In order to encourage candidates selected in the above manner to obtain a post graduation degree, it is recommended that after the successful completion of his graduation course, if any candidate wishes to qualify for a post graduation degree in Public Administration, he may be permitted to do so. In view of the adequate basic knowledge gained by him at the pre-gradua⁺ion stage, the University may be requested to organise a special post-graduation course in Public Administration which will enable these candidates to obtain the post-graduation degree in this subject in one year. Special evening classes should be organised by the University for this course so that these candidates may attend these classes in the course of their in service training.

5.5.10 In order to attract better type of students who may like to complete for the All India or the Central Services, or to join the services under the State Government, if they are not recruited to the other services enummerated above; the candidates who pass the special degree course recommended above should, if they so desire, be permitted to appear in the competitive examinations for recruitment to All India or Central Services, and if they are selected, they may be permitted to join these services. They may also be permitted to apply for recruitment as lecturers in the universities situated in this state. If a candidate does not join services under the State Government after the completion of this special course, except in the above contingencies, he should be required to refund the amount paid to him as scholarship and such proportionate training expenses as may be determined by the State Government.

5.5.11 Although the primary responsibility for running the institution will be that of the State Government, it should associate the

representatives of the universities of Rajasthan in deciding upon the teaching curriculum and the broader aspects of its management. For this purpose a special governing board, comprising representatives of the State Government and the universities, may be constituted.

5.5.12 Apart from ensuring the recruitment of better qualified candidates to the services in question, these recommendations will also, to a considerable extent, relieve the pressure on the normal degree classes⁻ in the universities for a number of students merely undertake the degree courses in order to qualify for recruitment to government services for which the graduation degree has been prescribed as the minimum qualification. If they are not selected after the higher secondary school stage to any of the government services in question they can make an effort to have themselves usefully employed in other professions rather than unnecessarily join the degree classes. With a smaller intake, it would be possible for the universities to provide better facilities to the students who join the degree classes and the teachers would also be able to devote more personal attention to their students.

5.5.13 Shri V. D. Sharma, however, did not agree with this recommendation of the Committee and the following reasons were given by him in support of his contention:

5.5.14 (1) "A student is not sufficiently mature at the Higher Secondary stage to decide for himself the career he should choose to pursue or is fit for. It has been said that the various learned bodies who have reported on the higher secondary education have been of the view that student should at the end of the Higher Secondary stage be able to make a choice regarding his future career. Unfortunately, our society has been so backward and means of vocational guidance so poor that realistically speaking, this hope about the ability of young men to rationally choose a future career at this stage has not been realised. Factually such choice is often made either by the parents who are guided more by their ambitions than by the mental equipment of the student, or by a gamble in applying for several different chances and taking to one which becomes available. I therefore, think that the choise made under these circumstances of immaturity and chance should not be considered dependable. A choice made after the degree stage would definitely be more ripe, specific and rational.

5.5.15 (2) "If the selection for public services is made immediately after the higher secondary stage, it would mean very considerable weightage in favour of candidates who had the good fortune of birth and up-bringing in an urban higher class family and education in a costly school. Educational facilities in our country are strikingly dissimilar with the result that children of poorer parents and of those living in rural areas have to satisfy themselves with poorly paid teachers of low calibre, ill-equipped institutions and unfavourable home-surroundings. When such candidates and candidates from better schools and urban areas get together in colleges situated in comparatively advanced localities, there is a certain amount of equalisation of opportunities and facilities. Competition at that stage is, therefore, fairer than it would have been at the higher secondary stage. It is feared that if the system favoured by the majority of the Committee members is adopted it will mean a further elimination of chances for poor people and would lead to perpetuation of class-consciousness and discriminatory feelings of superiority among the members of the general services, a characteristic, which has been complained of in the past and the complaint is not without foundation.

5.5.16 (3) "The course which has been recommended after the initial recruitment is in no way a specialised or a training course but is a sort of liberal education, provided in any other educational institution of the college standard. The fact that the students of this course will have to appear for a degree examination organised by a university will further take away from the students any bias for public service specialisation which is said to be a distinctive feature of this special institution. When students can receive this liberal education in any other college and offer themselves for competition at the end of a degree course, there is no point in the state undertaking extraordinary expenditure over this institution where all the trainees are sought to be given stipends, salaries etc. Outside such institution students will naturally have a wider choice both with regard to subjects and as to institutions.

5.5.17 (4) "Selection for general services of the State at the higher secondary stage which would mean a comparative sure'y of a career might also breed complacency in the pursuit of knowledge and arrogance in attitudes. As a result of strict screening at the degree examination, a large number of candidates are thrown out as disqualified, it will result in avoidable waste and lot of frustration for those who happen to be so rejected.

5.5.18 (5) "Our courses at the Higher Secondary stage are a compendium of subjects requiring varying interests and aptitudes. This is so, because the Higher Secondary course is intended to provide a base for the choice of any further specification. It is, therefore, not an uncommon experience that students feeling fettered till Higher Secondary stage by subjects like Mathematics or History, which do not agree with their aptitudes, fare much better in higher courses where they are free to

choose the subjects of their interest. It will be unfair for such people if they are judged for public service by their achievements at the Higher Secondary stage.

5.5.19 (6) "The objective of selecting candidates through a competitive examination and personality test is to get youngmen for public service who are judged best in respect of their mental equipment, personality, attitude and social and cultural make-up. An assessment of all these qualities can definitely be made more realistically and rationally at the degree stage than at the Higher Secondary stage.

5.5.20 "For the above reasons the new system as recommended will not be an improvement on the existing system and is likely to be less fair to the candidates in general as also less advantageous to the s⁺ate. It was nowhere been said that the existing system has failed in enlisting the best of young men for the public services. If there are any defects, they are either due to inadequacy of emoluments, imperfect service conditions or lack of proper training. These defects are remediable."

5.5.21 The other members of the Committee considered the above points but still felt that while ways and means should be found to over come some of the disadvantages that were pointed out by Shri Sharma in working of the proposed recruitment system, the advantages of the system were so considerable that it ought to be adopted. The most important corollary to the recommendations of the Committee would be to strengthen the educational system at the higher secondary stage and to provide an opportunity for the more meritorious students to avail of good education in institutions which have all the necessary facilities. In particular, it is recommended that:—

(i) Vocational guidance in the High Schools and Higher Secondary Schools should be specially strengthened. Some begining has been made in this direction in the State but the programme needs much greater emphasis.

(ii) The scheme of government merit scholarships available to all first class students whose parents are not income tax payers, should be extended to cover post-Primary and Higher Secondary students also. In fact, it would be highly desirable to have in each Panchayat Samiti area at least one Middle School with optimum facilities for school teachers, libraries, laborataries, play-grounds, hostels, etc. in which students selected on the basis of their demonstrated merit (according to the best educational testing methods available) from the primary classes are provided full scholarship to prosecute their studies in Middle Schools. Similarly each district should have at least one Higher Secondary School with optimum educational facilities where selected meritorious students from Middle Schools should be provided with full scholarships for their studies in Higher Secondary classes. Thus, the State could ensure that students, who have demonstrated their merits in Primary Schools and Middle Schools are not prevented from prosecuting their higher studies on account of lack of material resources. In this way, abler students of poor parents will have opportunities of receiving their education in the best of institutions.

5.6 RECRUITMENT THROUGH THE PUBLIC SERVICE COMMISSION.

5.6.1 The foremost consideration in matters relating to recruitment through the Public Service Commission is the devising of suitable ways and means to ensure that avoidable delays in the recruitment to posts which lie within the purview of the Commission do not take place, as, apart from the administrative difficulties involved, such delays result in the continuance of candidates appointed in an *ad* hoc manner, who, because of the insecurity of their services, do not give of their best and are also often on the look out for alternative employment. In order to avoid delays in recruitments through the Commission, the following suggestions are made;—

5.6.2 There is no reason why recruitment to various posts under the State Government cannot be scientifically planned by the appointing authorities. They should prepare an estimate of their requirements as soon as they prepare their budget proposals for the ensuing financial year in the month of October of the preceding year and send formal requisitions to the Public Service Commission before the end of November each year for posts which are likely to fall vacant or to be created in the forthcoming calender year. Specific instructions to this effect should be issued by the government to all appointing authorities and the Public Service Commission should be requested to intimate the names of the departments which do not send their requisitions to it before the close of the preceding financial year to the government in the Appointments Department and these cases should be brought to the notice of the Chief Secretary who should ensure expeditious compliance.

5.6.3 Once this is achieved, it should be possible for the Public Service Commission to plan its recruitments in advance. In this connection it is recommended that the Commission should be requested to prepare a calender for holding competitive tests each year to services to which recruitments are made on an annual basis. It will not be possible for the Commission to decide the dates of the competitive tests a year in advance, but at least the month in which the tests would take place should be specified. This will not only be of benefit to the concerned departments of the government who will plan their recruitment and training programmes accordingly, but also to the candidates who aspire for the posts in question as they will know sufficiently in advance when the competitive tests are likely to be held.

5.6.4 There are large number of Subordinate Services and recruitment to these services naturally increases the pressure of work in the Commission quite considerably. It is, therefore, recommended that all administrative work relating to the recruitment of personnel to the Subordinate services which lie within the purview of the Public Service Commission, such as issuing advertisements, scru'inising applications and answering references, should be done in the offices of the Heads of Departments concerned. Draft advertisement's, unless these have been standardised, should be got vetted by the Commission and rejection of applications should not be done without the approval of the Commission. The Commission should be mainly responsible for holding of the examinations, including arrangements for setting of question papers, and examination of answer books.

5.6.5 In view of the large volume of work connected with the recruitment to the Subordinate and Ministerial services, it would probably be better if one member of the Commission is specifically assigned this work. With regard to the recruitment of the ministerial staff for offices other than the Secretariat, the Public Service Commission should hold annual examinations and prepare a panel of successful candidates to cover the likely requirements of all the aforesaid offices, and whenever any vacancy arises in the course of the year, the departments concerned should send their requisitions to the Commission and the Commission may recommend suitable candidates for appointment from this panel. These examinations should be held without waiting for regular requisitions from the departments in order to avoid delays. To begin with, an estimate of the annual intake may be made and the panel for future years may include approximately twenty-five per cent candidates in excess of this number. The candidates may be informed that there is no guarantee regarding appointment in the ministerial services of the State and their names would merely be placed on the approved panel from which vacancies will be filled according to annual requirements. The panel should be in force for a period of one year and before the year expires a fresh panel should be ready to avoid any dislocation in the appointments. In view of the fact that it has been recommended separately that appointments to the ministerial services should be made region-wise the applications for the posts in the ministerial services and the preparation of panels should also be done region-wise. With the starting of special three-year degree courses for candidates recruited to the State and Subordinate services.

the response to the general diploma course organised by the Government for ministerial staff should also improve. These courses should be strengthened.

5.6.6 It is observed that for some posts an adequate number of candidates do not respond to the advertisements issued by the Public Service Commission. Apart from an actual shortage of qualified hands which exists for some technical posts, the other reasons for such lack of response may be as follows:—

(i) Inadequate pay scales,

(ii) Prescription of rigid and elaborate qualifications,

(iii) Unsuitable age limits,

(iv) Unattractive service conditions, including lack of promotion chances, posting in rural areas without payment of compensatory allowance etc.

5.6.7. With respect to technical posts for which there is an actual shortage of qualified and trained personnel, the Public Service Commission may be requested to devise a simpler method of screening the candidates for recruitment so that there is the least possible delay. Apart from the government work suffering as a result of these posts lying vacant, the candidates who are not regularly recruited by the Commission to these posts, because of the shortage, are drawn either to the Government of India or other State Governments or even the private sector where they are assured of permanent appoin ments and the State Government loses their services. It is, therefore, very important that arrangements for the recruitment of personnel in short supply should be so modified that these recruitments take place with the least possible delay.

5.6.8 In each case where there is no adequate response to posts advertised, the reasons for the same may be examined and appropriate remedial action taken. If the pay scales are desired to be revised, the Commission should be requested to issue a second advertisement to ensure that candidates are in effect not attracted to the existing pay scales. However, as an incentive, advance grade increments up to three in number may be sanctioned even after the first advertisement. This should be done after ensuring that none of the other factors accounts for the poor response.

5.6.9 Rules and procedures relating to recruitment to services should be so devised that recruitments normally take place within six

months of the date of issue of the requisition. Such difficulties as may be experienced in ensuring this should be promptly removed. One of the reasons for delay in recruitments is the preparation of faulty or incomplete requisitions by the appointing authorities. Since the appointing authority is required to sign the requisitions sent to the Commission he should ensure that they are complete in all respects. If the Commission desires any corrections to be made in the requisitions, a back reference should be made within a month of the receipt of the requisition at the latest, and the department should send the revised requisition within a fortnight of the receipt of such reference from the Commission. Case studies may be conducted by the State Government, in consultation with the Commission, to ascertain the reasons for the delay in making recruitments and appropriate steps should be taken to avoid these delays.

5.7 APPOINTMENTS.

5.7.1 (a) Delegation of Powers.—Detailed recommendations have been made in chapter VI regarding the delegation of powers relating to appointments in government service. Powers of appointment with respect to the ministerial services have been proposed to be delegated to regional and district level officers. Since promotions and transfers of these employees will, in a number of cases, have to be given on a regional basis or for the State as a whole, in order to obviate difficulties which may arise in the reckoning of seniority amongst these government servants, their seniority may be determined from the date of their first regular appointnient 'o government service and not from the date of their confirmation, as the latter may vary according to the particular circumstances of each district or regional cadre. Periods spent in *ad hoc* service prior to regular appointment according to rules should, however, not count towards seniority.

5.7.2 (b) Ad hoc Appointments.—Some instances have come to notice in which ad-hoc appointments made prior to the selection of candidates by the Public Service Commission did not fulfil the requirements of the rules in question in all respects. In order to ensure that even ad hoc appointments are made keeping in view all the relevant provisions in the rules, it is suggested that all such appointment orders should be issued in a prescribed form which may be standardised and got orinted. The typed form for this purpose has been suggested at Appendix XV.

5.7.3 (c) Period of Appointment.—In a number of cases, the appointing authorities specify the period of appointment of temporary government servants. This is not desirable as it leads to additional work in extending the term of appointment of government servants periodically

and also to delay in the disbursement of salary to the government servant concerned whenever orders extending his term of appointment are delayed. The services of all temporary government servants can be terminated with one month's notice. Unless, therefore, it is essentially the intention of the appointing authority to appoint a candidate in government service for a specified period, such appointments should continue to hold good until the services of the incumbent are terminated or until a candidate recruited by the Public Service Commission is made available, whichever is earlier and not for any specified period. Further recommendations in this respect have been made in Chapter VII.

5.7.4 (d) Age.—At present in most cases the prescribed age limits are applicable to even those who are in government service. It would be desirable to permit government servants to improve their prospects at the commencement of their service career if they have the requisite merit. It is, therefore, recommended that the age limits for government servants seeking appointment to higher posts than those which they occupy may be relaxed from twenty-five years to twenty-eight years, but they should not be permit^{*}ed more than two chances to compete for any particular post or category of posts.

5.8 TRANSFERS.

5.8.1 Although the adage that transfer is no punishment may be true in a number of cases, it cannot be considered to be universally true. Very often, due to various circumstances, personal or otherwise, transfers can be effective instrument for rewards and punishments. It is, therefore, very important to ensure that a sense of justice and fair play permeates all policies of the government governing transfers of government servants. In addition to enunciation and acceptance of these principles, strict enforcement in practice of their actual observance through well defined procedures is equally important.

5.8.2 The following general principles are recommended for adoption to govern the policy relating to transfer of government servants:—

5.8.3 (i) The authority in whom responsibility for performing assigned tasks has been vested should be given sufficient discretion to utilise the services of those through whom he has to work in the manner he thinks best. In matters of transfers, therefore, delegation of powers along with responsibility is extremely important. In view of this, the following recommendations are made:---

(A) Officers of the State Services of the rank of Deputy Heads of Departments and above should continue to be transferred by the government as at present. (B) The Heads of Departments should be authorised to transfer officers of the State Services of the rank of district level officers and below with the exception of the Superintendents of Police who, in view of various administrative considerations, may continue to be transferred by the government.

(C) With respect to officers of the Rajasthan Administrative Service who have to man posts in a number of departments, the following recommendations are made:

(a) The postings and transfers of officers of the Rajasthan Administrative Service in the senior scale or in the selection grade should continue to be done by the Appointments Department of the government as at present.

(b) The ransfers of Rajasthan Administrative Service officers in the normal time scale, other than those mentioned at sub-item (c) below, should be made by the Chief Secretary.

(c) When it is desired to post an officer of the Rajasthan Administrative Service in the normal time scale on any post in the Revenue, Settlement and Consolidation of Holdings Departments, the officers should be "allotted" to the Board of Revenue, which should be requested to issue orders regarding their actual posting. Posting of officers allotted in this manner to the Board of Revenue should be done by the Chairman and members concerned.

(d) Similarly, all officers proposed to be posted on posts in the Development Department, including deputation posts in Zila Parishads and Panchayat Samitis, should be "allotted" to the Development Commissioner who should issue their specific posting orders.

(e) If the posts of Regional Commissioners are revived, they may be empowered to transfer Sub-Divisional Officers, Assistant Collectors and Magistrates and Vikas Adhikaris within their respective jurisdictions.

Some of the members felt that these powers need not be delegated to the Commissioners even if these posts are revived.

(f) For the posting of Rajasthan Administrative Service officers in the normal time scale from one department to another, a committee, with the Chief Secretary as Chairman and the Chairman, Board of Revenue, the Development Commissioner and the Special Secretary, Appointments Department as members, should meet in the month of April every year and take appropriate decisions in the matter.

(D) Although it has been recommended that the powers to transfer officers of the State Service drawing salaries in a scale with a maximum of Rs. 800/- or less should be delegated to the Heads of Departments, because officers of the Rajasthan Accounts Service and the Rajasthan Statistical Service are appointed to a number of departments, the powers to transfer them should vest in the Finance Secretary (Revenue) and the Chief Secretary respectively.

(E) All officers of the subordinate services should be transferable within their respective regions by the regional level officers concerned. In the case of officers belonging to the development departments, the district level officers concerned, provided they are gazetted officers, in consulta ion with the Collectors, may be authorised to transfer such officers within the district. This would imply that whenever the officers of the subordinate services are posted to a particular region or district they should be placed at the disposal of the regional or district level officers concerned without indicating the post on which they should take On receipt of these orders, the regional or over charge. district level officers concerned should issue further orders regarding their actual postings. The transferred officers should only relinquish charge of their previous posts upon receiving the orders of 'he regional or district level officers concerned, under whom they are posted, regarding their actual places of posting. This procedure will ensure that the transferred officers will be able to join their new posts without marking time, awaiting orders and will also avoid complications in the issue of pay slips to such officers.

(F) With respect to ministerial services serving in offices other than the Secretariat, it is recommended that powers of transfers, wi hin their respective jurisdictions, of all staff, apart from office Superintendents and Stenographers, should be delegated to the district level officers concerned. Inter-district transfers may be made by the regional level officers or the Heads of Departments, as the case may be. The powers to transfer Office Superintendents and Stenographers should be delegated to the regional level officers for their respective regions. 5.8.4 (ii) The normal tenure of an officer on a post should be for a minimum period of two years and a maximum period of five years. In cases where the work is of a specialised nature or where familiarity with local conditions or circumstances is definitely an advantage to the government servant, a longer period of stay should be the normal rule. For posts of a general nature, the period of posting may be comparatively short, but in any case not less than two to three years. For various cogent reasons, a government servant should not continue on the same post for a period of more than five years. Apart from the fact that after this period he is likely to have already contributed to the optimum extent according to his ability and is thereafter likely to feel "stale", it is always better to prevent a government servant from consciously or sub-consciously developing local affiliations and prejudices which would normally be the case if he is allowed to remain on particular post for a very long time.

5.8.5 In most cases, an officer belonging to the subordinate service has to familiarise himself with the area in which he is posted and to get to know with a fair degree of intimacy the problems of the local people. This is particularly so of officers of the development departments. It is, therefore, recommended that the officers of the subordinate services should be permitted to continue in the same district for at least five years. Interregional transfers in their cases should be very rare and resorted to only in unavoidable contingencies such as promotions or appointment to selection or headquarter posts. This is necessary because, in this state particularly, the problems of different regions are fairly distinct and characteristic and it would be desirable for an officer who once becomes familiar with them to continue to serve in the region, so that he can make more useful contributions as he gains experience. Of course, exception will have to be made in the case of areas where conditions of living are particularly difficult, and in such cases the period of posting may be comparatively short.

5.8.6 (iii) The government have at present issued orders to the effect that all government servants drawing pay in scales with a maximum of less than Rs. 335/- per month should be posted in their home districts. While this is a significant concession to low-paid employees, the interests of the administration and the people should also be borne in mind in this context. Officers of the subordinate services in some form or the other exercise executive authority, and if they are posted to their home districts, there is great likelihood of their having local affiliations which would, in some cases, bias their actions or even lead to their participation in local politics which is most undesirable. The Committee is, therefore, emphatically of the view that the officers of the subordinate services should

not be posted in their home districts but should, to the extent possible, be retained in the same region to which they belong.

5.8.7 (iv) The Committee had made a specific query in its questionnaire regarding the interference in postings and transfers by superior authorities in the powers of the subordinate authorities. From the replies received, and from the views expressed by various persons who were interviewed, the Committee has come to the conclusion that there has been considerable undue interference by superior authorities in the powers of the subordinate authorities in this respect at all levels. Interference of this nature is one of the major causes of indiscipline in the services, and of frustration and demoralisation amongst them, and this has indirectly resulted in inefficiency to a great extent. This practice must be stopped at all costs. Ouite often such interference in powers of the subordinate authorities is verbal or indirect which makes the situation If there are very valid reasons for interference by any even worse. superior authority, then such reasons must be recorded and an order issued, in writing, by the higher authority. As one measure of putting a check to this practice, it is suggested that all transferring authorities should send a statement where orders have been issued by any authority other than the competent authority to the Head of the Department concerned and the Head of Department should send a consolidated six-monthly statement to the Appointments Department. This statement should form part of the annual administration report which the department is required to submit to the legislature.

5.8.8 Shri G. K. Bhanot felt that, to some extent, posts in various departments of the government should be graded into A. B and C categories and, while exception may be made in cases of officers of considerable merit, appointments to these posts should be made keeping in view the seniority of the officers concerned. Thus persons starting their service could go to 'C' category districts like Jaisalmer, Banswara, Persons with 9 to 10 years of service could go to 'B' category etc. districts like Bhilwara etc. and very senior persons could go to 'A' The suggestion was made because it has category districts like Jaipur. been found that senior persons advanced in age have problems like education of children, illness in family etc. and they seek posting in They should be entitled to this also. The other members better places. of the Committee however, did not agree with this view as they felt that postings should mainly be governed by the criteria of suitability, merit and aptitude and should not necessarily be made on the basis of seniority, but, of course, seniority would only be one of the factors which should be taken into consideration in this respect. Besides, it would be rather difficult to grade the posts in all departments into three categories and even if this is done, those appointed to a post of a lower category than they think they are entitled to would nourish a grievance on this account and treat it as a sort of punishment. This would, therefore, give rise to frustration and dis-satisfaction, which would not be desirable.

5.9 **PROMOTIONS**.

5.9.1 The policy regarding promotions is one of the fundamental factors governing the conditions of service of all government servants and it is, therefore, vitally linked with the morale of the public servants. The principles adopted for giving promotions to government servants should, therefore, be carefully and scientifically determined. The following recommendations are made in this respect.

5.9.2 (i) Normally, services should be so constituted that a government servant may look forward to his first promotion within twelve to fifteen years of his joining service and for a second promotion, if he is not below average in ability, before at least five years of his actual retirement. If, due to unavoidable circumstances, this is not possible in any service, selection grades should be introduced to compensate for this disadvantage. Prospects of promotion, in addition to certain other factors, play an important part in sustaining the interest and enthusiasm of government servants in their work, which naturally add to efficiency.

5.9.3 (ii) Merit should be given adequate weightage in the matter of promotions, especially for senior appointments, to ensure greater efficiency in government functioning and also to provide adequate incentive to government servants to give of their best. It is, therefore, recommended that for all services, fifty per cent of the promotion posts should be filled on the basis of seniority-cum-merit as at present and fifty per cent on the basis of pure merit. To make this recommendation more tangible, those government servants who obtain more than $62\frac{1}{2}$ marks out of 75 in the assessment of their annual confidential reports according to the present government orders Appointments Department No. F. 1 (6) Apptts. 'D'/60, dated 31st August 1960 should be given promotion on the basis of seniority-cum-merit and those who obtain more than 65 marks out of 75 in the assessment should be given promotion in order of seniority against the quota fixed for merit promotions. If, however, in any year no person is found fit for promotion on the basis of meri^t, promotions in that year may be given on the basis of seniority-cum-merit.

5.9.4 As a corollary to this recommendation, the principle that a person who begins to officiate on a higher post earlier on a regular basis should be treated as senior to one who does so later, although in the next

lower cadre he may be actually junior to him, should also be adopted as otherwise an anomalous position will be created in that the seniority in the higher cadre may be constantly changing.

5.9.5 With the introduction of this system, the procedure of giving promotions on the basis of competitive examinations restricted to the government servants in the next lower cadre, according to the recommendations made by the State Committee on Training (reproduced at Appendix XVI) may be discontinued. The Committee feels that it would be fairer to judge merit on the basis of the assessment made by senior officers in annual confidential reports than purely on the basis of a competitive examination which gives no weightage to the actual performance of the government servants in the course of their preceding service careers. However, qualifying examinations should be introduced in certain cases, specially for promotions from the subordinate to the state services, in the manner recommended by the State Committee on Training (as reproduced at Appendix XVII).

5.9.6 (iii) For the screening of candidates before they are given promotion, special departmental promotion committees have been provided for in most of the service rules. Such committees should, without exception, be constituted for all services other than Class IV. It is the function of these committees to assess the confidential reports of the government servants concerned and make their recommendations regarding the persons to whom promotions should be given, according to the criteria fixed by the government in this respect. If the competent authority disagrees with the recommendations of the departmental promotion committee in any case, he should refer the matter to the next higher authority for orders. This procedure will inspire confidence in the government servants that their cases are judged with due impartiality and objectivity.

5.9.7 (iv) Posts carrying special pay for higher responsibilities, as distinct from special pay given for arduous duties, should not be treated, even by convention, as promotion posts and appointment to these posts should be made purely on the basis of merit-cum-suitability, as in view of the importance of these posts it would be desirable to select government servants on the basis of their competence.

5.9.8. (v) The posts of Heads of Departments are key posts in the governmental set-up and the efficiency of the departments depend to a very large extent on their abilities. It is, therefore, very important that officers who are selected to man these posts are of proved merit with the requisite initiative, drive and experience. In all cases where the posts of

Heads of the Departments are filled by promotion from amongst departmental officers, it is recommended that the selection of the Heads of Departments should be made purely on the basis of merit from amongst the Deputy Heads of Departments who are either substantive or have continuously officiated as such for a period of three years. This would imply that the posts of Heads of Departments should be treated as 'selection posts' and not as.'promotion posts'.

5.10 TRAINING

5.10.1 The principle that a government servant must be properly equipped to discharge the duties proposed to be assigned to him before he is actually appointed to the post is fairly obvious, needing hardly any elaboration. The State government had recently appointed a special Committee under the chairmanship of the Chief Secretary to examine the training programmes of all government services and recommend measures to ensure that these programmes are efficiently organised, properly coordinated, improved in content and brought in conformity with the existing requirements of the state and local administrations. The recommendations of this committee are fairly comprehensive and cover most of the important aspects of training of government servants, and therefore, we have not examined this matter in detail.

5.10.2 We would, however, like to emphasise that the staff appointed to the training institutions run by the government should be given proper guidance regarding the manner in which such training should be imparted. Special short-term courses may be organised in conjuction with one of the universities in Rajasthan, or with institutions of the nature of the Indian Institute of Public Administration, for the training of such staff members from time to time. The quality of instruction at the training institutions is likely to improve as a result of adoption of this measure.

5.11 PERSONNEL EFFICIENCY

5.11.1 Chances for promotion in the service careers of government servants are likely to relapse into routine effort or even become indifferent devised to provide adequate incentives and deterrents to ensure that government servants at all times are encouraged to put in their best effort.

5.11.2 In a system which does not provide for this, government servants are likely to relapse into routine effort or even become indifferent to their work when chances of promotion are not imminent. Government should, therefore, devise procedures for the periodic evaluation of the work of government servants, providing adequate encouragement to those who work well and pulling up those whose work is below the average. The following recommendations are made in this respect:—

5.11.3 (i) Incentives:—If a government servant gets 'outstanding entries for three years continuously in his confidential reports, he should be given one advance grade increment with cumulative effect.

5.11.4 If a person gets 'very good' entries in five annual confidential reports over a span of seven years, he may be given one advance grade increment.

5.11.5 Grant of advance increments in the above manner will not prevent him from getting further advance increments subsequently if he gets three consecutive 'outstanding' entries or five out of seven 'very good' entries in future years. However, the entries once taken into consideration for the grant of advance increments will not be considered again for this purpose.

5.11.6 (ii) Punishment.—Apart from specific punishments which may be meted out for specific defaults or poor work, it is recommended that if a person gets 'very poor' entries in his confidential reports for three years out of five, his grade increment should be automatically stopped without cumulative effect till he earns a satisfactory report.

5.11.7 Similarly, every five out of seven 'poor' entries should result in the withholding of one grade increment without cumulative effect.

5.11.8 The procedure prescribed in the Rajasthan Civil Services (Classification, Control and Appeal) Rules should be followed for enquiries in such cases, but it should be incumbent on the disciplinary anthorities to call for the explanation of the defaulting government servants who become due for punishment as a result of these recommendations and, after necessary inquiries in the matter, if they do not impose the penalty of withholding one grade increment as suggested above, they should send a copy of their orders explaining the reasons for not punishing the officials concerned to the reviewing authorities who should consider the matter and take appropriate decisions.

5.11.9 In the implementation of the above recommendations [items (i) and (ii)] regarding incentives and punishments, the following may be kept in view:—

(a) Once entries in the confidential reports have been taken into consideration for this purpose and rewards or punishments have been awarded, they should not be taken into consideration again and future computations should be based only on the entries earned in subsequent years.

(b) Apart from recording detailed observations in the prescribed forms for annual confidential reports, the reporting officers should also be required to categorise the government servants being reported on as 'outstanding', 'very good', 'good', 'average', 'poor' or 'very poor'. 'Outstanding', 'very good', 'goor' or 'very poor' entries should be generally endorsed by the next authorities senior to the reporting officers before cognizance is taken of them in the manner suggested above, thus eliminate personal bias to a considerable extent.

(c) The evaluation of annual confidential reports for this purpose should be done annually by the departmental promotion committees regarding which recommendations have been made separately. The authority competent to sanction advance increments in this manner should be the appointing authority, but he should do so on the recommendations of the departmental promotion committee.

(d) An opportunity should be given to the government servant adversely reported upon to represent against the remarks and his rating to the officer next higher than the officer awarding the entry and his decision in the matter should be treated as final.

5.11.10 (iii) Compulsory Retirement.—The rules at present provide for the compulsory retirement of government servants who have put in twenty-five years of qualifying service and who are considered to be below average. While security in government service is essential and should be guaranteed to the extent possible, it is equally important for the government to ensure that those who are not able to deliver the goods are not permitted to continue in government service beyond a certain period. If, after twenty-five years of service, a government servant is still not in a position to reach the desired level of efficiency, there should be no hesitation in retiring him prematurely on full pension. This will enable the government to obtain the services of better qualified hands. It is. therefore, recommended that the procedure for compulsory retirement should be extended to the subordinate, ministerial and Class IV services. In order to rationalise the method adopted to weed out inefficient hands in this manner, it is recommended that those who get sixty marks or less in the assessment of their annual confidential reports, after they have put in twenty-five years of service or at a later stage, should be compulsorily retired.

ANNUAL CONFIDENTIAL REPORTS.

5.12.1 The manner in which the performance of a government servant is judged and his merit evaluated is perhaps the most important single factor bearing upon his morale. Systems which are devised for carrying out such assessments should therefore be of a nature which inspire confidence and result in fair dealing. It is more or less a universal practice to evaluate the work of a government servant on the basis of the reports of his superiors, who have intimate knowledge of his ability and method of working. This is perhaps the best alternative available, but it is essentially prone to the errors of human judgement. The relationship between the reporting officer and the officer reported upon, the keenness with which the reporting officer watches the work of his subordinates and his personal attitudes and, what may be termed as idiosyncracies, do influence, to some extent, his assessment of the work of his subordinates. It is extremely difficult to completely eliminate these subjective factors in the present system of assessment, but a determined effort must be made to reduce the play of these factors to the minimum and introduce the maximum amount of objectivity in reporting. Strict instructions to this effect should be issued to all reporting officers and incorporated as a note in the forms of the confidential reports. The officers senior to the reporting officer have a significant role to play in introducing greater objectivity and in the elimination of personal factors in the recording of annual When they review the remarks recorded by the confidential reports. reporting officers, they should ensure that these entail a fair and objective assessment of the work of the government servants and any biased or erroneous remarks should be promptly corrected. The adverse remarks should be particularly examined and the views of the reporting officers recorded with regard to them.

5.12.2 The forms of the annual confidential reports should be such as bring out, as clearly and comprehensively as possible, the merits and nature of performance of a government servant. It is felt that the present forms are not sufficiently elaborate for this purpose and do not cover all aspects which should receive attention in this respect. Revised forms for the recording of annual confidential reports have, therefore, been suggested at Appendix XVIII. It is hoped that with the adoption of these forms, the assessment will be more objective and detailed.

5.12.3 It has already been recommended that wherever possible specific annual targets should be prescribed for officers to achieve. In order to determine the extent to which the task assigned to the officers concerned have been attended to by them, their supervising officers should maintain an ephemeral roll for each officer under them in which the targets and the extent to which he has been able to achieve them should be periodically noted. In addition, other remarks regarding instances of particularly good work or sub-standard work should also be noted. Remarks regarding the performance of the officer in his annual confidential report should be based, as far as possible, on this performance record to make the assessment objective and justifiable. It should be possible to maintain performance records for all officers other than those who are engaged in the Secretariat, in teaching, research or those who are working as District Collectors or as assistants to Heads of Departments and other officers. Even in these cases, to some extent, performance can be judged in terms of physical work done.

5.12.4 Apart from the exceptions indicated above, if any administrative department feels that it would not be possible to maintain performance records for any class of government servants in the state and subordinate services working in the department, the proposal should be put up for approval to the Chief Minister through the Chief Secretary to ensure that uniformity is maintained in this respect and wherever possible performance records are prescribed.

5.12.5 Before the annual confidential report is drawn up in respect of a government servant, he should be requested to prepare a note highlighting the important items of work done by him in the course of the year and the extent to which he has been able to achieve the targets assigned to him toge her with reasons for shortfalls if any. The reporting officer could then offer his comments with regard to the facts mentioned in this note, and also on other relevant points touching upon the physical as well as qualitative aspects of the work done by the officer concerned. This note, together with the comments of the reporting officer, should form an integral part of the annual confidential report of the officer concerned and should be taken into consideration when the confidential reports are evaluated for various purposes.

5.12.6 It is essential that all remediable defects noticed in a government servant should be immediately brought to his notice and with this end in view all such adverse remarks recorded in his annual confidential reports should be communicated to him in writing.

5.12.7 In this connection the following recommendations are made:—

(a) When an adverse entry is recorded in the annual confidential report relating to a remediable defect, it should be communicated to the government servant concerned, but while doing so, the substance of the entire report, including what may have been said in his favour, should also be communicated.

- (b) Where the report of a government servant shows that he has made an effort to remedy or overcome defects mentioned in the preceding report, the fact should be communicated to the officer in a suitable form and copy of such communication appended with his confidential report. This is important to provide necessary encouragement to government servants, who are making a conscious effort to overcome their defects and shortcomings.
- (c) If any mention is made in the general remarks regarding outstanding or notable work done by the government servant in the course of the year, these remarks should also be communicated to the government servant concerned, so as to give him the satisfaction that his efforts have been recognised.

5.12.8 Although specific government orders exist on the subject, it appears that some appointing authorities are not communicating adverse remarks regularly to the government servants concerned. There should be a 'Confidential Cell' in the office of each appointing authority where the annual confidential reports of all government servants appointed by him should be kept. It should be the function of this cell that an up-todate list of the postings of all government servants is maintained by the appointing authority and to ensure that their confidential reports are received by the 15th of May following the year to which they relate. Defaults should be brought to the personal notice of the appointing authority who should ensure that these reports are procured without any All adverse remarks should thereafter be communicated under the delay. signatures of the appointing authority to the government servants concerned before 30th June. Certificates should be sent by all administrative departments of the government and Heads of Departments to the effect that they have communicated adverse remarks to the government servants against whom these were recorded for the preceding year to the Appointments Department by 15th July. Subordinate appointing authorities should send similar certificates to their respective Heads of Departments according to the same schedule. The Appointments Department should watch the compliance of these instructions. The principle that any adverse remarks pointing out a remediable defect should not be taken into consideration for any purpose unless it has been communicated in writing to the government servant concerned, should be uniformly adopted.

5.13 DISCIPLINE.

5.13.1 Although the reasons for indiscipline amongst government servants, wherever it exists, cover a wider canvass, the immediate causes

may be summed up as follows:---

- 1. Outside interference in the normal working of the government machinery.
- 2. Adopting procedures which minimise the authority and control of the officers immediately responsible for supervision over the work of government servants. This involves issue of orders by higher authorities without taking the immediate supervisory officer into confidence and encouragement given by higher authorities to government servants to approach them other than through the normal prescribed channels for redress of difficulties or grant of favours.
- 3. Lack of fear of punishment generated partly through the lengthy procedures necessary for taking disciplinary action, partly through the hesitation on the part of the supervisory authorities to take action for ordinary defaults, and also in part due to the 'support' promised to the government servants by various influential persons.

5.13.2 The maintenance of discipline in the services contributes substantially to the efficiency of governmental functioning and any action which tends to minimise discipline must be scrupulously avoided. It is in the light of these considerations that in the revised forms suggested for the preparation of annual confidential reports, discipline has been included as a separate item for reporting. It goes without saying that serious cases of indisciplined action should be promptly taken cognizance of and strictly dealt with.

5.13.3 Disciplinary proceedings are semi-judicial in nature and should be treated with the requisite sanctity. The immediate supervisory officers should be delegated adequate powers of discipline and control over those who are working under them. Detailed recommendations have been made in this connection in Chapter VI. At the same time it should be ensured that all the disciplinary cases are dealt with on a priority basis by all officers, as apart from administrative considerations, it is undesirable to keep a government servant in suspense in disciplinary matters for unduly long as this is likely to detract from his efficiency. The cases of government servants placed under suspension specially be dealt with promptly.

5.13.4 All disciplinary authorities should send a quarterly statement to the Heads of Departments concerned and in cases where the Heads of Departments are themselves disciplinary authorities to the

administrative departments of the government once every quarter in the proforma indicated at Appendix XIX. Even in cases of disciplinary action taken by subordinate authorities, a six monthly review should be sent by the Heads of Departments to the administrative departments of the government for their information. These statements should be put up to the Secretary of the administrative department and the Ministerin-charge, for proper orders. The progress of disciplinary cases should ° be reviewed in all periodical meetings of departmental officers and in meetings of Heads of Departments with the Secretaries to the Government.

5.13.5 It has been noticed that in a number of cases disciplinary authorities do not follow the prescribed procedures on departmental enquiries with the result that either the enquiries have to be started de novo or the proceedings are declared null and void by judicial courts, thus making the whole action futile. Although detailed instructions had been issued by the government in the matter even earlier, such defaults persist. Government have recently published a booklet containing instructions relating to the conduct of disciplinary proceedings. The Heads of Departments should ensure that disciplinary authorities under them receive a copy of this booklet and that procedural irregularities in departmental enquiries are strictly avoided.

5.13.6 Departmental enquiries against officers of the state services are conducted by the Commissioner, Departmental Enquiries. It would be desirable to appoint separate officers for conducting departmental enquiries against the personnel of the subordinate and ministerial services also in all cases where major punishments are proposed to be imposed on them. The appointment of a special officer for this purpose would ensure that the prescribed procedures are carefully followed in the conduct of such enquiries, that the defaulting government servants have confidence that the enquiries have been conducted with due impartiality and would also relieve departmental officers of some workload and allow them more time to devote to other important duties. It is, therefore, recommended that three officers in the senior grade of the Rajasthan Administrative Service should be appointed for each of the regions in the State to conduct all disciplinary proceedings against the personnel of the subordinate and ministerial services in all cases where it is desired by the disciplinary authority to impose major punishments on them. The functions of this officer should be--

(i) To vet the draft charge-sheet prepared by the disciplinary authority. (For this purpose the draft charge-sheet together with the relevant file and all connected papers should be sent to the Regional Officer for Departmental Enquiries. (ii) On receipt of the explanation of the defaulting official, to conduct the departmental enquiry according to rules and send his findings to the disciplinary authority for the issue of final orders. If it is proposed to inflict a major punishment on the defaulting government servant, the regional departmental enquiry officer should also send a draft show-cause notice under article 311 of the Constitution of India, along with his report to the disciplinary authority. If the disciplinary authority agrees with the findings of the enquiry officer, he should sign the show-cause notice and serve it on the defaulting official and after considering his explanation, issue final orders in the matter. Copies of the final orders issued in such cases by the disciplinary authorities should be endorsed to—

(a) the reviewing authority along with the copy of the report of the Enquiry Officer,

(b) the Enquiry Officer.

5.13.7 In all cases where the Enquiry Officer feels that the orders issued by the disciplinary authority need modification, he should be authorised to make a reference accordingly to the next higher authority who should take a final decision in the matter according to rules.

5.13.8 The Regional Departmental Enquiry Officers should be under the administrative control of the Commissioner for Departmental Enquiries.

5.13.9 Appeals in Departmental Enquiries.—At present, according to the Rajasthan Civil Services (Classification Control and Appeal) Rules all government servants, other than those of the Class IV service, arc permitted a final appeal to the State Government against all orders imposing major punishments on them. In all such cases the State Government has necessarily to consult the Public Service Commission and this procedure not only results in considerable delay in the disposal of such cases but also considerably adds to the work of the Secretariat. There is no reason why the supervisory authorities in the departmental hierachy should not be in a position to mete out justice to government servants in disciplinary cases. They must be trusted to do so. It is. therefore, recommended that only two appeals should be permitted to government servant upon whom major punishments have been imposed, to the next two higher authorities to the officer competent to impose the punishments and a final appeal need not necessarily lie to the government, unless the competent authority or the next higher auhority in any case is the Head of Department himself. Recommendations have been

made in chapter III-C of this report for the constitution of Administrative Tribunals. Once these tribunals are constituted, such appeals as continue to lie at present to the State Government may be transferred to the Tribunals and their decision should be treated as final. It has also been recommended that till separate Administrative Tribunals are constituted, the Board of Revenue may be treated as the Administrative Tribunal for certain purposes, including hearing of appeals in disciplinary cases.

5.14 PREVENTION OF CORRUPTION

The question of corruption in public services has been 5.14.1 widely discussed and several measures have been taken in the past to minimise it. Integrity is essentially a human quality and linked with the If the right values are inculcated in a human character of a person. being from his very childhood at home and in his educational institutions, there is every likelihood of his behaving in an upright manner in future In the long run, therefore, processes will have to be devised to life. ensure that adequate emphasis is laid on character building in our educational institutions and homes. However, when a person enters government service, he is in a position to use or misuse power and as such the essential features of his character are naturally displayed in bolder Adequate checks and safeguards should, therefore, be applied to relief. ensure that, firstly, he is not placed in position where there is a strong temptation for him to give vent to his weakness, and secondly, if he does so, effective steps are taken to prevent him from doing so in future. All supervisory officers should undertake periodical surprise visits and inspections and should particularly check the work of the officials entrusted with duties of the nature described above.

5.14.2 The following recommendations are made regarding the prevention of corruption:---

5.14.3 An effort should be made to create right values in the government servants during the training period and in the initial years of their service. Adequate emphasis should be given to straightforward and upright behaviour by officers with whom the new entrants are attached during the training period or under whom they work in the initial years of their service.

5.14.4 Supervisory officers should be requested to keep a strict watch on the integrity of their subordinates, specially those who occupy positions which provide opportunities for corrupt practices. For all officials dealing directly with public, clear and well defined instructions should be issued by the Heads of Departments and offices regarding the manner in which they should behave and conduct their business. The immediate supervisory officer should keep a careful watch on the manner in which such officials discharge their duties. 5.14.5 Proper arrangements should be made in all government offices having public dealings for the reception of the members of the public, the hearing of their suggestions and grievances or the receipt of their applications, so that there is no scope for subordinate officials to resort to corrupt practices while attending to them.

5.14.6 Procedures in all matters relating to the public should be clearly defined and should not be amenable to changes or modifications at the will of the official dealing with the public. The strict enforcement of these procedures should be direct responsibility of the supervisory officers.

5.14.7 Delays in the disposal of business often lead to corruption, as people who wish to get their work expedited some times have to offer pecuniary incentives for the purpose. All Heads of offices should, therefore, ensure that no undue delay takes place in their offices, specially in matters with which the public is directly concerned and serious cases of delay should result in prompt remedial action.

5.14.8 As far as possible, officials of proved integrity should be appointed to posts where chances of misuse of authority to be defined by corruption are greater. Such posts should be defined by each Head of Department with respect to his own department and confidentially communicated to all supervisory officers. All supervisory officers should send an annual report to the Head of Department concerned indicating that they have satisfied themselves that all officials posted in the course of the year to the posts in question were of proved integrity. Under no circumstances should officials whose integrity is doubtful be placed in such positions.

5.14.9 Public complaint boxes should be introduced in all government offices having substantial public dealings. Detailed recommendations have been made in this respect in the chapter on Public Relations.

5.14.10 There should be a vigilance organisation attached to all Heads of such departments as have considerable public dealings. The functions of this organisation should be:—

(a) To devise procedures for the internal working of the department which would ensure that the incidence of corruption or opportunities for the misuse of authority are minimised.

(b) To look into all cases of unnecessary delay in the disposal of cases or the misuse of power in the Department and to enquire into specific complaints of corruption. 5.14.11 The officer incharge of this organisation should be of the rank of the Deputy Head of Department and he should discharge this function in addition to his normal duties as this would not be a whole-time job. In cases where the work load of this nature is particularly heavy, he should be assisted by some nucleus staff which may be inspectorial, ministerial or technical in nature according to requirements in each case. This organisation should maintain adequate liaison with the Anti-Corruption Department for all matters relating to corruption.

5.14.12 Any complaint regarding corruption or serious misuse of power received by the District Collectors against non-gazetted government servants serving in the district may be got enquired into by him, and if he is satisfied that a *prima facie* case of corruption is made out, he should forward the case to the Anti-Corruption Department for further necessary action. If he feels that only departmental action should be taken in the matter, he may refer the case to the departmental officer exercising authority. This, however, will not, in any way, detract from the authority of the departmental officers in enquiring into such complaints themselves. Further recommendations have been made in this connection in Chapter X.

5.14.13 The State Anti-Corruption Board should primarily concern itself with the following functions:—

(i) Periodical reviews of the progress regarding the anticorruption measures adopted by the State Government and suggestion of improvements in these.

(ii) Review of the action taken by various departments to minimise corruption and satisfy themselves that these were appropriate.

(iii) Review of the functioning of the Anti-Corruption Department and the work done by it.

5.14.14 In no case should the Board examine cases of departmental enquiries relating to corruption before final orders are passed by the government or the competent authority. Action taken in such cases could, however, be reviewed by the Board subsequently to ensure that these were adequate and it may make recommendations to the government in this respect.

5.14.15 While it is essential that corruption amongst government servants should be effectively checked, it is also important to ensure that adequate precautions are taken to prevent the harassment of honest and straightforward government servants by interested parties through false complaints. Complaints regarding corruption are particularly delicate in that they reflect on the character of the government servant concerned. Before formal enquiries are made regarding complaints of corruption, it should be ensured through confidential enquiries that a prima facie case The signed statement of the complainant should invariably is made out. be taken in all such cases, and in case it is proved subsequently that the complaint was false or malicious, the complainant should invariably be criminally prosecuted, unless there is a possibility of the complaint being correct and it is not proved for want of evidence. Whenever officers of the Anti-Corruption Department make enquiries against government servants, to the extent possible, the departmental officer under whom he is serving should be taken into confidence. In enquiries against officers of the State or Subordinate services, the Collector of the district should also, as far as possible, be taken into confidence.

5.15 SUPERANNUATION, RE-EMPLOYMENT AND EXTENSION IN SERVICE.

5.15.1 In view of the fact that the State Government have decided to extend the superannuation age of all government servants from 55 to 58 years, re-employment or extension in service beyond this age should not normally be given, unless the post in question requires special qualifications or experience and no government servant in the cadre eligible for appointment to the post possesses these. Under no circumstances should re-employment or extension in service be allowed against nontechnical cadre posts.

5.15.2 There should be a screening of government servants before they attain the age of 55 years and those who, on the basis of the assessment of their annual confidential reports, are rated as below average, i.e. they do not obtain $62\frac{1}{2}$ marks out of 75 in the evaluation of their confidential reports, should be retired from government service by giving them the prescribed notice. All those who are average or above average, i.e. those who obtain $62\frac{1}{2}$ marks or more out of 75 in the evaluation of their confidential reports should be permitted to continue automatically in government service up to the age of 58 years.

5.16 LEAVE.

5.16.1 The Government have already delegated powers to grant leave, other than special disability or study leave, to district level officers for all gazetted officers subordinate to them. All Heads of offices have been delegated powers to grant leave up to two months to members of the subordinate, ministerial and Class IV services. As far as the district level officers are concerned, the powers already delegated are quite adequate. However, the same powers should be delegated to Heads of Departments and Deputy Heads of Departments with respect to all gazetted officers serving under them.

5.16.2 At present, for a number of services, no provision has been made for leave reserve. For some services there are neither any leave nor any training reserves. The work of the government servants in these services naturally suffers during their absence on leave or training. In some cases it becomes difficult to deal with arrears if the government servants are away for a fairly long time. The provision of a certain minimum of leave and training reserves is essential, so that arrangements for the disposal of work in the absence of government servants in these contingencies may be made. In order to limit the financial liability on this account to the very minimum, it is recommended that such leave reserves should be sanctioned in accordance with the following restricted scale:

(i) Where the cadre strength is below 200-Five per cent of the cadre strength.

(ii) Where the cadre strength exceeds 200—Five per cent of the cadre strength for the first 200, plus two per cent of the additional cadre strength.

5.16.3 Although the number of reserves may not prove to be adequate some times to enable officiating arrangements to be made in all leave or training vacancies, at least the more important of these posts can be filled up.

5.16.4 Study Leave.—Study leave is at present permitted to only those government servants occupying certain technical posts, who have been substantively selected and put in five years of approved service. The Committee feels that higher studies are not only advantageous to the government servants concerned but also to the State Government in that the knowledge and efficiency of the government servant who undertakes higher studies is certain to improve as a result thereof. It is, therefore, recommended that the rules for study leave should be suitably liberalised. It should be allowed to government servants holding non-technical posts and also to those who have put in less than five years of qualifying permanent service provided they have been regularly recruited according to the rules and they undertake to serve the State Government for at least five years, and in default thereof to re-imburse the government the salary received by them during the period of such study leave. The first recommendation has been made because government servants occupying administrative or general posts are also likely to improve their performance after undertaking higher studies and, therefore, should be given an opportunity to do so; the second recommendation has been made in view of the fact that government servants naturally wish to undertake higher studies when they are still young and the knowledge imbibed in the cducational institutions is still fresh in their minds.

5.16.5 For the same reasons as for study leave, it is recommended that a larger number of government servants should be permitted to execute higher studies while in government service. Government have already issued orders to the effect that five per cent of the government servants belonging to any cadre may be permitted to undertake higher studies up to the graduation stage. It is recommended that this percentage should be raised to twenty, and even post-graduate studies may be permitted to be executed, provided the government servants concerned undertake to attend office regularly and do not demand leave for preparation for the examinations. Such permission should, of course, only be granted by the Heads of offices concerned after they are satisfied that this will not dislocate normal working of their offices.

5.17 WELFARE OF SERVICES.

5.17.1 Due consideration should be given to the welfare of government servants, not only by the government, but by the immediate officers, who supervise the work of government servants. An effort should be made to understand the difficulties of the government servants and to remove them, in both official and personal matters. All government servants should be encouraged to make suggestions for the improvement of the administration, specially in the spheres in which they are engaged and due consideration should be given to these suggestions. Special suggestions made by government servants, in cases where particularly useful suggestions are made, should be suitably rewarded either through the award of advance increments, cash prizes, honoraria or issue of special certificates. Such suggestions could be of the following nature:—

(i) Those which result in significant improvement in administrative procedures,

(ii) Those which result in substantial economy to the State Government or which lead to effective plugging of leakages or improvements in its revenues,

(iii) Those which contribute to a considerable degree of improvement in technical efficiency of government departments.

5.17.2 The government nave already taken a number of steps to provide facilities and concessions to its employees. Keeping in view the existing arrangements, the following recommendations are made regarding further action which may be taken in the matter:---

5.17.3 (i) Medical Facilities.—In addition to the immediate members of the family of the government servants, the following should also be treated as members of their family for purposes of provision of free medical facilities according to rules:—

(a) Parents of government servants, who are wholly dependent on them and have no other source of income,

(b) Widowed sisters or daughters, who live permanently with the government servants and are wholly dependent on them.

5.17.4 (ii) Travelling Allowance.—Upon retirement, the government servants should be given travelling allowance for the journeys from their last places of posting to their permanent residence at the normal transfer travelling allowance rates. Such travelling allowance bills may be permitted to be drawn in advance with the approval of their immediate superior authorities.

5.17.5 (iii) Organisation of Co-operative Societies of government servants:—In some places where a large number of government servants are posted, co-operative societies have been organised for limited purposes. It is recommended that the organisation of such co-operative societies should be encouraged on a wider basis. These co-operatives may discharge the following functions:—

- (a) Advance credit for approved purposes,
- (b) Operate consumers' stores and canteena.
- (c) Organise savings schemes,
- (d) Raise benevolent funds for the members,

(e) Organise welfare and recreational activities, such as service clubs, libraries, reading rooms etc.

5.17.6 Government should also participate in the share capital of the co-operatives on a matching basis. As far as possible, government should make the following facilities available to such co-operatives free of cost:—

(a) Buildings for easteens, clubs, reading rooms, likescies etc.

(b) Meeting the pay of managers of the co-operative societies and the canteens on a tapering basis for a period of three to five years, within which period these societies should become financially more viable.

5.17.7 Departments of the government which employ a large number of work-charge staff and labour should organise adequate labour welfare activities and the Labour Department should render suitable assistance in this matter.

5.17.8 Service associations already exist for a number of services in the State, and for the Secretariat, a S aff Council on the lines of the Whitley Councils in the United Kingdom has also been functioning for some years. The Government of India have recently constituted a highpowered committee to consider this matter in detail. The recommendations of that committee may be considered by the State Government when their report has been finalised.





ADMINISTRATIVE PROCEDURES

स्टर्भ करते। सन्दर्भव जयते

CHAPTER VI

ADMINISTRATIVE PROCEDURES

6.1.0 The procedures devised for the disposal of government business have considerable bearing on the efficiency with which the work is done in government offices and departments. In effect, it is the sum total of the quality of personnel engaged in public service and the procedures devised for the transaction of work, which determine the efficiency of an executive organisation of the government. Of late, considerable research has been done in several countries regarding the techniques of office management and administration. "Organisation and Methods" or "Organisation and Management" as it is variously termed, has become a regular science claiming the attention of number of research workers and administrators,

6.1.1 The Government of Rajasthan constituted an Organisation and Methods Division directly under the Chief Secretary's control in the year 1955. This organisation has made substantial contribution to the improvement of administrative procedures in the State in the years that followed. A note has been appended to this report indicating in brief the functions and work done by this organisation so far. The Committee's recommendations will naturally supplement what has already been done in the field of office administration and the reforms already introduced in this field have been taken cognizance of and have not been repeated.

6.1.2 The following recommendations are made:---

6.2 DEPARTMENTAL MANUALS

6.2.1 In order to ensure that government servants discharge their duties efficiently and with confidence, it is essential that they should know what exactly is required of them, their own functions and those of others directly related in the official hierarchy and the procedures to be followed regarding the disposal of business. For this purpose, the framing of departmental manuals is indispensable. Some time back, government had issued instructions to all departments requesting them to prepare their manuals without any delay. However, it is observed that a number of departments are still functioning without regular manuals and, in some cases, the manuals had been prepared long back and have The Committee would like to emphasize the now become outmoded. great need for the preparation of departmental manuals with the least possible delay. For this purpose, some Heads of Departments indicated that the publication of the manual was delayed as considerable time was In view of the fact that taken in the Secretariat for its examination. the manual is merely a collection of instructions already issued by the government from time to time and does not involve the issue of original orders on any point apart from routine procedural matters, the preparation of the manuals should be largely left to the Heads of Departments It should be their responsibility to obtain the orders of the concerned. government on any of the fresh instructions sought to be included in the The Heads of Departments should also ensure that the manual manual. contains all the general instructions issued by the Organisation and Once the manuals are Methods Division regarding office procedure. prepared in this manner by the Heads of Departments, examination in the Secretariat should not take more than three months. It would be preferable if important instructions in the manuals are discussed at personal level by the Secretary of the administrative department, a representative of the Organisation and Methods Division and the Head of the Department concerned to expedite matters. Fairly emphatic instructions have already been issued by the Government from time to time for the preparation of departmental manuals. Although some progress has been made, a number of departments are still working without regular manuals. It is very important to ensure that all departments prepare their manuals with the least possible delay. It is, therefore, recommended that the Chief Secretary should take upon himself the task of ensuring that due importance is given to this work by all government departments. Till the manuals are prepared, he may call for monthly progress reports from the departments concerned. In departments which are preparing the manual afresh, or in which the manual has to be revised very considerably, one of the officers of the department of the rank of a Deputy Head of Department should be exclusively spared for this work for two to three months, so that the work is completed expeditiously. In important departments, where no officer can be spared in the manner suggested, an Officer on Special Duty may be appointed for three to six months to attend to this work. In any case, government should ensure that all departments have regular up-to-date manuals within a period of six months or so.

6.2.2 In the introductory part of these manuals a brief indication should be given regarding the responsibilities of the department in relation to the people and the other departments of the government and the role of the department as a part of the over-all functioning of the State Government.

6.3 DISTRIBUTION OF WORK

6.3.1 All Secretaries to the Government and Heads of Departments should immediately ensure that all officers of the status of Heads of Offices and above have issued detailed instructions regarding the assignment of duties to all government servants working under them. While distributing work amongst the officers and the staff, it should be ensured that such distribution is even and commensurate with the qualifications, training and experience of the government servants concerned. Uneven distribution of work as well as the assignment of duties which cannot be adequately discharged by a government servant because of his not possessing the requisite qualifications, training or experience, often detract from the quality of the work done and usually lead to delays in the disposal of business.

6.3.2 In particular, it is recommended that when Additional Heads of Departments are appointed, as distinct from Joint or Deputy Heads of Departments, the Heads of Departments concerned should divide the work suitably between themselves and the Additional Heads of Departments and the work assigned to the Additional Heads of Departments should normally be finally disposed of by them and should not be referred to the Heads of Departments. Of course, the Additional Head of Department should keep the Head of Department informed regarding important decisions and statistics relating to the work dealt with by him. Only in this manner will substantial relief be available to the Heads of Departments.

6.4 DELEGATION OF POWERS

6.4.1 In this age of ever-increasing specialisation and the progressive involvement of the government in a wide range of activities encompassing not only administrative matters but also sizeable tasks of economic and social development, it has become extremely necessary to develop a corporate spirit in all governmental organisations. Even in normal times, it is desirable that senior officers should encourage their subordinates to display initiative and take decisions on their own with confidence. This not only develops their stature and gives them maturity and confidence, but also helps to expedite the disposal of business. In the present circumstances, it has become, more or less, impossible for one man in any governmental organisation to concentrate the majority of powers and functions in himself. If there is a tendency to do so, it will only result in accumulation of work, delays in disposal, non-attention to really important issues which can be obscured in the maze of detailed activity, and also a hesitation on the part of subordinate officers to accept responsibility and act with confidence. At all levels of governmental functioning, therefore, there is an inevitable need for decentralisation of powers and functions. However, this has to be done keeping in view the necessity of ensuring that the quality of work does not degenerate and those to whom additional tasks are assigned in this manner are adequately qualified and experienced to discharge them. Proper training of staff at all levels is, therefore, a natural corollary to the process of delegation of authority.

6.4.2 The guiding principles for delegation of powers should be:--

(i) The man on the spot who is actually called upon to deliver the goods should be given adequate authority to enable him to take day-to-day decisions with regard to his work. It is only in cases which have no precedent or which are not covered properly under existing laws, rules or government orders that reference should be made by him to senior officers,

(ii) All Heads of Offices must have adequate powers of control and discipline over the staff attached to them,

(iii) Within the approved budget provisions, maximum discretion should be allowed to the Heads of Offices to utilise the funds placed at their disposal,

(iv) Only such matters as require specialised knowledge, superior experience or involve a question of policy should be referred to the higher authorities for decision.

(i) Development Commissioner	Chairman.
(ii) Secretary of the Administrative Department	Member.
(iii) A representative of the Finance	
Department	Member.
(iv) Head of the Department concerned	Member.

The Committee should also invite the views of regional and district level officers of the departments concerned before taking a final decision in the matter. The delegation of powers by the Heads of Departments to their field officers at various levels is as important, if not more, in ensuring speedy disposal of government business and effective action on the spot, as is the delegation from the government to the Heads of Departments. The Committee would like to emphasize that this matter should be closely scrutinised and a certain degree of uniformity brought about in the delegation of powers to field officers in all departments of the government, commensurate, of course, with the qualifications, training and experience of the officers concerned.

6.4.4 In brief, the following are the types of powers and functions which should be delegated to the lowest competent level possible:---

(i) A recurring task or problem for which it is possible to establish a specific policy or action pattern for the guidance of the officers exercising the power;

(ii) Decision in routine matters which require plain interpretation and application of laws, rules and government orders;

(iii) Decisions in technical matters which the officer concerned is qualified to take in view of his qualifications, training and experience;

(iv) Adequate powers to utilise the budget provisions placed at the disposal of the subordinate officers.

6.4.5 The following concepts follow as natural corollaries to the principles of delegation and should, therefore, be given adequate emphasis and attention:---

(i) The senior officers should ensure that the officers to whom powers are delegated do, in effect, exercise these powers and do not make unnecessary references to higher levels. Whenever senior officers receive references in matters regarding which powers have been delegated to the subordinate officers, the papers should be returned to the officers competent to take decisions for disposal without any comments. This procedure will eliminate the tendency of making unnecessary references upwards and avoiding the taking of decisions. It also follows from this premise that delegated authority should not normally be interfered with, unless the orders passed by the competent authority are patently irregular or incorrect and need rectification, (ii) The senior officers should, through a carefully devised pattern of inspections, through personal contacts and with the aid of periodical reports and returns, ensure that the officers to whom powers have been delegated exercise these powers judiciously and after careful deliberation,

(iii) The senior officers should give adequate protection to their subordinates when they make legitimate mistakes within reasonable limits in the exercise of delegated authority, provided they are satisfied that the officers concerned have given adequate thought to the matter and exercised their best judgments. This will generate confidence amongst the junior officers.

6.5 APPLICATIONS AND REPRESENTATIONS-DISPOSAL OF

6.5.1 Connected with the principle of delegation of powers is the question of entertaining applications and representations by higher authorities in matters in which discretion has been vested at lower levels. It is recommended that the following principles should be observed with regard to the disposal of applications and representations from members of the public in administrative matters:—

(i) It will be incorrect for a senior officer to act upon any application or representation, unless it is of an emergent nature, until the officer who is competent to deal with it, has actually taken a decision on it,

(ii) Unless it is otherwise provided in any of the rules framed by the government, appeals or representations in administrative matters against the decisions of the officer competent to deal with it, should be heard in the first instance, by an officer who is immediately superior to the officer dealing with it, and if he too upholds the decision of the junior officer, only one more appeal or representation should be allowed to the next senior officer. Under no circumstances should any such matter be dealt with by an officer who is more than two stages senior in rank above the officer competent to deal with it. Of course, the higher authorities may call for factual reports regarding the action taken by the competent authorities in any such matter for their information, and if they feel that the decision is wrong or needs modification, they may issue necessary directions to the competent authority in the In such cases the higher authorities need not channelise matter. the applications or representations through the normal channels, as this results in considerable avoidable delay and unnecessarily increases the work in the intermediary offices, but may call for

reports directly from the competent authorities. In all such cases the competent authorities should send their reports to the authorities who call for them through their next senior officers, who may add their own comments in the matter if they so desire.

6.5.2 This procedure will avoid multiplicity of unnecessary work at the higher levels and will introduce an element of regulation in the procedure that is followed regarding the disposal of government business. The above principles would apply even to applications or representations received in the Secretariat. The Secretariat should not seize itself of, any matter on the basis of an application or representation, unless the Head of Department has applied his mind to it and taken a decision. Normally, the principle of looking into the matters which are at the first instance, dealt with two stages below at the most, i.e., at the level of Deputy Heads of Departments only, should be followed even by the Secretariat.

6.5.3 The overlooking of the proper channels of disposal of government business often tends to breed a sense of indiscipline amongest those dealing with the government. This tendency must be strongly discouraged and the best method of doing so would be to follow the principles enumerated above. In order to standardise the procedure suggested above, it is suggested that the government may issue definite orders to all concerned to follow this procedure rigidly.

6.5.4 In order to ensure that applications and representations from members of the public receive prompt attention, it is recommended that at the district and sub-divisional levels, special committees may be constituted comprising the Collector and the district level officer concerned in the former case, and the Sub-Divisional Officer and the sub-divisional level officer of the department concerned in the latter case, to review the position regarding the pending applications or representations and take appropriate steps for their early disposal. These committees should meet at least once every quarter. The meetings of the district level committees should be attended by the regional level officers of the department concerned and those of the sub-divisional level committees by the district level officers concerned atleast once in six months. The proceedings of the district level committees should be endorsed to the regional level officers and those of the sub-divisional level committees to the Collectors and district level officers concerned. The position regarding pending applications or representations from the public should be carefully examined by the senior officers whenever they inspect the work of their subordinate officers.

6.5.5 In each government office having public dealings a special register should be kept with Office Superintendent/Head Clerk, in which all applications or representations received from the public should finally be entered, and their progress watched till these are The pro forma for this register may be as indicated disposed of. applications from public Normally, the Appendix XXII. in other than routine ones, should be received by a gazetted officer and not by any member of the ministerial staff. If the officer feels that an immediate decision can be taken in the matter, he may record his decision and intimate the same to the applicant on the spot. If he is not competent to take a final decision in the matter, he should refer the applicant to the competent authority. If the matter is one, which requires further examination, he should normally inform the applicant of the approximate time which will be taken in arriving at a decision in the matter. Normally, final decisions on such applications or representations should be communicated to the applicant by post. Detailed recommendations regarding saleable forms have been made in the chapter dealing with public relations. If the applicant so desires, he can also be given a date on which he can be asked to come again to learn of the decision taken regarding his application.

6.6 ELIMINATION OF PROCEDURAL DELAYS IN GOVERNMENT OFFICES.

6.6.1 Considerable delays occur in government offices due to the observance of faulty procedures. The objective of good office procedure should be to ensure that a decision is taken as expeditiously as possible on all incoming papers. To ensure this, the following recommendations are made:—

6.7 (i) CONSTITUTION OF OFFICES.

6.7.1 In order to expedite the taking of decisions, it is desirable that in any government organisation there should be more officers who actually take decisions and less of staff who are provided for assisting the officer in the examination of cases. In some offices it is observed that a paper passes through numerous levels before it is actually put up to the officer who is required to take the decision. Very often a large number of these levels are completely redundant and should be eliminated. Normally, after the dealing assistant has examined a paper under consideration and recorded his note, the case should not be seen by any other member of the ministerial staff (except perhaps the Office Superintendent/Section Officer for establishment matters) and, at the most, by one officer, before the paper is put up to the officer competent to take a decision in the matter. This procedure should be strictly followed in all government offices.

6.7.2 Keeping in view the above recommendations, it will be necessary to change the composition of the office units in a number of cases. Such changes would involve increase in the number of officers and reduction in the number of ministerial staff. The pattern should be so worked out that no substantial extra financial liability is incurred on this account. The Organisation & Methods Division of the Secretariat should immediately undertake a detailed examination of the staffing patterns of government offices and should, in consultation with the administrative departments and Heads of Departments concerned, take necessary steps to revise the staff composition of all government offices in keeping with the above recommendations.

6.7.3 It would probably be difficult to make substantial changes in the structure of offices of the lowest level where there is only one gazetted officer, who is himself the Head of the Office. Detailed recommendations have been made in chapter III regarding the standard structural patterns for Secretariat departments and for the offices of Heads of Departments. The principles applicable to the offices of Heads of Departments may be extended, with suitable modifications, to subordinate departmental offices.

6.7.4 In all offices where there are two or more gazetted officers, the subordinate officers may be designated as officers-in-charge of specific sections of the office and they should assist the Heads of Departments/Offices in the work done in these sections, in addition to their normal duties. The Heads of Departments/Offices may delegate suitable powers to the officers-in-charge to dispose of routine matters.

6.8 (ii) OFFICE WORK.

6.8.1 (a) Dak.—One simple expedient which will introduce considerable efficiency in the disposal of government work is that the Heads of Departments/Offices should go through the papers received in the daily dak themselves. Since the Heads of Departments receive a large number of communications in dak, it would not be practicable for them to go through all the dak themselves daily. They may, therefore, peruse the dak coming from higher or equivalent offices and demiofficial letters received from subordinate offices and other sources. The other communications may be seen by the officers-in-charge, at the first instance, and they may put up important communications to the Heads of Departments for their perusal; the rest they should send to the office with necessary instructions. All other Heads of Offices should go through all the daily dak personally. While going through the dak papers, the officers should—

(1)' record suitable instructions to the officers/staff regarding the action to be taken in the matter wherever possible;

(2) retain all demi-official reminders with them, call for the relevent files and issue necessary instructions on the note-sheet or dictate necessary communications and an interim reply to the reminding office. Ordinary reminders should be specifically marked by name to the officer-in-charge/Office Superintendent who should follow the same procedure as suggested for demi-official reminders for the Heads of Departments. This procedure will ensure that the Heads of Departments/Offices keep themselves in constant touch with the working of their offices and matters which require their attention will naturally come to their notice. It will also incidentally ensure that reminders receive the attention that is due to them, which is very often not the case in the present system where the dak goes directly to the office.

(3) dictate suitable replies to demi-official letters received by them. If an immediate decision cannot be taken with regard to the matters referred to in such letters, an interim reply must invariably be sent to all demi-official communications.

6.8.2 (b) Receipt and Despatch.-In a number of offices, papers are diarised twice on receipt, once in the general receipt section and again in the section concerned. Considerable time is wasted in this process. It is, therefore, recommended that papers should be diarised on receipt on only one occasion, apart from the entry in the dealing clerk's In order to eliminate the delay involved in the centralised diary. receipting of papers, it is suggested that in offices having distinct sections, the incoming dak should be sent to the relevant sections after the perusal of the Heads of the Offices by the Office Superintendent/Head Clerk, and it should be diarised in the section itself. There should be no central receipt section in such offices. It should be the personal responsibility of the Office Superintendent/Head Clerk to ensure that dak papers reach the dealing clerks either on the same day or at the latest on the following The officer-in-charge should also examine receipt registers in order dav. to ensure this at least once a month.

6.8.3 Despatch work should be centralised and, like the receipt clerk, the despatcher should work under the immediate supervision of the Office Superintendent/Head Clerk, who should ensure that papers are despatched on the same day on which they are made over to the despatcher by the dealing clerks, if these are so made over one hour before the closing of the office; in the latter case the papers may be despatched on the next working day. Considerable time can be saved in the disposal of business if the receipt and despatch work is carefully supervised, and it should be ensured that the Office Superintendent//Head Clerk does so properly.

6.8.4 (c) Typing.—In some offices, typists are divided between sections with the result that there is often an uneven work-load with them. In all offices in which there are two or more typists, it is recommended that they should be pooled in a typing section which should be directly under the charge of the Office Superintendent/Head Clerk. The typists' registers of work done should be duly examined by the Office Superintendent/Head Clerk and he should ensure that the typists put in their daily quota of work and leave no papers unnecessarily pending with them.

6.8.5 (d) Supervision over Dealing Clerks.—One of the most important factors in expediting the disposal of business in government offices is adequate supervision over the work of dealing clerks. This involves primarily two important points—

(1) Incoming papers received by the dealing clerks should be put up in time, normally within three days, to the officer-in-charge. In order to ensure this all dealing clerks should put up a statement of pending papers under consideration, on the lines of the statement prescribed for the Secretariat, once a week through the Office Superintendent/Head Clerk to the officer-in-charge, who should take steps to ensure that there is no unnecessary accumulation of papers with any of the dealing clerks;

(2) No pending files are permitted to lie without action for more than a month. If communications have been issued to which replies are expected, reminders should be issued regularly to the offices concerned. Orders passed on files by the competent officers should be complied with by the office within three days of the passage of such orders, and all cases in which orders are not complied with within this time should be brought to the notice of the Office Superintendent/Head Clerk, who should take appropriate steps to expedite compliance.

6.8.6 Each dealing clerk should put up a statement of pending cases which are over six months, one year or two years old in the proforma indicated at Appendix XXIII to the officer-in-charge through the Office Superintendent/Head Clerk in the first week of every month. The officer-in-charge should take necessary action to ensure that old cases are disposed of as expeditiously as possible through personal efforts.

6.8.7 The Office Superintendent/Head Clerk should inspect the work of one clerk every day. The inspection notes recorded on these occasions should be brief and in the form of instructions to the clerk concerned, who should ensure compliance before the next inspection. Each clerk should maintain a separate half-margin register in which the inspection notes of the Office Superintendent/Head Clerk should be recorded and compliance noted. While inspecting the work of the dealing clerks the Office Superintendent/Head Clerk should particularly ensure that there are no papers unnecessarily pending with them, no pending files have been permitted to lie without attention, reminder diaries are properly maintained and used and the prescribed registers are maintained up-to-date.

(e) Proper Scrutiny of Cases .- On some occasions, several 6.8.8 back references are made by higher officers to subordinate offices before final decision is taken on the proposals received by them. This delays the disposal of the case and leads to unnecessary multiplication of work. It is, therefore, important to ensure that all proposals received from subordinate offices are carefully scrutinised at the appropriate level and if any clarifications are necessary, these are sought on the very first occasion, and multiple references avoided. In the Secretariat whenever such clarifications are sought, the proposal should be seen by an officer of the rank of a Deputy Secretary to the Government before this is done. Similarly, proposals received from subordinate offices in the offices of Heads of Departments, should be put up to at least an officer of the rank of a Deputy Head of Department before such a back reference is made. In order to ensure that proposals of a standard nature contain all the material particulars, standardised forms should be devised by the departments concerned for sending such proposals and these can be incorporated in the departmental manuals. Forms for general administrative proposals like sanction of staff, purchase of stores, sanction of contracts etc. may be devised by the Organisation and Methods Division of the Secretariat in consultation with the Finance Department.

6.8.9 (f) Reference Books.—It is very necessary to ensure that all offices are provided with the full complement of reference books that are required for the disposal of work in the office and it should be the duty of the Office Superintendent/Head Clerk/Dealing Clerk to ensure that these reference books are kept up-to-date. There should be no restrictions in the matter of reference books merely from the point of economy as this will

not only lead to delay in the disposal of work but will also prevent proper examination of cases. Officers who have to take decisions should have a separate set of the appropriate reference books with them. A number of important reference books are apparently not available in stock even with the Government Press. Such a situation should never be permitted to arise and as soon as the stock of reference books goes below 500, immediate action should be taken to reprint them, incorporating all up-todate amendments. The Government should ensure that within a period of six months necessary reference books are supplied to all government offices.

6.9 PERIODICAL RETURNS.

6.9.1 It is observed that a number of periodical returns are required to be sent by almost all government offices. The collection of relevant statistics and the preparation of these returns is often a time-consuming and laborious process. Government should therefore strictly ensure that only those returns or statistics are called for which can be usefully utilised. In a number of cases the same data is collected by a number of different agencies which leads to unnecessary duplication of work. It is, therefore, recommended that—

- (i) before any information of the above nature is called for from subordinate offices, it should be carefully ensured that the relevant information is not already available in any of the government offices;
- (ii) that the Organisation and Methods Division of the Secretariat should immediately review the position regarding the returns prescribed by the different administrative departments of the government and the Heads of Departments and examine their utility.

Such returns as serve no useful purpose should be discontinued forthwith with the approval of the Secretary of the administrative department concerned and the Minister-in-charge. Wherever possible duplication in the collection of data should be carefully avoided and the data collected by one agency should be made available to all other agencies requiring it for their use. The forms prescribed for the periodical returns should be standardised wherever possible, and if a large number of these returns have to be prepared, the forms should be got printed. Once such an examination has been carried out by the Organisation & Methods Division, no new returns should be prescribed by any department of the government without the concurrence of the Organisation & Methods Division,

6.10 BUILDINGS AND FURNITURE.

6.10.1 The atmosphere in which a government servant is required to work has a considerable effect on his efficiency and output. In these days, when the State Governments have to conserve their resources to the maximum extent for developmental activities, there is no harm if the specifications adopted for the construction of office buildings are modest and business-like. However, such factors as light, ventilation and sufficient moving space for the officials should be borne carefully in mind, so that the conditions in which the government servants are required to work are not unhealthy or depressing. Similarly, the furnishings, though not of very expensive material, should be adequate and well maintained. Adequate thought should also be given to cleanliness and orderliness in government offices and it should be the personal responsibility of the Office Superintendents or Head Clerks to ensure this. This aspect should invariably receive the consideration of the inspecting officers.

6.11 OFFICE EQUIPMENT.

6.11.1 In these days of rationalisation and mechanisation several devices could very usefully be adopted in government offices to save labour, space and time. In particular, it is recommended that all important government offices should be equipped with the following:

6.11.2 (i) Telephones or Inter-Communication Sets.—In all cases where a fairly large number of officers who have often to consult each other on official business, sit either in the same building or in buildings closely situated to each other, an internal telephone exchange or intercommunication sets should be installed for facility of discussions between them.

6.11.3 As a general rule, whenever discussions between different officers are necessary for the taking of a decision in any matter, it would be preferable to hold these discussions on telephone rather than make repeated written references.

6.11.4 (ii) Filing Cabinets.—Most of the offices are at present fitted with wooden almirahs with fixed shelves and usually the papers kept in such almirahs get disarranged very easily and are difficult to locate. It would, therefore, be in the interest of efficiency to introduce the standard steel vertical-suspension drawer type filing cabinets in government offices for keeping pending files. Apart from the time saved in the searching of files when required, this would also improve the general appearance of the government offices. 6.11.5 (iii) Franking Machines.—Considerable time is wasted by the despatchers in government offices in affixing postage stamps to the envelops and maintaining accounts of postage stamps. In offices which despatch a fairly large number of letters every day, it would prove very useful to instal franking machines. The initial cost of installation of these machines is fairly nominal (Rs. 600/- to Rs. 1000/- depending on the number of impressions) and thereafter only the value of the stamps actually used, which is mechanically recorded by the machines, has to be paid. The installation of these machines will, therefore, mean very little addition in expenditure. Incidentally, the avoidance of the use of postage stamps would reduce government expenditure on the stationery and printing charges on these stamps.

6.11.6 (iv) Minor Office Equipment.—There are a number of devices, such as sealing machines, automatic receipt stampers for incoming mail and visible card records for writing file references which introduce a considerable degree of dependence in routine matters and therefore save both time and labour. These devices are also fairly cheap and should be adopted widely in government offices. In a few cases, even some reduction in staff may be possible with the introduction of mechanical devices.







सत्यमेव जयते

CHAPTER VII

OF MATTERS FINANCIAL.

7.0 Reforms in financial matters mainly involve the rationalisation of procedures, judicious delegation of powers and ensuring that the accounts rules are such as promote efficiency rather than impose bottlenecks in the way of effective action.

7.1.0 DELEGATION OF POWERS.

Detailed recommendations have been made with regard to delegation of powers even in financial matters in Chapter VI—Administrative Procedures. It is appreciated that with regard to delegation of powers in financial matters, adequate care should be taken to ensure that there is the least possible likelihood of the misuse of these powers and that the government is not put to any unavoidable financial loss on this account. Yet, this should not result in any tardiness on the part of the government to trust the officers who possess the requisite qualifications and experience in exercising powers which are essential for the proper and efficient discharge of their duties. The Committee has made its recommendations keeping these criteria in view. An adequate system of checks and reviews should be developed to ensure that the powers which have been delegated are exercised properly and with due care.

7.1.1 With regard to financial procedures, the following recommendations are made:—

7.2.0 BUDGET AND FINANCIAL SCRUTTNY.

7.2.1 The Government have recently issued instructions to all departments informing them that they should incorporate the requisite details relating to all items of new expenditure proposed by them for inclusion in the budget so that the propriety of these proposals may be adequately examined by the administrative and Finance Departments before the budget is prepared. Once the budget is approved by the Legislature, the administrative departments should issue sanctions relating to all new items of expenditure without any further examination unless the budget provisions for any new item of expenditure have been altered by the Legislature. The cases in the latter category should be

This procedure will eliminate all the delays that re-examined separately. were necessitated in the past due to lump sum provisions being made for new items of expenditure and the details being examined after the budget provisions were approved by the Legislature. Delay in the issue of financial sanctions is one of the important factors responsible for inadequate performance in the field and some-times it even results in work of an inferior quality being done due to shortage of time. The Committee would, therefore, like to emphasise the importance of the above procedure and to recommend that it should invariably be followed by all government departments. Wi h the observance of this procedure, it should be possible for the administrative departments to issue sanctions relating to new items of expenditure early in the month of April The Finance Secretary should bring to the notice of the Chief each year. Secretary all instances in which sanctions are not issued before the end of April each year and the Chief Secretary should then discuss the matter with the Secretary of the administrative department concerned and expedite the issue of financial sanctions.

7.2.2 As soon as the Appropriation Bill is passed by the Legislature each year, the administrative department should intimate the budget provisions to the respective Heads of Departments. This should normally be done in the first week of April. The Heads of Departments, in turn, should intimate the budget provisions to all their drawing and disbursing officers within a fortnight of the receipt of these provisions from the administrative departments.

7.2.3 As far as standard institutions like schools, colleges, dispensaries and hospitals are concerned, the administrative department should, with the approval of the Finance Department, prescribe definite scales regarding the staff, equipment, stores and the contingent expenditure and these should normally be decened to have been automatically sanctioned once the establishment of the institution itself is sanctioned.

7.3 STANDARDISATION OF FORMS FOR PROPOSAL INVOLVING FINANCES

7.3.1 In order to avoid multiple back references with regard to new proposals having financial implications, the procedure suggested in Chapter VI, para 6.8.8 should invariably be observed. In addition, standard forms in which such proposals should be made may also be prescribed by the government in order to ensure that all the relevant particulars are incorporated in the proposals at the very first instance. As an illustration, it may be stated that standard forms should be evolved for proposals of the following nature:—

(i) Proposals involving creation of new posts;

(ii) Proposals for the purchase of equipment and stores the powers regarding which have been vested in some higher authority;

(iii) Proposals for extension of terms of temporary service of government servants;

(iv) Proposals to send government servants on training;

(v) Proposals for relaxation of age restriction;

(vi) Proposals for payment of special allowances, fees or honoraria to government servants;

(vii) Proposals for undertaking new works;

(viii) Proposals for examination of time barred claims.

7.4 REGISTER OF SANCTIONS

7.4.1 Every office in which proposals are received from sub-ordinate offices for sanction should maintain a separate 'Register of Sanctions' in which all proposals received for sanction in the office should be entered immediately on receipt. The form for this register has been suggested in Appendix XXVIII. This register should be put up to the Head of the Department/Office once every fortnight with a note indicating the reasons why each case is pending in the office. The Head of the Department/ Office must ensure that this register is properly maintained and prompt action is taken by the office in such cases which should invariably be dealt with on a priority basis.

7.5 SANCTION FOR CONSTRUCTION OF WORKS

7.5.1 Since it takes considerable time for the engineering departments to prepare detailed estimates and obtain 'echnical sanction therefor, it is recommended that the administrative departments should, in consultation with the Finance Department, and for Plan works, the Planning Department, issue a letter to the Chief Engineer, P.W.D. (B &R.) informing him of the new works that are proposed to be taken up in the forthcoming financial year. This information should be sent by the administrative departments on the basis of the budget proposals sent by them to the Finance Department. The Chief Engineers concerned may proceed to have the detailed estimates of the works in question drawn up and examined. Sanction for undertaking the works should, however, be issued after the budget proposals have been approved by the Legislature. This procedure will eliminate the delays that occur at present in the preparation of detailed estimates and will, therefore, expedite execution of construction works. It may be particularly pointed out that in the present system sanctions are issued in the month of April at the earliest and the summer months are entirely taken up in the preparation

of estimates. Hardly any construction work can be undertaken during the monsoon season with the result that the engineering departments, in effect, are left with only four or five months in the winter for undertaking construction works, which is grossly inadequate. The proposed procedure will enable the construction works to be taken up in the months of April to June also, as the detailed estimates will already have been approved when the financial sanctions are issued.

7.6 VETTING OF DRAFT SANCTIONS BY THE FINANCE DEPARTMENT

7.6.1 The Finance Department has, in consultation with the Accountant General, evolved standard forms for the issue of the usual financial With regard to all these matters, the draft sanctions need not sanctions. be sent again to the Finance Department as this unnecessarily delays the issue of sanctions and adds to the work of the Finance Department. All financial sanctions should be issued under the signature of an officer of the rank of a Deputy Secretary or above in the administrative department and they should be fully competent to ensure that the sanctions adequately incorporate all the intentions of the administrative and Finance Departments recorded on the relevant file. In any case, a copy of the sanction is sent to the Finance Department, and if 'hey have any observations to make, they may take up the matter with the administrative departments. However, in cases in which standard forms have not yet been evolved and the Finance Department feels that it should vet the draft sanction before issue, it may specifically request the administrative department to refer the draft sanction to them for vetting before it is issued.

7.7 THE FINANCIAL YEAR

7.7.1 While the financial year commences on the 1st of April, the 'Agriculture', 'Co-operative' and 'Banking' years commence on the 1st of July and the 'Revenue' year on the 1st October. There are several weighty arguments which would justify the commencement of the financial year on 1st July rather than on the 1st April. A few important considerations are summarised below;

(i) As already explained above, it becomes difficult for the engineering departments to undertake construction works in the summer months as this period is usually spent in the issue of sanctions and the preparation of detailed estimates. This leaves the engineering departments with an effective working season of only four or five months in winter. If the financial year commences from the 1st July, the sanctions could be issued and detailed estimates prepared during the monsoon season and the works taken up immediately after the rains, which would give the engineering department a working season of approximately nine months, which is very desirable.

(ii) Since the recoveries of government dues from the agriculturists are mainly effected after the harvest of the 'Rabi' crop in the months of April, May and June, in order to have a rational assessment of all State revenues derived from the agriculturists, it would be more convenient to have the financial year commencing from the 1st of July. There would be other subsidiary advantages in having the same working year for financial matters in the government as at present obtains for the co-operative institutions and banks. It is appreciated that a decision in the matter cannot be taken by the State Government alone unless the Government of India and the other States also adopt the same principle. However, the matter is of sufficient importance to be discussed at the All-India level as the advantages that are expected to flow from this change in the reckoning of the financial year are considerable. It may be mentioned here that a similar recommendation was made by the Committee on Plan Projects (Building Projects Team) which was constituted by the Government of India to examine, among other things, complete details of the Public Works Department and the works programmes undertaken by other non-official and autonomous agencies.

7.8 AVOIDANCE OF EXCESSIVE SPENDING OF FUNDS TOWARDS THE CLOSE OF THE FINANCIAL YEAR.

7.8.1 The following appear to be the main reasons for excessive spending towards the close of the financial year in a number of instances:

- (a) delay in the issue of sanctions;
- (b) delays in the supply of stores and equipment by tenderers;

(c) the fear in the minds of drawing and disbursing officers that the funds once sanctioned in any financial year may not be made available in the subsequent year and, therefore, even if the conditions for the utilisation of funds are not optimum, there is a tendency to incur the expenditure;

(d) administrative and procedural delays.

7.8.2 Recommendations have been made separately for the avoidance of delays resulting from most of the above contingencies. With regard to item (c) above, it is recommended that all cases in which funds had lapsed in the previous financial year due to shortage of time available to the departments concerned for utilisation, should be reviewed by the administrative and Finance Departments, and wherever there is adequate justification, provision should be made for the purpose in the supplementary budget of the following financial year. The supplementary

budget should be presented to the Legislature in the monsoon session. The feeling that the funds provided in the budget in any financial year will, in all probability, be made available again in the succeeding financial year, if adequate justification is available for their non-utilisation, will, to a considerable extent, avoid excessive spending of funds towards the close of financial year on this account.

7.9 STORES PURCHASE

7.9.1 With regard to the purchase of technical stores such equipment, etc., the as medicines. scientific and engineering Heads of Departments concerned should be directed to invite tenders on the basis of their budget proposals for the subsequent financial year in the month of October in the preceding financial year. Their final recommendations should be sent to the Stores Purchase Committee by February in the preceding financial year. The Stores Purchase Committee must take a final decision regarding the rate contracts in the first fortnight of April and the approved rates should be communicated to the Heads of Departments and other indenting officers concerned at the latest by the 1st of May each year, so that these articles may be purchased in good time. Similarly, the State Stores Purchase Organisation should also intimate the rate contracts for various articles within their direct purview to all indenting authorities by the 1st of May each year and all preliminary formalities must be completed before that date. It has been noticed that in some instances, the Stores Purchase Organisation has prohibited the purchase of even those stores by government departments for the purchase of which no alternative arrangements were made by it. This hampers government work and, therefore, Stores Purchase Organisation should not prohibit the purchase of any stores for the purchase of which no suitable alternative arrangements have been made. The purchase of stores in time is an essential pre-requisite not only for the efficient implementation of programmes, but also for ensuring that the public is not put to any unnecessary inconvenience which often results from the late availability of stores and equipment.

7.9.2 Some time back, the Government had constituted a Stores Purchase Committee and arrangements for purchase of a large number of articles used in government offices have been entrusted to this Committee. The Committee enters into rate contracts with regard to each of these articles and the indenting authorities are required to purchase the articles from the contracting firms. This procedure probably has some advantage in that in some cases the articles are supplied at somewhat cheaper rates when bulk supply orders are placed. This advantage is, in a number of instances, considerably outweighed by the disadvantages that are inherent in the system. Apart from delays in the arrangement of supplies which often dislocate the working of government departments and institutions. there is hardly any method of checking that the articles supplied by the contracting firms conform in specifications and quality to the samples approved by the Stores Purchase Committee, as these samples are not available with the indenting authorities who receive the supplies. Unless there is an adequate inspecting agency to ensure that the quality of the supplies made to the government departments and institutions is of the requisite standard, this disadvantage in centralised purchase can hardly This would, however, be an expensive proposition. It is. be overcome. therefore, recommended that centralised purchase should be resorted to with respect to only standard articles for which there is no possibility of variation in the quality. If there are a number of 'makes' of the same articles, then quotations for the different 'makes' should be obtained and rate contracts entered into for all standard 'makes', so that the indenting authorities may purchase these articles according to their respective All other articles should be purchased locally. It is requirements. observed that another committee which was recently appointed by the government to suggest ways and means to relieve technical officers of routine administrative duties has recommended that District Stores Purchase Committees may be constituted for entering into rate contracts with local firms for the supply of articles which are required by two or more departments in the district. This procedure could well be adopted for a number of common articles.

7.9.3 The Stores Purchase Organisation has not yet been assigned to any Head of Department and one of the Deputy Secretaries in the Finance Department is given the work of this Committee in addition to his other duties. It would be desirable to make regular arrangements for this Committee. The Printing and Stationary Department is one of the heaviest purchasing departments in the government and its present work load is such as would admit of the assignment of some additional duties. It is, therefore, recommended that the Director of Printing & Stationery should also be made the Head of the Stores Purchase Organisation in an ex-officio capacity and this post should be manned by an efficer of the administrative services.

7.10 PAYMENT OF BILLS

7.10.1 It is important to ensure that the bills for supplies made or services rendered to the government are paid promptly. This is necessary not only to avoid harassment to private parties and encourage them to deal with the government, but also from a purely economic point of view, as timely payment of dues will, in a number of cases, result in lower quotations being offered by private firms. It is understood that at present a number of private firms, while quoting their rates to governmental agencies, provide an adequate margin for delays in the payment of dues which naturally blocks their working capital.

7.10.2 In order to provide for expeditious payment of bills, it is recommended that a condition should be introduced in tender notice that if bills are paid within one month of full delivery of the articles to the extent of 90 per cent of the actual cost of stores supplied, a two per cent deduction in the total bill will be allowed by the contracting party to the It is necessary to retain the balance of 10 per cent of the government. actual cost of articles to ensure that the quality of the articles is of the prescribed standard and that the other conditions in the tender notice have been fully observed. If, however, any articles supplied are definitely sub-standard or not in conformity with the specifications given in the tender notice, these should not be accepted at all by the indenting autho-Once the articles have been, prima facie, accepted, the indenting rities. authorities should arrange for the payment of 90 per cent of their total cost within one month of the receipt of the full supply, and the balance of 8 per cent paid as soon as he has satisfied himself that the supplies have been made according to the order. The prompt payment of bills should receive the personal attention of all Heads of Offices and delays of more than a fortnight should be brought to his notice by the dealing assistants.

7.11 FINANCIAL MATTERS RELATING TO GOVERNMENT SERVANTS

7.11.1 One of the important factors which contributes to the efficient working of the government is that its employees should be paid their legimate dues regularly and without much harassment. An employee who does not receive his dues in time often tends to become discontended and is some-times even put to considerable financial hardship which naturally detracts from the quality of his work, apart from other considerations. With these considerations in view, the following recommendations are made:

7.12 PAYMENTS OF SALARIES

7.12.1 (A) Initial Salaries.—Delays in the payment of salaries mainly occur in cases of temporary appointments which are made pending regular appointment through the Public Service Commission (hereinafter referred to as Commission in this Chapter) which naturally takes sometime. In such cases the appointing authorities are authorised to make appointments for a period of six months, and thereafter the appointments can only be continued with the concurrence of the Commission. Often, due to various reasons, the concurrence of the Commission is not available even after the expiry of six months of initial appointment and, therefore, the salaries of the employees concerned cannot be paid in time. It is observed that government have already given considerable thought to this matter and have issued instructions permitting the payment of salaries in some cases till specified dates. if the concurrence of the Commission had not been received by the departments concerned. It also laid down that if the Commission, prima facie, agrees to the initial appointment of a government servant pending the selection of a candidate by the Commission, no further reference to the Commission need be made for the extension of the term of the candidate and his services may be continued till a candidate approved by the Commission is made available The latter decision will go a long way in alleviating to the department. the difficulties experienced at present in the payment of salaries to temporary employees appointed on an ad-hoc basis. The appointing authorities must strictly ensure that before temporary ad-hoc appointments are made by them in the manner indicated above, the prescribed requisition for the post is sent to the Commission. A copy of the appointment order, together with such relevant details regarding the person appointed as may be required by the Commission, should also be sent to the Commission as soon as the appointment is made.

7.12.2 In order to avoid stoppage of salary of the incumbents concerned after a period of six months (in some cases recently relaxed to one year by the government) to the government servant appointed in the above manner pending selection of a regular candidate by the Commission, it is recommended that the present condition that such appointments should be made for a period of six months unless the Commission agree to the further continuance of the incumbent on the post, should be amended and the period of such appointments should uniformly be extended to one year so that the decisions of the Commission are invariably made available before the expiry of the terms of such appointments. It should be laid down that copies of all such appointment orders, together with necessary particulars of the persons appointed, in the form referred to above (to be prescribed by the Commission), should be endorsed to the administrative department of the government, which should ensure that the appointments made are in accordance with the rules. If, government is of view that the appointments made are irregular, the appointing authority may be requested to immediately rescind the order and terminate the services of The checks enumerated above will amply ensure that the incumbent. irregular appointments are not made to posts which lie within the purview of the Commission, and at the same time will also ensure that government servants who are thus appointed are not deprived of their salaries, which in any case, will have to be paid for the period they have actually worked On receipt of these references, the Commission should on that post. satisfy itself that taking into consideration the circumstances the person concerned is eligible for appointment to the post, and if the Commission is so satisfied, it should communicate its agreement to the continuance of his appointment till an alternative candidate is selected by it for the post.

7.12.3 (B) Pay Slips.—In order to avoid delays in the disbursement of salaries to government servants, it should be prescribed that pay slips for the salaries of government servants from the Accountant General should only be required to be issued in the following three contingencies:

(i) On his initial appointment in government service;

(ii) When the pay scale of the government servant concerned is changed and;

(iii) When he is appointed from a non-special-pay-post to a special-pay-post and vice-versa or when the quantum of special pay and other allowances is changed.

7.12.4 (C) Payment of Leave Salary.-Difficulties in the drawal of leave salaries are experienced only by gazetted officers for whom 'leave salary certificates' are required to be issued by the Accountant General, indicating the amount of leave salary that is due to him. Since the principles on which leave salaries are calculated have been clearly defined in the rules, such an authorisation from the Accountant General is unnecessary in each case and cases of wrong drawal of leave salary can be detected by audit when the relevant vouchers are examined by them. It is, therefore, recommended that the system of issuing leave salary certificates for gazetted officers may be discontinued. The officer competent to countersign the travelling allowance bill of the officer concerned may be authorised to certify the leave salary that is actually due to him according to rules and the leave salary may be paid to the officers in accordance with such certification.

7.12.5 In order to avoid delays in ascertaining the titles for leave from the Accountant General for gazetted officers, it is recommended that if the officer desiring to proceed on leave certifies, indicating the basis of his presumption, that the leave of the nature and to the extent applied for by him is due to him, he may be sanctioned leave by the appointing authority subject to admissibility. Simultaneously, the Accountant General may be requested to verify his leave title. If, on such verification, it is discovered that the leave to the extent indicated by the applicant is not due to him, such extra period of leave may, in consultation with the applicant, be converted into other forms of leave according to rules. If no other leave is admissible, the period may be treated as extraordinary leave without pay. 7.12.6 In cases where government servants proceeding on leave are drawing compensatory allowance, the leave sanctioning authority is at present required to certify that the government servant proceeding on leave will be reposted on the same post on return from leave, and unless this is done, the compensatory allowances being drawn by the government servants concerned are not paid to them. It sometimes happens that the leave sanctioning authority omits this certificate and, through no fault of his own, the government servants concerned are deprived of their compensatory allowance. It is, therefore, recommended that the presumption should be that the government servant proceeding on leave will be reposted on the same post unless the leave sanctioning authority gives an indication to the contrary in the order sanctioning leave.

7.12.7 (D) *Pensions.*—Government have recently issued a number of instructions which should ensure, to very considerable extent, the prompt payment of pension to retiring government servants. There are three main factors which result in the delay of payment of pension to government servants.—

(i) Non-verification of service;

(ii) Late preparation of pension papers; and

(iii) Delay in obtaining no-dues-certificates from various service departments like the Public Works, Power, Water Works and Motor Garages.

7.12.8 With regard to the above, the following recommendations are made:---

(i) Verification of Service.—Government have already issued several instructions requesting the appointing authorities to have service of all the premerger employees verified with due despatch. It has also prescribed that in cases in which the relevant records are not available from which the service could be verified, secondary evidence, including an affidavit may be taken from the government servant concerned. This procedure should enable all appointing authorities to arrange for the verification of the service without any undue delay. The progress made in this direction should be personally reviewed by the Heads of Departments concerned once in six months. The Chief Secretary may also call for a six-monthly report of the progress made from all administrative departments till such cases are finally settled. With regard to employees appointed after the formation of Rajasthan, there should be no reason for the service records to be incomplete. For gazetted officers, the Accountant General maintains the service records. He may be requested

to bring to the notice of the Secretary of the administrative department concerned annually all cases in which service particulars have not been supplied to him by the departments concerned and the Secretaries concerned should take immediate remedial action in the matter. The officers concerned should, of course, from time to time, verify through personal inspection that their service records are complete. With regard to officers due to retire within three who are years, the Accountant General may be requested to bring all cases in which the service records are incomplete, to the personal notice of the Chief Secretary who should thereafter issue necessary directions for their early completion. With regard to non-gazetted employees, it is primarily the responsibility of the Heads of Departments/Offices concerned to ensure that their service records are kept up-to-date. Each Head of Department should issue necessary directions to ensure this and call for annual certificate from all Heads of Offices working under him to the effect that the service records of all non-gazetted employees working under him are complete in all respects.

(ii) Preparation of Pension Papers.—One senior officer in every department should be designated as Officer-in-Charge Pensions. It should be his responsibility to personally ensure that—

(a) action to prepare the pension papers of all retiring government servants is initiated at least one year before the date of actual retirement and that all preliminary formalities are completed before he actually retires, so that pension and other retirement benefits may be sanctioned to him as soon as he retires;

(b) the progress of pension cases relating to all employees who had retired from that department is reviewed once in a quarter and that necessary steps are taken for their prompt finalisation. He should bring to the personal notice of the Head of the Department concerned once every quarter all cases in which pension has not been disbursed to the retired government servants within one year of his retirement and the Head of Department concerned should personally ensure that such cases receive priority attention at all levels.

(iii) No-Dues-Certificates.—The provision that no-dues-certificates should be obtained from the government departments concerned before pension is sanctioned should be done away with. It is primarily the responsibility of the departments concerned to realise all dues to government servants in time. The appointing authorities should send a list of retiring government servants to the competent officers of the service departments concerned one year in advance of their retirement and request them to intimate all dues that may be outstanding against them. Necessary action to recover these dues should be taken before the government servant actually retires. If, in any case, this is not possible, the pension of the government servant concerned should not be withheld on this account. The consent of the retiring government servant may be obtained for the deduction of all government dues that may prove to be outstanding against him from his pension, and thereafter his pension may be disbursed to him, and such dues as may be outstanding recovered from his pension.

7.12.9 (E) Insurance.—It is noticed that often considerable delay occurs in sending the annual certificates regarding deductions made from the salaries of government servants on account of the payment of premia towards their insurance policies. The State Insurance Department should be suitably equipped to ensure that such certificates are sent without fail annually to all policy holders as no formal receipts are given to them when deductions are made and after considerable lapse of time verification of missing credits becomes a formidable problem.

7.13 PAY SCALES

7.13.1 The scale of pay prescribed for officers of the status of Deputy Heads of Departments in a number of departments is Rs. 550-30-820-EB-30-850-50-950. In view of the fact that the normal time scale for the State Services concerned is Rs. 285-25-510-EB-25-560-30-800, obviously the next higher scale available to these officers is not as attractive as it should be. As even the promotions from the normal time scale are usually available after a lapse of fifteen years of service, it is essential that the senior pay scale should be such as may be considered to be a distinct improvement on the normal scales, and should be attractive enough to serve as an adequate incentive to the government servants concerned. It is, therefore, recommended that the senior scale for such services should be Rs. 650-50-1250. On the same principle, selection grade for these services should be revised upward from Rs. 650-50-1250 with a minimum of Rs. 900 to Rs. 1050-50-1500.

7.14 RECEIPT OF GOVERNMENT DUES.

7.14.1 According to the present system of payment of government dues, in a number of instances, considerable difficulty is experienced by members of the public in depositing their dues. They have to prepare challans, have them checked by the administrative office concerned and the treasury, deposit the money in the bank, if it is a banking treasury and then return with the receipted copy of the challan to the administrative office to get his relief. It will be appreciated that the prescription of such an involved and time consuming procedure is not very fair to the citizen who merely wishes to deposit his legitimate dues. It is, therefore, recommended that:—

(i) For all government dues which are commonly deposited with any department (for instance, Sales Tax, licence and registration fees etc.) challan forms with the appropriate heads and other relevant particulars printed on it should be supplied to all offices of the department and any depositor may be supplied with these so that he may be able to deposit his dues straightaway in the bank and need not have the challan verified with administrative office or the treasury.

(ii) The public should be permitted to deposit all dues in as many government offices as possible through bank drafts and cheques. With regard to cheques received, a temporary receipt may be given at the first instance for the cheque and it should be specifically stated in the receipt that the discharge of the dues is subject to the encashment of the cheque by the bank. A final receipt may thereafter be issued once the cheque is honoured by the bank. Even if the adoption of this procedure involves a little addition in work in government offices, it is worth-while in view of the considerable saving in time and labour to the members of the public.

(iii) Common and standard government dues like fees for licence, including their renewal, registration etc., should be payable through revenue stamps. In the alternative, the forms in which such applications are sent should be saleable and their price so should be fixed as to include the total amount due from the applicant for the purpose in question. Orders on applications which have been appropriately stamped, or which have been made in the prescribed saleable forms, may be issued directly by the competent officer. It will no longer be necessary to deposit any money in the treasury or the bank for this purpose and all the harassment entailed at present in depositing these routine dues will be eliminated.

CHAPTER VIII

TECHNICAL EFFICIENCY

AND

INTERNAL EVALUATION

सन्यमेव जयते

CHAPTER VIII

TECHNICAL EFFICIENCY AND INTERNAL EVALUATION

8.1.1 In a democratic welfare State patterned on socialistic ideals, the government has to take upon itself a number of activities for the welfare of the people and the progress of the state which may be termed technical in nature. Naturally, the efficient management of the technical aspects of governmental functioning is an extremely important concomitant of administrative reform. Primarily, it is the responsibility of the officers who have been assigned technical functions to ensure that the requisite standards of performance are maintained not only by them, but also by their colleagues and subordinates. In all matters dealing with technical departments, this aspect must be adequately emphasised However, properly devised procedures which obviously focus attention to these matters, form an integral part of the functioning of government departments. In this respect, the following recommendations are made:—

8.2 INSPECTIONS.

8.2.1 A scientific system of inspections is an essential prerequisite to good administration. In technical matters it has still greater value. The following may be adopted as the guiding principles for inspections:---

(i) They should be constructive in nature, conducted with a view to pinpoint difficulties or shortcomings noticed and to improve the existing state of affairs. Although deliberate defaults or careless work should be taken notice of and action taken, the general tenor of inspection notes should be such as to encourage the officer whose work is inspected to put in a better performance in future. It would be better to refer to personal deficiencies or defaults noticed in the course of inspections separately, either through personal discussions or through demi-official communications and, as far as possible, criticism of a personal nature should be avoided in the inspection note as such. This is important for the morale of the officer concerned and the maintenance of his prestige vis-a-vis his subordinates.

(ii) Inspections should be thorough and should cover all important aspects of the functioning of the government servant concerned, but greater attention must be given to essentials. To ensure this, it is suggested that all Heads of Departments should devise special proformae in which the points which should receive the attention of the inspecting officers should be clearly indicated. These proformae should not be in a questionnaire form which requiire plain replies in the affirmative or negative, as this prevents a deeper examination of the issues involved. The inspecting officers should be required to record their observations in narrative form regarding the points mentioned in these proformae. It should also be clarified that these proformae are only for the guidance of the inspecting officers and de not, in any way, bind their discretion; they should be at liberty to make observations regarding matters which have not been included in these proformae, but which they consider to be relevant. The proformae for each category of inspecting officers should be got printed and supplied to them for their use. This procedure will ensure that inspecting officers devote adequate attention to at least the essential aspects of the work of the functionaries or offices they inspect. Government in

the Cabinet Secretariat have already issued detailed instructions on the point, but it appears that a number of departments have not yet taken action in accordance with these instructions. The matter is important and every Head of Department should have the needful done immediately.

(iii) Formal inspections should be conducted at regular intervals and if there are more than two officers who are required to inspect the same office or functionary, it would be desirable for them to so plan their inspections that the succeeding officer is able to examine the compliance made with regard to the inspection notes recorded by the officers who preceded him. Such co-ordination should be brought about by the senior most officer required to inspect the offices in question, and a roster of offices should be prepared by him in consultation with the other officers concerned in the month of December each year for the succeeding calendar year.

Apart from the formal inspections, all inspecting officers should make it a habit to undertake some surprise inspections. Surprise inspections play a great part in toning up the efficiency of government offices and functionaries.

(iv) Perhaps more important than the conduct of the inspection itself is the follow up of the action taken by the inspected office or functionary on the points mentioned in the inspection note. Normally, the inspecting officers should send their inspection notes within one month of the date of inspection. The officer whose work or office is inspected should report compliance item-wise to the inspecting officer at the latest within three months of the In all offices, which are subject to receipt of inspection note. inspections, a register of inspections should be kept in the manners indicated in Appendix XXXI. The regional level officers concerned should be particularly required to keep a careful watch over the position with regard to the inspections by officers and functionaries They should prepare a roster of inspections subordinate to them. for all district, sub-divisional and block level officers under their administrative control before the beginning of each calendar year as indicated above, and thereafter, call for quarterly reports from the officers concerned to ensure that the compliance is being made. They should also maintain a register in the manner indicated in Appendix XXXI, through which compliance of the inspections carried out by them and by other inspecting officers with regard to the offices and functionaries under their administrative control, should be watched.

(v) One of the items which should receive special attention in the course of inspections is the delay which has occurred in the disposal of work. Files, dealing clerk's diaries, periodical statements of pending cases and other relevant papers should be examined by the inspecting officers in order to ascertain whether the work was disposed of with due expedition. Serious cases of delay coming to the notice of the inspecting officers should be taken note of and, in some cases, even disciplinary action may be taken against the defaulting officials.

8.3 ASSIGNMENT OF TANGIBLE TARGETS FOR WORK TO BE DONE.

8.3.1 In all cases it is not possible to define in tangible terms the work that is required to be done by the government servants, nor can the work done by him be always measured in physical terms. However, there are a number of functionaries for whom specific targets can be prescribed regarding the work done by them in the course of a year. In all cases, wherever this is possible, it is recommended that such targets should be prescribed by each Head of Department, or such officer as may be nominated by him for the purpose, for the work to be done in the course of the year by the officers subordinate to him. Of course, it should be made clear that the performance of the officer will not be judged purely on the achievement of these targets and the quality of work done by him, as well as several intangible factors which define his work but which cannot be measured in physical terms, will also be taken into consideration; but the achievement of the targets prescribed will be an important aspect of the assessment of the work of the officer concerned. The targets in question

should be intimated to the officers concerned sufficiently in advance of the year to which they actually relate in order to enable them to plan their activities accordingly. The targets should be practical and well defined and should, to the extent possible, be framed in consultation with the officers concerned. The progressive achievement of the targets should be reviewed once every quarter by the regional and district level officers for officers subordinate to them, and by the Heads of Departments for the regional and district level officers. Recommendations have been made separately in Chapter V regarding the attachment of a performance record along with the annual confidential reports of government servants. The extent of achievement of physical targets should form an important part of this performance record. Each administrative department should examine, in association with the Efficiency Commissioner and the Organisation & Methods Division of the Secretariat, the possibilities of laying down specific targets for the officers serving in the departments under their administrative control at all levels, and thereafter should request the Heads of Departments concerned to lay down such targets.

8.4 EFFICIENCY AUDIT.

8.4.1 The Committee feels that a periodical "audit" of the efficiency of performance of technical and certain administrative departments is essential to ensure the maintenance of proper standards in the workmanship. Such audit should be both internal and external.

8.4.2. Internal Efficiency Audit.—Internal efficiency is primarily the responsibility of the Heads of the Departments concerned.

सत्यमेव जयत

(iii) To suggest ways and means to improve the performance of the technical departments.

8.4.4 Recommendations have been made in Chapter III-C for the appointment of an Efficiency Commissioner. One of the functions of the Efficiency Commissioner should be to make necessary arrangements for the conduct of external audit of the work of technical departments. In doing so, he should associate all India experts connected with the particular fields of activities to which the work relates. The appointment of a single expert for this purpose should be avoided and normally a team of experts in allied fields should be appointed as consultants. The experts should be such as are conversant with the most recent developments in the technical matters dealt with by them, so that their knowledge and experience may be of use to the State Government. Such audit should normally be conducted once in five years for each technical department, as the intention is not to have the day-to-day working of the office examined but to have the general quality of performance reviewed and improved.

8.5 TOURS.

8.5.1 Tours should be purposeful, intensive and well planned. Government have already prescribed specific scales for touring by district level officers and above. Administrative departments of the government and the Heads of Departments should undertake at least a quarterly review of the touring done by their respective departmental officers and communicate their views to the officers concerned for their guidance. It should be ensured that the tours which are actually undertaken are well planned and an earnest effort is made to understand the problems of the people upon whom the work of the department impinges. Apart from inspecting the work of institutions and functionaries, it is very important to meet as many people as possible in an effort to understand their problems and suggestions in the course of official tours. With this objective in view, it is recommended that touring officers should spend at least 2 or 3 days in a particular area in the course of their normal tours and study intensively the problems of the area and the quality of work done by the various departmental agencies. In this connection insistence on a certain minimum number of night halts for all touring officers is essential.

8.5.2 It is extremely important that all touring officers should record tour notes immediately after the tour and copies of these notes should be circulated to the functionaries whose work was seen in the course of the tour and to the next higher officer. 8.5.3 Tour notes not only serve to high-light points which come to the notice of the touring officers in the course of their tours and ensure that appropriate action is taken with regard to them, but also introduce an element of objectivity in the touring. The senior officers can keep themselves informed regarding matters relating to the activities of their subordinate officers through these tour notes. In order to ensure that tour notes are invariably recorded, it should be laid down that copies of these notes should be submitted to the counter-signing authority along with the T. A, bills of the officers concerned for all officers of the rank cf Deputy Heads of Departments and below.

8.6 DISSEMINATION OF KNOWLEDGE AND RESEARCH.

8.6.1 Research and execution are intimately connected with each The quality of performance of government departments, specially other. those dealing with technical matters, will necessarily suffer unless adequate arrangements are made for the conduct of research. Research, in this context, should be given a practical connotation, for it will necessarily have to be geared to serve the particular requirements of the departments concerned. It will, therefore, be more in the field of applied science and technology rather than fundamental research which should appropriately be done in specilized institutions. To the extent possible, facilities for research should be provided either in the departments themselves or in technical or academic institutions dealing with subjects related to the activities of the department. The requirements of each department will have to be assessed separately and facilities for research provided according to their respective needs. It is therefore recommended that each administrative department should, in consultation with Heads of Departments concerned and Heads of Research Institutions in allied field of activities at the all India level, all draw up its own scheme of research. Due care should, of course, be taken to avoid duplication, not only amongst departmental agencies and technical or academic institutions in the State, but also between the State agencies and the agencies at the all India level. Definite instructions should be issued to ensure that full advantage is taken of the results of research conducted either in India or by other State Governments. The Heads of Departments should subscribe to an adequate number of technical journals, published both within the country and in other countries. Some of these journals should be subscribed to by the regional and district level officers also. The technical departments should also become regular members of all India institutions in related spheres so that they may keep constantly in touch with their activities and benefit from them. Efficient arrangements should be made by each

department to ensure that their departmental officers and institutions make a positive and purposeful effort to study the "problems of the field" and communicate them promptly to the Heads of Departments concerned, who should, if they are in a position to do so, advise the officers or institutions concerned regarding the nature of action to be taken by them or, if the problems require further study or research, refer these problems to the appropriate research institutions. When suitable advice is rendered in such matters by the research institutions, these should be communicated to all the concerned officers, in the department. Prompt attention to field problems plays a great role in inspiring confidence in the people and improving the efficiency of the working of the departments. This matter should, therefore, receive the personal attention of the Heads of the Departments and all other departmental officers, and specific instructions should be issued in this respect by each Head of Department.

8.6.2 In order to give effect to the above suggestions, it is recommended that an 'Intelligence Cell' should be attached to the office of important technical Heads of Departments to:—

(a) keep in touch with research institutions both within the state and outside with a view to obtaining up-to-date information regarding the nature of research being conducted and the results of the researches done by them;

(b) study the technical journals subscribed to by the Heads of Departments and to 'feed' the departmental officers periodically with knowledge derived from these sources;

(c) bring to the notice of the Heads of the Departments all matters arising from the first two items above which can, in any way, improve the functioning of the department or result in economy to the State;

(d) study the problem referred to the Heads of Departments by field officers and other agencies and take necessary steps to refer these to the appropriate research institutions if no solution is available;

(c) undertake special studies, if possible, in conjunction with the Universities and technical institutions in Rajasthan, of various matters which are relevant to the efficient working of the department;

(f) edit and publish a periodical journal, mainly concentrated on matters relating to the department. (Detailed recommendations have been made in this respect by the State Committee on Training which has recently submitted its report to the Government. These recommendations have already been approved by the Government and should be implemented as soon as possible; as these will serve the purpose in view.).

8.7 RELIEVING TECHNICAL PERSONNEL OF THEIR ROUTINE ADMINISTRATIVE DUTIES.

8.7.1 Government have recently constituted a special committee to examine this matter and the Committee has submitted its report which has been generally approved by the Government. We are, therefore, not making detailed recommendations in this respect but would only like to emphasise that in order to enable the technical officers to devote adequate time to their technical duties, they should as far as possible, be relieved of routine administrative functions. In this connection. Sarva Shri H. C. Mathur and P. K. Chaudhary felt that the Deputy Heads of Departments in-charge of administration attached to the technical departments should also be technical officers and not administrative This, they felt, was necessary because these officers have to officers. perform a number of duties which require a considerable amount of technical knowledge; for instance, such matters as the purchase of technical stores. supervision over technical staff including conduct departmental enquiries technical defaults. of for departmental activities and even planning of require fair a degree of technical knowledge. Besides, the technical officers do imbibe a good working knowledge of service and accounts rules and office procedures to be able to discharge their functions even in the administrative spheres fairly effectively. It would, therefore, be preferable to appoint technical officers as the administrative assistants to the Heads of Departments rather than administrative officers.

8.8 RATIONALISATION AND SIMPLIFICATION OF LAWS AND RULES.

8.8.1 It is noticed that once laws are passed by the legislature or rules framed by the government, there is no systematic procedure to ensure that these are modified or amended subsequently according to changed circumstances. This is very important as defective legislation or procedures are not only likely to result in hardship to the people but also introduce lack of objectivity in the functioning of the government. It is, therefore, recommended that, to begin with, government should constitute special committees to examine all related laws and rules with a view to rationalising them and bringing them in conformity with the requirements of the present circumstances. The reports of there committees should be examined by the government and submitted with their views to the Subordinate Legislation Committee of the State Legislature. A final decision should then be taken regarding the amendments that may be made in the existing laws and rules. Thereafter, such special committees should be constituted once every five years to review all laws and rules on related subjects and recommend amendments or modifications in them, in the manner indicated above. The composition of these committees may be as follows:—

1. Member of Parliament from RajasthanChairman.2. Two members of Legislative Assembly
belonging to the majority party in the
Legislature.Members.

3. Two members of the Legislative Assembly belonging to the opposition parties Members. 4. Heads of the Departments concerned Member. Representative of Law Department Member. 5. 6. Representative of Finance Department (in case where the laws and rules in question have financial implications) Member. 7. Deputy Secretary to the Government in

सत्यमेव जयत

the administrative department

Member-Secretary.





LOCAL GOVERNMENT

A. PANCHAYATI RAJ

B. MUNICIPAL ADMINISTRATION

सत्यमेव जयते

CHAPTER IX

LOCAL GOVERNMENT

PART A

A. PANCHAYATI RAJ.

9.1.1 Government have recently constituted a Study Team with comprehensive terms of reference to examine most aspects of the working of Panchayati Raj in the State and to recommend such changes as may be considered necessary in the laws, rules and procedures relevant to the working of this scheme. As such, this Committee has not considered the matter in detail. However, we do feel that certain reforms in the working of this system will eliminate a number of weaknesses which are apparent to-day and will improve its working considerably.

9.2 PANCHAYATS.

9.2.1 Size of Village Panchavats.-The State Government recently reduced the size of the village panchayats to cover a population varying from 1,500 to 2,000 souls, unless the population of any one village is more than this, in which case, the entire village constitutes one village panchayat. The foremost consideration which probably weighed with the Government while deciding upon the size of the village panchayats was that this institution should be sufficiently near the people to enable an integral and active link to be developed between them and the village panchayats. The fact that on an average one pancha is elected by 110 adults is indeed indicative of the nearness of this institution to the people at large. However, through the reduction in the size of village panchayats, an inevitable disadvantage has crept in. Financially, these bodies are not viable units and, therefore, cannot undertake any substantial developmental activities. A number of them find it difficult to meet their normal administrative expenses. Nearness to the people has also prevented them from levying taxes which they are authorised to do. Financially weak bodies can hardly be expected to be administratively effective. Ways and means must, therefore, be devised to make these bodies financially viable and, therefore, more effective in the field of developmental and local administrations. Making them too large would break the direct relationship it now has with the adult body of the village. A compromise will, therefore, have to be effected between these two considerations. The actual size of village panchayats will have to be worked out taking into consideration these factors as well as some other relevant factors such as means of communication. No specific recommendation is, therefore, made regarding the actual size of the village panchayats, but it is suggested that the Government may give this matter their urgent consideration as it is important and is vitally connected with the effective working of these bodies.

9.2.2 Election of the Sarpanchas.-It is noticed that the Sarpanch, by virtue of the fact that he is directly elected by the people and is also a member of the Panchayat Samiti, which is the most effective body in the scheme of Panchayati Raj, assumes personal prestige and importance to a degree which is likely to over-shadow the status and importance of the village panchayats as institutions. This fact, along with several others, has already been responsible for the general lack of enthusiasm and interest on the part of the panchas in the affairs of the village panchavat and development activities. Democracy is essentially a system in which the collective opinion of a representative group is given greater weight than that of an individual and the primary role of the leader of the group should be to place the various issues before the group, assist and encourage it to consider them carefully and arrive at an appropriate decision. In his actions and deliberations, he should reflect the wishes of the group rather than his own, and thus act as a true representative and leader of the group. In order to devise a system which will progressively enable the Sarpanch to play this role, it is essential that he should be made directly responsible to the Panchayat and should function institutionally through the village panchavat. Tt. is, therefore, recommended that the Sarpanch should be indirectly elected by the panchas from amongst themselves, and not directly as is the system at present. The members who are co-opted to the village panchayats should, however, not be permitted to vote in the election to the office of the Sarpanch and in any 'no confidence' motion that may be brought against him. For all other purposes, they should be deemed to be full members of the village panchayats and should continue to exercise voting rights. Shri Kedar Nath was, however, in favour of the continuance of the present system of direct election of the Sarpanch and also desired that the Pradhan should be directly elected and not indirectly by the Sarpanchas.

9.2.3 Strengthening of Village Panchayats.—The Committee feels that in essence, Panchayati Raj should function in a manner which involves the participation of people at large in matters relating to their welfare. It is only because the will of the people cannot be directly ascertained in a practical manner that representative institutions become necessary. In examining any aspect of Panchayati Raj, therefore, the

foremost consideration should be to devise systems which will most sincerely and accurately reflect the will of the people. The village panchayats being the institutions which are located nearest the people should be expected to be intimately conversant with their problems and aspirations and take decisions in that light. These bodies should, therefore, be greatly strengthened and given more powers and functions commensurate with their ability to discharge these efficiently. For the present, they should have a strong say, if not the final say, regarding benefits which should be given by the Panchayat Samitis to individuals residing within their respective areas such as grants, loans, and supply of controlled commodities. Of course, since village panchayats do not directly have the benefit of appropriate technical advice, such matters as do require technical advice should be referred, within their recommendations, to the Panchavat Samitis. It would also be desirable for Panchayat Samitis to sub-divide the funds available with them for the allotment of grants, subsidies or loans according to their respective requirements panchayat-wise and invite the views of the village panchayats regarding the manner in which these should be disbursed. This procedure will not only ensure that financial benefits are more or less evenly distributed amongst different village panchayats but will also tend to give greater weightage to the news of the village panchayat in their actual disbursement.

9.3. PANCHAYAT SAMITIS.

9.3.1 Co-option of Members.—In a democratic institution it is desirable that considerably greater weight should be given to the views of the elected representatives and the members who are co-opted on these bodies should either represent the particular interests of the group they represent or assist the body, through their experience and knowledge, in arriving at equitable decisions in matters under their consideration. At present, it is noticed that a large percentage of the co-opted members occupy various elective posts in the Panchayat Samitis, including that of the Pradhan and Up-pradhan or the Chairmen of various Standing Committees. While there would be no objection to the co-opted members becoming Chairmen of Standing Committees dealing with activities in which they specialise, it would be very desirable that the posts of Pradhans and Up-pradhans are occupied by those who are regularly elected through the processes of democracy. In view of these considerations, the following recommendations are made:—

(i) Only the following persons should be co-opted as members of the Panchayat Samiti:

One woman, if no woman is a member of the Panchayat Samiti. One person belonging to the scheduled castes, if no member of the Panchayat Samiti belongs to any of these castes.

One person belonging to the scheduled tribes, provided the population of these tribes in the area of the Panchayat Samiti exceeds five per cent of the total population

One person from amongst the members of the managing committees of the co-operative societies in the Block.

The co-option of a 'Krizhi Nipun' is considered redundant in view of the fact that several Sarpanchas are well conversant with the intricacies of agriculture and understand the problem well. If any specialised knowledge is needed, they could obtain this from the officials of the Agriculture Department or even request progressive farmers of the area to attend the meetings of the Panchayat Samitis, whenever necessary. Progressive farmers could also be co-opted to the Production Standing Committees, if considered necessary and this would serve the purpose.

The provision for the co-option of two persons with experience in administration, public life or rural development is not at all necessary in view of the fact that the expert advice of the official agencies attached to the Panchayat Samiti, and even higher officers, is always available to the Panchayat Samitis. Besides, it is observed that the people co-opted under this provision are usually not better equipped to advise a Panchayat Samiti than most of the other members of the Panchayat Samiti themselves are. After careful consideration, therefore, the Committee feels that this provision should be deleted.

(ii) For all purposes, the co-opted members should be treated as full-fledged members of the Panchayat Samitis but it is felt that they should not vote in the elections to the offices of Pradhan or Up-pradhan as naturally the group amongst the Sarpanchas which already has a majority in the Panchayat Samiti will co-opt members with leanings towards them and this will increase their majority artificially to even a greater extent. In order to allow the processes of democracy to work unhampered, it is desirable that Pradhans and Up-pradhans should be elected directly by the Sarpanchas and the 'Pancha Members' (as recommended in para 9.3.2 below) from amongst themselves. In the case of motions of no confidence against these office bearers, the co-opted members should however, be permitted to cast their votes. 9.3.2 Election of Panchayat Samiti Members Through Proportional Representation From Amongst the Panchas.—In order to ensure that all shades of opinion are adequately represented in the Panchayat Samiti, it is recommended that Panchas should elect, on the basis of proportional representation, members of the Panchayat Samiti from amongst themselves equivalent in number to 25 per cent of the total Sarpanch members of the Panchayat Samiti. The Panchas thus elected will be full-fiedged members of the Panchayat Samiti for all purposes including the election of the Pradhan and the Up-pradhan.

9.3.3 Making the Jurisdiction of Blocks and Tehsils Coterminus.—From administrative and several other points of view, it would be desirable to make Development Blocks and Tehsils co-terminus. It is appreciated that such a delimitation of boundaries will be difficult to carry out as long as the Development Blocks are in different stages, but a phased programme should be drawn up for this purpose so that as and when Blocks are normalised, an effort should be made to make them co-terminus with the Tehsils. This measure will imply that there will only be one administrative unit at this level. Apart from the administrative convenience in all matters that is likely to result, the processes of planning and collection of statistics will be considerably facilitated. It will also lead to greater co-ordination and reduction in expenditure.

9.3.4 Executive Matters .-- It is felt that the Vikas Adhikari who is the chief executive officer of the Panchayat Samiti and is squarely responsible for the implementation of programmes in accordance with the directions of the Panchayat Samiti, has not been given sufficient powers over the other Panchayat Samiti staff so as to make him effective. This not only retards the implementation of development programmes but also often gives rise to a feeling of indiscipline amongst the staff attached to the Panchayat Samiti which is most undesirable. It is, therefore. essential that the Vikas Adhikari should be given adequate powers of disciplinary control over the staff. All powers exercised by Heads of Offices under the State Government with respect to the staff working under them should be given to the Vikas Adhikaris. This would imply that he should be given powers to inflict minor punishments on the ministerial staff, including teachers and village level workers attached with panchayat Samiti and full powers with respect to Class IV employees. With regard to Extension Officers, the State Government have already decided to delegate powers to district level officers to be exercised in consultation with the District Development Officers. This is a The Vikas Adhikari should, however, be satisfactory arrangement. empowered to inflict the penalty of censure on Extension Officers to enable him to exercise better supervision and control over them.

9.3.5 It is also necessary that all instructions to the Panchayat Samiti staff, including those from the Pradhan, should be issued through the Vikas Adhikari and not directly as in the interests of good administration, the maintenance of a single line of command is essential. The Pradhan could, of course, request the Vikas Adhikari to issue such directions to the staff as he thinks fit for the implementation of the decisions of the Panchayat Samiti. If the Vikas Adhikari feels that any orders or directions given by the Pradhan are illegal, irregular or not within his competence, he should record his views in writing accordingly and resubmit the matter to the Pradhan for consideration. If even after considering the points of view expressed by the Vikas Adhikari, the Pradhan still feels that the orders or directions given by him are correct and that the matter lies within his powers, he should record his views accordingly and request the Vikas Adhikari to carry out the decision. The Vikas Adhikari should then comply with the wishes of the Pradhan. If, however, the Pradhan does not record his views in the manner indicated above, the Vikas Adhikari need not carry out his decision, but all such cases should be reported in detail and with reasons by the Vikas Adhikari to the Panchayat Samiti and the Collector of the district. The above procedure should be prescribed in the relevant rules governing the transaction of business in the Panchayat Samitis and it should be made incumbent for the Vikas Adhikaris to record their views when they differ with the Pradhan in matters of the nature described above.

9.4 ZILA PARISHADS

9.4.1 With regard to Zila Parishads, opinion in the Committee was divided as to whether they should be given executive powers or not. It was unanimously agreed that the Zila Parishads should not be strengthened at the cost of the lower bodies i.e. the Panchavat Samitis and the village panchayats. The real difference of opinion was on the issue whether the Zila Parishads should be advisory or executive in character. One view was that in a system where there are three elective bodies situated so near each other as the Zila Parishads, Panchayat Samitis and Village Panchayats, only one of them should be made executively strong as otherwise there was great likelihood of friction developing between the different bodies which would undermine the very purpose that was in view when the scheme was launched. Since the Panchayat Samitis were sufficiently near the people as to reflect their desires and aspirations, and yet were administratively and economically viable enough to admit of proper planning in the administration of development programmes, it was felt that this was the most appropriate level to which the executive powers should be delegated. As a natural corollary, village panchavats

will have to function as subsidiary bodies to the Panchayat Samitis in developmental matters while in matters relating to local administration, they could function more or less independently. With most of the powers vested in the Panchayat Samitis, the Zila Parishands could at best be a body of elders to watch the activities of the Panchayat Samitis and render suitable advice and guidance wherever necessary. The District Development Officer is already a member of the Zila Parishad and the services of the district level officers are also available to it for all purposes. This arrangement read with the provisions of the relevant acts and rules is sufficient to enable the Zila Parishads to discharge their duties efficiently. However, it was felt even by the group which held this opinion that in some matters lying within the purview of Panchayat Samitis, the functions of the Zila Parishads should not be only advisory. and it should be incumbent upon the Panchayat Samitis to carry out the decisions of the Zila Parishads in these spheres. Such matters would be:

(i) Observance of national priorities in the preparation of long range and annual plans;

(ii) Taking of adequate measures to ensure the welfare of the weaker sections of the community;

(iii) To ensure that a certain minimum level of development was achieved in all areas in the district;

(iv) To make necessary arrangements for training of both officials and non-officials in keeping with the general directives of the State Government.

9.4.2 The Zila Parishads are already being consulted by the State Government in the preparation and execution of plans relating to the district. The link between the State Government and the Zila Parishads in this sphere should be further strengthened.

9.4.3 The views of Shri H. C. Mathur on the subject are reproduced below:---

"Panchayati Raj Institutions are not what we had visualised or dreamt about. Inspite of loud acclamations in favour of these institutions, there appears to be great reservation when the question of parting of real power and resources comes in. We had no experience when we pioneered the revolutionary movement but since then much water has flown down the Ganges. Many States have gone ahead and Maharashtra and Gujrat in particular have virtually established District Governments. As a consequence eventually the importance and authority of State Government will have to fade away considerably.

9.4.4 "In our pattern Zila Parishads are more than useless because they not only involve wastage but introduce inefficient bodies which mean frustration to the non-officials and irritate the officials and hinder their work. There is diarchy and dichotomy. There are conflicts and tensions.

9.4.5 "All concerned whom I met, they were a large number of Collectors, B.D.O's., Pramukhs, Pradhans, M.P's. and M.L.A's., were clear and unanimous in their views that Zila Parishads as they stand are uscless.

9.4.6 "New All India Services which we have agreed to constitute will also have their impact, and will have to be considered.

9.4.7 "We must place greater resources at the disposal of these instituaions and give substance to them or till we are prepared to do so, we may abolish them".

9.4.8 Shri P. K. Chaudhary did not associate himself with the views expressed by the Committee. He felt that since he was a member of another committee which was going into these matters in detail, he would like to reserve his opinion on the subject.

सत्यमेव जयते

B. MUNICIPAL ADMINISTRATION

9.5.1 It was the unanimous opinion of the Committee that there was considerable room for improvement in the functioning of the Somehow most of these bodies sufferred municipalities in the State. from the consequences of factionalism and group rivalries. In some cases this tendency was accentuated to such an extent that it brought the work of the municipalities more or less to a stand-still. Of course. there are exceptions, but comparatively very few in number. The financial position of most of the smaller municipalities was not at all satisfactory with the result that, apart from routine municipal functions such as maintenance of cleanliness, and provision of lights in public areas, they were able to undertake very few of the other activities assigned to them. The development works undertaken by even the comparatively bigger municipalities are limited in number and far less than desirable. Due to the paucity of funds, and consequently poor pay scales, as well as due to insecurity in service, the calibre of the persons drawn into the municipal service was generally not up to the mark with the result that It is in the light of all these considerations its performance suffered. that the following recommendations are made with regard to the improvement of municipal administration.

9.6 TERM OF OFFICE

9.6.1 In view of the fact that general elections to the Parliament and State Legislature are held once every five years and the period of reference for planning purposes is also five years, it would be desirable that the term of office of the elected representatives of the local bodies in both urban and rural areas should also be five years. In the case of those bodies which largely discharge administrative and development functions, it is all the more important that the term of office should be sufficient to permit the elected representatives to take effective action for the development of the area during their tenure in office. Reduction in the frequency in elections would also result in economy to the State exchequer (approximately Rs. 45 lakhs for each such election). In view of all these considerations, it is recommended that the term of office of municipalities and Panchayati Raj institutions should be five years instead of three as at present. From the point of view of administrative convenience, it is recommended that the elections to these podies should be held together half-way in between to general elections. The holding of the general elections and the elections to the local bodies separately is also necessary in view of the fact that the issues involved in the general elections are materially different from those involved in the elections to local bodies and it would be desirable to permit the voters to consider these issues separately on their own merits. Holding of both these elections jointly would only tend to confuse the issues and the voters.

9.7 COMPOSITION OF MUNICIPAL BOARDS.

9.7.1 Apart from the elected representatives, it is desirable that the municipal boards should have the benefit of expert advice with regard to its important activities. It is, therefore, recommended that the following may be nominated by the State Government as non-voting members of all municipal boards:—

- (i) A person with adequate administrative experience;
- (ii) An educationist;
- (iii) An Engineer; and
- (iv) A doctor.

9.7.2 If no person, who resides in the area is adequately qualified to be nominated in categories (ii), (iii) and (iv) above, the government may agree to make available the advice of resident government servants of the departments in question to the municipal boards by appointing them as consultants. They may be given some allowance for this purpose. The district level officers concerned should be permitted to appoint consultants to the municipal boards in this manner in consultation with the District Collectors.

9.8 ELECTION COMMISSION.

9.8.1 It is desirable that elections to local bodies, both urban and rural, should be conducted by an independent statutory authority. It is, therefore, recommended that a statutory post of Election Commissioner should be constituted for this purpose. He should hold office for a period of two years when the general elections to local bodies are due to be held. The Election Department of the Sta[†]e Government should provide him with administrative assistance in this matter. This office should be held by an officer of the Indian Administrative Service or the Rajasthan Higher Judicial Service, who is over 56 years of age and, therefore, due to retire after holding this office or who has already retired from government service.

9.9 ADMINISTRATIVE MATTERS.

9.9.1 Distinction between the policy formulation and execution .-- It is observed that at present the municipal boards do not maintain a proper distinction between policy formulation and execution. It should be statutorily laid down that while the Board as such should formulate policies, the execution of its decisions and the implementation of development programmes should be squarely the responsibility of the Chief Executive Officer of the Board and he should be given adequate powers to discharge these functions effectively. While the Board or its standing committees may review periodically the progress of implementation of various decisions and schemes, it should not interfere with day-The division of responsibility between the to-day administration. Municipal Boards and the Chief Executive Officers should be clearly and distinctly made in the relevant enactment to avoid ambiguity. The relationship between the municipal boards and the Executive Officers should be more or less on the same lines as that between the Panchayat Samitis and the Vikas Adhikaris. In view of this suggestion, it is also necessary that the status of the Executive Officers of the Municipal Boards should be suitably raised. The following recommendations are made in this respect:-----

(i) In the Jaipur Municipality, the post of Municipal Commissioner should be held by an officer belonging to either the Indian Administrative Service or one who is in the Selection Grade of the Rajasthan Administrative Service.

(ii) The Executive Officers of all Class I Municipalities should, for the time being, be officers in the senior scale of the Rajasthan Administrative Service. Subsequently, when the persons with adequate experience and qualifications are available in the Municipal Services, they may be appointed against three of these posts, the other posts continuing with officers of the Rajasthan Administrative Service.

(iii) For Class II Municipalities, there should be a separate State Service from which the Executive Officers should be drawn on deputation. These Officers will be eligible for promotion as Executive Officers of Class I Municipalities as indicated at item (ii) above.

(iv) Municipalities in Classes III, IV and V cannot afford the services of a whole-time Executive Officer of the requisite qualifications and experience, as such, they are employing Secretaries at present and the Chairmen of these Municipalities themselves supervise the executive work. This is not a satisfactory arrangement.

It is recommended that any gazetted officer stationed in the area of the Municipal Board or a Naib Tehsildar posted in the Tehsil having jurisdiction may be designated as ex-officio executive officer of such a Municipal Board. For this additional duty, they may be given some allowance. The Secretaries of these Municipalities should assist the Executive Officers in the discharge of their duties and should function directly under their supervision and control. The office assistance to the Municipal Boards may, however, continue to be rendered by the Secretaries in order to avoid an unduly heavy work-load with the Executive Officers.

With regard to the post in the Subordinate Services under the Municipal Boards, it is noticed that very often the calibre and experience of the persons employed is not of the requisite standard with the result that the services rendered by the Board suffered. It is, therefore, recommended that officers of equivalent status in the Subordinate Services of the State should be taken on deputation in order to ensure that qualified persons with the requisite training and experience man these posts.

9.9.2 Complaints and Disciplinary Action against Elected Representatives.—Enquiries into complaints against elected representatives and the taking of disciplinary action against them is really a semi-judicial process and should be conducted by an agency in the nature of an administrative tribunal. In order to avoid additional expenditure, it is recommended that the Board of Revenue may be declared to be the administrative tribunal for this purpose and it should be treated as the linal administrative authority with regard to disciplinary action against elected representatives, including their suspension or removal from office.

9.9.3 It is, however, not desirable that all complaints and cases of disciplinary action against elected representatives should be referred at the first instance to the Board of Revenue as, apart from other considerations, this will add substantially to its work-load. It is, therefore, recommended that District Tribunals should be two-member tribunals comprising the Collector and the District and Sessions Judge. It may be mentioned here that the views of the High Court were invited in this connection and they have agreed to the appointment of the District and Sessions Judges on these Tribunals vide their letter No. Gen./XV/49/63/ 7870, dated the 27th August, 1968 addressed to the Committee.

9.9.4 Powers should be delegated for the removal of elected representatives for reasons which may be prescribed, to the following:—

(i) Panchas	The	District	Collector,	(as	at
	pre	cent).			

- (ii) Sarpanchas and Members of District Tribunal with an appeal Panchayat Samities and Muni- to the State Tribunal. cipal Boards.
- (iii) Chairman of Municipal Boards of District Tribunal with an appeal cities with a population of less to the State Tribunal. than one lakh.
- (iv) Chairmen of Municipal Boards of cities with a population of one lakh and above.
 Two-member bench of the Board of Revenue with an appeal to the full Board.

9.9.5 Disciplinary action against the Pramukhs, the Pradhans and the members of the Zila Parishads should continue to lie within the purview of the State Government as at present.

9.9.6 Once an elected representative is removed from office as a measure of disciplinary action, he should be debarred from seeking re-election for a period of five years.

9.9.7 Appointment of Administrators.—It has been noticed that in some cases non-officials have been appointed as Administrators of Municipal Boards. This is not a desirable practice in view of the fact that non-officials who are residents of the area are often affiliated to one group or the other and, therefore, cannot function independently and without bias. It is, therefore, recommended that whenever Municipal Boards are superseded or their terms expire, before new elections are held, only government servants should be appointed as Administrators.

9.9.8 Inspections.—The Director of Local Bodies is also ex-officio Deputy Secretary to the Government in the Local Self-Government Department. He, therefore, has a substantial work-load. With the abolition of the posts of Regional Inspectors and Assistant Inspectors, the arrangements for the inspection of Municipal Boards need to be strengthened. For this purpose, as well as for enquiring into serious complaints against Municipal Boards or its employees, it is recommended that a post of Deputy Director, Local Bodies should be created. This post should be encadred in the Rajasthan Administrative Service. This officer should inspect annually all Municipal Boards of towns with a population of more than 50,000 persons and enquire into such complaints as may be referred to him by the Director of Local Bodies.

9.9.9 The inspections of other Municipal Boards should be conducted by the following:----

(i) Collectors and Additional Collectors—Between them they should inspect Municipal Boards with a population between 25,000 and 50,000 at least once a year and those with a population of less than 25,000 at least once in two years,

(ii) Sub-Divisional Officers—They should inspect the offices of Municipal Boards with a population of less than 50,000 at least once a year.

9.10 ADMINISTRATION OF ABADI LANDS

9.10.1 It is essential that town plans should be prepared for all Municipal towns as expeditiously as possible, as without these plans their growth is liable to be unsystematic and uneven and in some cases, even unhygienic. Once buildings and roads are constructed, it is difficult to rectify any mistakes that may have been committed with regard to their planning. If detailed scientific town plans cannot be prepared urgently for want of adequate staff, at least skeleton plans for all municipal towns should be prepared by the State Town Planning Organisation within a year or so. The Municipal Boards may be directed to administer the abadi lands strictly in accordance with these town plans.

9.10.2 It is noticed that often the Municipal Boards do not take effective action to prevent unauthorised encroachments on abadi lands. This not only results in loss of revenue to Municipal Boards, but also leads to the haphazard development of towns and cities. It is, therefore, recommended that firstly, the Collector may be authorised to remove unauthorised encroachments on municipal lands, if even after the notice the Municipal Board does not take action in the matter within the specified period and secondly, all Municipalities should be required 'o conduct an annual survey of municipal lands and send a certificate to the Director of Local Bodies to the effect that they have satisfied themselves through complete inspection of all vacant abadi lands that there are no unauthorised encroachments other than those in which action has been initiated by them. A list of cases in which such action has been initiated by the Municipal Boards should be appended with this certificate and a copy of the certificate should also be endorsed to the Collector.

9.11 PREPARATION OF DEVELOPMENT PLANS.

9.11.1 It is desirable that an element of planning should be introduced in the developmental activities undertaken by Municipal Boards. Since the revenue from the prescribed grants given by the State Government, as well as from the compulsory taxes which are levied by the Municipal Boards, can be accurately estimated, it should not be difficult for the Municipal Boards to prepare five year development plans for their guidance. While preparing these plans, as approximate in estimation as possible, may be made of the income that is likely to accrue from the sale of land, levy of optional taxes and sources other than those indicated above. After ratification by the Municipal Boards, these development plans should be sent to the State Government Once approved, annual development plans should be for approval. prepared by the Municipal Boards in the light of the provisions made in these five yearly plans and while approving the budget, the fact that this has been done should be ensured.

9.12 CONSTITUTION OF URBAN COMMUNITY DEVELOPMENT BLOCKS

9.12.1 The Committee notes that the State Government have already accepted the idea of constituting Urban Community Development Blocks in all Municipal areas. This would be a very healthy step in the development of urban areas and the scheme should be given effect to as early as possible.

9.13 FINANCIAL MATTERS.

9.13.1 The State Government has already appointed a separate Committee which is examining the financial position of Municipal Boards and making recommendations in this respect. This aspect of Municipal administration, therefore, has not been examined in detail by this Committee. However, it is recommended that assistance to the Municipal Boards in the form of grants and loans should be given on the basis of the following criteria:—

(i) Within the same class of Municipalities, a certain proportion of the assistance should be allotted purely on population basis.

(ii) To some extent, the assistance should be related to the voluntary taxation efforts of the Municipal Boards (not taking into consideration the compulsory taxes that have to be levied by them).

(iii) A certain percentage of the assistance should be related to local conditions obtaining in each town or city, but this should not be more than 25% of the total assistance. (iv) At present considerable difficulties are experienced by the Municipal Boards in the implementation of their schemes due to the delay involved in obtaining the approval of the State Government to their annual budgets. The Municipal Boards should be authorised to pass their own budgets through a majority vote and a copy of the budget may be sent to the State Government for information. If the State Government make any comments or suggestions, these should be communicated to the Municipal Board and their decisions notified to the State Government. Apart from elimination of delays in the approval of the budgets, even in principle, this degree of autonomy to Municipal Boards is a desirable feature.

9.14 WELFARE OF MUNICIPAL SERVICES.

9.14.1 It is recommended that all Municipal Boards should be required to take adequate steps to ensure the welfare of their employees and the labourers employed by them. The Labour Department of the State Government may advise the Municipalities in this respect and give them appropriate assistance.

9.15 OCTROI BARRIERS.

9.15.1 While it is difficult to dispense with octroi barriers under the present circumstances, it is desirable that harassment caused to the traffic passing through municipal towns on this account should be avoided. For national highways, it is already prescribed that road diversions for abadi areas should be constructed. This procedure should be followed for state highways and other important thorough fares too.



CHAPTER X

PUBLIC RELATIONS

10.1.1 In a country which has based its system of government on the ideals of democracy and a welfare state, public relations assume great significance. In a wider perspective, public relations enfold all aspects of the relationship between the State and the people, and are necessarily an important and integral feature of administration.

10.1.2 Broadly, the objectives of public relations may be defined as follows:

(i) Informing the people regarding the objectives, policies and programmes of the State Government;

(ii) Ensuring that in all matters in which the citizens have to approach any of the agencies of the State for relief, they are adequately received and attended to;

(iii) Educating the people regarding their rights, responsibilities and duties and developing in the citizens a sense of civic and social responsibility.

(iv) Making adequate arrangements for the examination of suggestions or complaints made and grievances expressed by the people in relation to the functioning of the administration.

10.1.3 Keeping in view the above objectives, the following recommendations are made:

10.2 THE STATE PUBLIC RELATIONS DEPARTMENT

10.2.1 It is appreciated that in its present form this department is of recent origin and is yet being developed. It must, however, be observed that till now it has largely concentrated its efforts on collection and dissemination of news and what may be termed as 'State Publicity'. Even in these activities, its impact on the rural areas has not been very significant. The shortage of staff and publicity equipment have, of course, been the limiting factors in this connection. As long as the funds with the State Government for developmental activities are limited and a large number of other activities have to be given importance, these shortages will naturally continue. It would, therefore, be appropriate for the Public Relations Department to act more or less as a technical and advisory department to all other departments of the government and thereby assist them in organising their own public relations activities through the normal departmental agencies. Public relations is a legitimate function of all civil servants and in the course of the discharge of their normal duties, they should devote adequate time and attention to this matter also. The Public Relations Department should, therefore, advise the other Heads of Departments regarding the manner in which public relations activities should be organised and developed. Each Head of the Department should appoint one of the officers at headquarters as officer-in-charge of public relations and it should be primarily his duty to ensure that public relations activities receive adequate attention in the department.

The Head of the Department should review the progress in this direction at least once in a quarter and also when he holds periodical meetings with his departmental officers. An officer of the Public Relations Department may also be invited to these meetings for this purpose. The Director of Public Relations should also convene meetings once in a quarter or so of the officer-in-charge of public relations in different departments and take necessary steps to co-ordinate and strengthen the public relations activities of these departments.

10.2.2 The public relations programmes in the rural areas have to be considerably strengthened. It is not feasible at this stage to appoint additional staff for this purpose and, therefore, the normal block agencies should be properly utilised. One of the important functions of the Extension Officers is to educate the people with regard to the activities undertaken by the Panchayat Samitis and also to assess their reactions to the programmes implemented by the State Government or the Panchayat Samitis. It is noticed that Extension Officers do not pay adequate attention to this matter. It is, therefore, necessary that explicit instructions should be issued to all Extension Officers to ensure that they do devote adequate attention to this matter. The progress in this direction should be discussed by the Public Relations Officer of the district with the Vikas Adhikaris and the Extension Officers in the course of his tours and he should submit a monthly report to the Collector informing him The Collectors should ensure that the public relations of the position. work in the district receives adequate attention of all levels.

10.2.3 The Public Relations Department should concentrate more on its educative and reformatory roles than it is doing at present. With the restriction in the size of the Social Education Department, this function should largely devolve upon the Public Relations Department. In a country which is trying to bring about a social and economic revolution through progressive legislation and developmental activities, especially in view of the fact that a large portion of its population being poor and illiterate and having no access to the media of communication available to the more educated classes, education through public relations activities assumes considerable importance. Unless the people are able to fully appreciate the objectives behind government policies and programmes, these are not likely to have the desired measure of impact.

10.2.4 The Government of India maintain separate field publicity units even in the States and it is observed that there is little or no coordination between them and the State Public Relations Department. Prima facie, it should be possible for the State Government to carry out the publicity programmes on behalf of the Government of India also through its normal agencies and all that the Government of India need The publicity equipment appoint for this purpose is a Liaison Officer. and material required for the purpose may be sent to the States directly This will not only improve the means at by the Government of India. present available with the State Governments with their limited resources for publicity, but will also bring about adequate co-ordination between the publicity programmes of the Centre and the States. This matter may be taken up with the Government of India and an appropriate decision arrived at. If, however, the Government of India are, for some reasons, hesitant to accept the proposal, ways and means should immediately be devised to bring about as large a measure of co-ordination between the two publicity units as possible.

10.2.5 Whenever the State Government adopts new legislative measures or takes policy decisions which affect the common people, necessary action to ensure that these measures or decisions are widely and effectively publicised for the information of the people should simultaneously be taken. The full impact of these measures is often not achieved merely because a large section of the people remain ignorant of them.

10.3 RECEPTION ARRANGEMENTS

10.3.1 One of the things which proves to be most irksome to the common man is the harrassment involved in his approaching various offices of the government even for relief which is legitimately due to him. Whether it is a question of depositing fees for renewal of licences, payment of sales tax dues, applying for a permit for controlled commodities or even enquiring about the decision taken on an application

submitted by him, he often has to wait long hours and find his way through a maze of officials before he can expect his mission to be accomplished. It is difficult to pinpoint the reasons responsible for this state of affairs, but in brief they may be stated as follows: Prescription of involved and unnecessarily lengthy procedures, over-work or indifference on the part of the officials responsible for attending to the public in such matters, inadequate reception arrangements and, in some cases, the use of corrupt practices. Government must take firm steps to remedy the It would be worthwhile to appoint a special committee to situation. examine the procedures followed by different government offices in matters which involve direct dealings with the public and to suggest suitable methods of rationalising them to enable the Government to meet out prompt and effective relief to the people. Suggestions have been made by this Committee elsewhere in the report for the elimination of procedural delays and dealing with careless or corrupt officials. With regard to the reception arrangements for those who visit public offices, the following recommendations are made:-

10.3.2 (a) Receptionist.-- A separate post of Receptionist should be sanctioned for all government offices which have substantial public His status may be that of an Upper Division Clerk or a Lower dealings. Division Clerk depending on the nature of work and the status of the In offices where it is anticipated that the Receptionist will not office. have whole-time work, one of the officials in the normal establishment may be deputed to work as Receptionist in addition to some other duties which may be assigned to him, and he may be given a special pay of Rs. 15/- per mensem for this purpose. If the office in question is equipped with telephones, the Receptionist should also be provided with an internal telephone connecting him with the different officers and sections in the office, so that he may be able to arrange interviews and elucidate such information as may be necessary without undue delay. The Receptionist should also be provided with one or more Class IV servants, depending on his workload. When a person having business with the office in question comes to the Receptionist, he should make polite enquiries regarding the nature of his business. If he desires to meet any officer in connection with the official business, he may be requested to write his name, occupation and nature of his business in brief in the Reception Register, and thereafter, the Receptionist may contact the officer concerned on telephone and obtain a suitable time During visiting hours such interviews should from him for an interview. be granted with as little time-lapse as possible. The Receptionist should then send a slip to the officer indicating the particulars mentioned in the Reception Register so that the officer may call for the case and study it before he talks to the visitor. He should so fix the time of the interview

as to allow him sufficient time to study the case. If the visitor expresses a desire to come on any other date for the purpose in question, the Receptionist may ascertain the convenience of the officer concerned and tix his appointment accordingly. If no reference to any file is required, the officer should give an interview as early as possible after the request is made. At the appointed time, the visitor should be permitted to meet the officer, who should give him such information as may be desirable. The work of the Receptionist should be immediately supervised by the Registrar in the Secretariat, and by the Office Superintendents or Head Clerks in the departmental offices. Normally visitors should not be permitted to meet any official below the Section Officer in the Secretariat or the Office Superintendent or the Head Clerk in departmental offices for enquiring about any official business. In case of doubt or difficulty, the Receptionist should permit the visitor to meet the concerned Section Officer or the Office Superintendent or the Head Clerk, as the case may be, to elicit such information as he may desire. If the case is still pending consideration, no information may be given to a visitor without the permission of the Head of Office. Even with respect to disposed of cases, information of such nature as may be indicated by the Head of Office, should not be communicated to the applicants without his permission. However, normally, the decision taken on an application should be communicated to the applicant, either verbally when he visits the office, or in writing.

10.3.3 Apart from attending to the visitors who come to the office and giving them appropriate guidance, the Receptionist should maintain a ready stock of all standard application and other forms, saleable or otherwise, which are normally required in connection with the business dealt with in the office and these he should supply to the visitors on demand. In this connection, it is recommended that each Head of the Department should devise suitable standard forms for applications which are normally submitted by members of the public to various offices under the department and these should be got printed. The forms should provide adequate space for entering of the relevant particulars, which will require examination before a decision is taken in the matter. To cover the cost of stationery and printing and service charges, these forms may be sold to the public at a nominal price. In these forms, sufficient space should be provided at the bottom or on the next page for the comments of the office and the orders of the competent officer. While the nature of forms to be standardised in this manner will have to be decided by each department separately, it is recommended that all forms for licences. their renewal, issue of permits for controlled commodities, deposit of government dues and such like must be standardised. A specimen application form for the allotment of iron & steel controlled commodities is annexed at Appendix XXXIII.

10.3.4 (b) Reception Room.—All government offices should have adequate arrangements for the seating of visitors. The offices which have substantial public dealings, specially those for which a separate post of a Receptionist is sanctioned, should have a separate reception room or at least a reception counter. The reception room or the place adjoining the counter should be furnished with adequate number of tables, chairs and benches and, as far as possible, should also have a bath-room attached. The reception rooms should also be equipped with government publications of interest to the people and other publicity material. Basic facilities such as drinking water, fans etc. in summer should also be provided. Suitable additions and alterations may be carried out in the existing buildings used for government offices to provide for reception rooms or counters. For the future, reception rooms should form an integral part of the standard plans for government offices so that no difficulty is felt in this respect.

10.3.5 In particular, it is recommended that whole-time posts of Receptionists should be created and reception rooms provided for the following offices:—

Secretariat, Directorate of Industries, Directorate of Agriculture,

Office of the Chief Engineer, Public Works Department (Buildings & Roads),

Office of the Registrar, Co-operative Societies,

All 'A' & 'B' Class Collectorates, and

Treasuries at Jaipur, Ajmer, Udaipur, Jodhpur, Kota and Bikaner.

10.3.6 Part-time posts of Receptionists may be created in the following departments. If it is not possible to construct separate reception rooms in them, at least reception counters should be provided:----

All 'C' Class Collectorates,

Offices of the Regional and Assistant Regional Transport Officers.

10.3.7 In all courts proper seating arrangements for the counsels, witnesses and litigants should be made, as it is observed that there is often a considerable dearth of these at present.

10.3.8 It is extremely important to select a person with the right bent of mind as Receptionist. He should have pleasant manners and be courteous and sympathetic in approach. The Receptionists may also be given special training, which may be organised jointly by the Public Relations Department and the Organisation and Methods Division.

10.4 COMPLAINTS, SUGGESTIONS AND PUBLIC GRIEVANCES.

10.4.1 (a) Complaints and Suggestions Boxes.—The Receptionist should also maintain a Complaint or Suggestion Box, the keys to which should be in the personal custody of the Head of Office. Such persons as may so desire may be permitted to drop their suggestions or complaints in these boxes. The Heads of Offices concerned should examine all the applications dropped in it. No action need be taken regarding anonymous or frivolous applications, but other applications should be enquired into by him and suitable action taken.

10.4.2 (b) Conduct of Inquiries.—As far as possible all field officers should inquire into complaints received by them on the spot in the course of their tours. Advance notice of the visits of the officers concerned should be given to the complainants and they may be requested to produce such evidence as they may desire in the matter. However, if the complaint is against a government servant it would be desirable to hold confidential inquiries, first to ascertain whether there is prima facie any substance in the complaint and formal inquiries should only be initiated thereafter, as malicious complaint's primarily meant to humiliate and embarrass government servants are not very uncommon. Even if after the preliminary inquiry, the officer concerned feels that a formal inquiry should be conducted in the matter, such an inquiry should normally not be conducted in the public view but in confidence. It would also be appropriate for such inquiries to be conducted at a place other than in the office of the defaulting government servant.

10.4.3 (c) Powers of Collectors to Enquire into Complaints.—The District Collectors should be invested with special powers to enquire into complaints against any government agency at the district level. For this purpose, they should be authorised to call for files and necessary information from the office of any district level officer or an officer subordinate to him. Files obtained in such a manner should normally be returned to the department concerned within a week to avoid dislocation of work, unless it forms part of the evidence in the inquiry.

10.4.4 Routine complaints received by the Collector may be sent by him to the departmental officers concerned for disposal and, if necessary, he may also request them to intimate the results of inquiry to him. However, in matters which he considers to be important, he may proceed to conduct a preliminary inquiry himself. Such inquiries may be made either through the agencies directly subordinate to the Collector or the appropriate departmental agencies. Complaints regarding corruption may be got enquired into through the Anti-Corruption Department and complaints regarding criminal offences through the District Police. The agencies to which the complaint is referred by the Collector should complete the inquiries within reasonable time and report their conclusions to him along with necessary records. It is, however, felt that the Collector should have at his disposal an independent agency for having such inquiries made. It is, therefore, recommended that eight posts in The normal time-scale of the Rajasthan Administrative Service may be created for the appointment of 'General Assistants' to use Collectors. These officers should also assist the Collector with regard to inquiries relating to local bodies and in matters connected with the District Public The jurisdiction of these officers may be as Relations Committees. follows:---

S.No.	Headquarters.	District (overed.
1.	Kota.	Kota, Bundi, Jhalawar, and Tonk.
2.	Jaipur.	Jaipur, Jhunjhunun, and Sikar.
3.	Bharatpur,	Bharat pur, Alwar, and Sawai-Madho- pur.
4.	Bikaner.	Bikaner, Churu, and Ganganagar.
5.	Jodhpur.	Jodhpur, Nagaur, Barmer, and Jaisal- mer.
6.	Pali.	Pali, Sirohi, and Jalore.
7.	Udaipur.	Udaipur, Banswara, and Dungarpur.
8.	Ajmer.	Ajmer, Bhilwara, and Chittorgarh.



SUMMARY OF RECOMMENDATIONS

सत्यमेव जयते

CHAPTER XI

3 .	Recommendation in brief	Paragraph	Page
NO. 1	2	3	4
–	CHAPTER I		
	INTRODUCTION		
1.	There is need for a continuous study of processes of administration, and wherever possible, introducing reforms in them.		4
	CHAPTER III		
	PART A		
	GENERAL		
2.	The quality of the human element and the manner in which it is handled has a deep impact on the administration. Competence, integrity and team-work of the Cabinet cast their reflection throughout the administration. These aspects, therefore, need careful attention		15
3.	Cabinets should be small and compact.	3.1.2	15
4.	The ministers should decide policies, draw up programme and priorities, give general direc- tions and exercise supervision and control, but should permit the civil servant to execute the policies and programmes of the government, unhindered, encourage initiative amongst them and ensure that they exercise fully the powers that have been delegated to them at all levels.		15
5.	There should be courtesy and respect for people's representatives and full consideration should be given to their views, but under no circumstances should administrative principles be sacrificed or tampered with.	3.1.4	15
ð	In the matter of postings and transfers of government servants extraneous considerations and outside influences must not be permitted to play any part.	3.1.6	16

SUMMARY OF RECOMMENDATIONS

1	2	3	4
7.	Well defined procedures should be devised to ensure that individual responsibility is fixed for specific lapses.	3.1.6	16
8.	Before a decision is taken by the government, the direct and indirect effects of the decision on the administration and the people, both immediate and longrange, and the manner in which the decision is proposed to be imple- mented should be carefully considered.	3.2.1	16
9.	Adequate arrangements should be made for watching and periodically reviewing the implementation of important decisions.	3.2.2	17
10.	Before a formal decision is taken in the Cabinet all the relevant aspects of the matter should first be examined in the department concerned and their view brought to the notice of the Cabinet, so that these may be taken into consideration while taking the decision.	3.3.1	17
11.	Important grievances of the people should receive the attention of the State Government and the Chief Secretary should put up a quarterly report in this respect to the Cabinet.	3.4.1	17
12.	The Ministers should specify dates on which they will be available at the State headquarters so that the citizens who come from outside to meet them may plan their visits accordingly. Advance information should be sent by the Ministers regarding their tour, so that citizens may take full advantage of their presence in their districts.	3.5 1	17
13.	The Chief Minister may have monthly press conference at which he may explain the important decisions of the government and clarify issues raised by press correspon- dents relating to matters of public interest.	3.6.1	18
14.	The Cabinet Secretariat should be suitably strengthened to ensure that such information as may require the attention of the Cabinet is obtained, analysed and submitted to the Cabinet in time.	3.7.t	18
15.	In order to guide the planning and deve- lopmental activities of the State and advise the Council of Ministers in this respect, a	3.8.1 to 3.8,9	18 to 22

	2	3	
	Planning and Development Commission should be set up.		
16.	The assignment of portfolios to Ministers and	3.9.1	23
	Deputy Ministers should, to the extent	and	8
	possible, be made on the principle that inter-related or allied departments are under the charge of the same Minister or Deputy Minister.	3.15.2	31
17.	The assignment of departments to the	3.9.4	22
• • •	Secretaries should be based on the principle	and	8
	that inter-related departments are with the same Secretary.	3.15.3	31
18.	In order to bring about effective co-ordination	3.9.5	22
	in activities relating to rural development,	and	8
	the Development Commissioner should be designated as the Principal Secretary of the departments concerned with rural development.	3.23.1	60
19.	The Heads of Departments Class I may be permitted to meet the Chief Secretary once every quarter to discuss the broad features of their departmental activities and the progress of their departmental programmes.	3.9.6	2:
20.	The Heads of Departments should convene meetings of the regional and district level officers at least twice a year to review the progress of departmental activities and resolve difficulties.	3.9.7	2
21.	Official meetings should be purposeful and effective.	3.9.8	23
22.	In the matter of co-ordination, the attitudes	3.9.9	2
	of the civil servants working in related depart-	æ	8
	ments play an important part and should be given due emphasis.	3.9.10	24
23.	The territorial jurisdictions of administrative	3.10.1	24
	units should be rationally reorganised.	to	8
		3.10.3	2:
24.	A statutory Administrative Tribunal should	3.11.1,	2:
	be constituted for the disposal of judicial and	3.11.2	2
	semi-judicial matters which are at present	æ	8
	attended to by the government. To some extent, cases of this nature should be trans- ferred to the Board of Revenue,	3.15.6	3

1	2	3	4
	PART B		
	THE PEOPLE AND THE GOVERN	MENT	
25.	In order to provide a forum for the redress of the legitimate grievances of the people against the executive actions of the govern- ment, which are considered to be illegal, unjust, arbitrary or flagrantly violative of existing rules or established precedents, a Commissioner for the Legislature, designated as the Ombudsman, should be appointed in the State.	3.12.1 to 3.13.26	27 to 34
26.	Advisory Committees should function effec- tively. Their membership should be restricted and their functions should be well defined and should not overlap with those of other advisory committees.	3.14.2	35
27.	In order to advice the government regarding its technical programmes, specialists should be appointed as part-time consultants.	3.14.4	36
	PART C		
	THE SECRET, BLAT		
28.	The Secretariat should only deal with matters which are sufficiently important or those which relate to policies.	3.15.4	37
29.	The structure of the Secretariat should be	3.15.7	39
	changed in such manner that the number of officers who take decisions should be increased. The following three different systems have been recommended for adoption in this respect. The 'Cell system', the 'Group system' and one in which the number of Section Officers is increased and the number of upper and lower division clerks correspondingly reduced.	to 3.15.12	to 43
30.	Branches of the Secretariat dealing with accounts and establishment matters should continue to have their full complement of dealing assistants and accounts hands as at present.	3.15.13	43

1	2	3	4
31.	With the appointment of Accounts Officers in the administrative departments, the Finance Department should delegate additional powers regarding the issue of financial sanctions to the administrative departments.	3.15.13	43
32.	The Finance Department should play a dual role; in one capacity it should examine and take final decisions on the proposals of the administrative departments which have financial implications and in the other it should advise the administrative departments regarding the action that should be taken, but the final decision should rest with the administrative departments.	3.15.14	44
3.	The term of Secretaries and Deputy Secretaries in the Secretariat normally be four years at a stretch, and in any case not more than five years, and a second posting to the Secretariat should not be made before a period of three years has elapsed.	3.15.15	44
4.	The posts of Secretaries to the Government should not be filled in on the basis of seniority alone, but on merit.	3.15.16	44
5.	The posts of Collectors of 'A' Class dis- tricts should carry a special pay of Rs. 250/- per mensem.	3.15.16	45
6.	The Deputy Secretaries and Assistant Secretaries in the administrative departments of the government dealing with developmental activities should be drawn from amongst officers belonging to the Indian Administra- tive Service or the Rajasthan Administrative Service. Whenever Secretariat officers are appointed to these posts, they should be given prior field training.	3.15.17	45
7.	 In order to enable the Chief Secretary to effectively co-ordinate the working of the Secretariat departments and ensure a certain degree of uniformity in the policies adopted by the State Government, the Rules of Business should be suitably amended to provide for the circulation of the following cases through him:— (i) All important cases involving adoption of new principles or new schemes, and 	3.17.1	46

			-
1	2	3	4
	(ii) All cases involving the appointment, con- firmation, posting, transfer and permotion of officers of the Status of Deputy Heads of Departments and above.		
38.	The structures of different Secretariat depart-	3.17.3	47
	ments should be re-organised in the manner	to	to
	indicated in paras 3.17.3 to 3.23.1 of the report.	3.24.1	60
	PART D		
	HEADS OF DEPARTMENTS		
39.	The Heads of Departments should make an endeavour to inculcate in the subordinate officers the right attitudes towards their work as well as the people they come into contact with in the course of their official duties.	3.25.1.	61
40.	Collectors of 'A' Class districts should be designated as Heads of Departments Class I.	3.26.1	61
41.	In the first instance the Chief Engineer, Public Works Department (Buildings & Roads) and the Director of Industries and Supplies should be made ex-officio Additional Secre- taries to the government and after studying the working of this system, government may take a decision to either discontinue it or extend it to some other important Heads of Departments.	3.27.5	64
42.	The organisational structures of the offices	3.28.1	64
	of Heads of Departments should be re-	and	to
	organised keeping in view the following principles:—	3.28.2	66
	(a) All administrative matters should be dealt with in a separate branch.		

- (b) The 'Cell' and 'Group' systems, as rccommended for the Secretariat, may be adopted with suitable modifications in the offices of Heads of Departments also.
- (c) All departments dealing with developmental activities should have a scparate unit for planning and periodically reviewing the progress of development programmes.

I	2	3	4
	The structure of the office of the each Head of Department should be examined by the Head of Department concerned in the light of the recommendations of the Committee and they should submit their proposals to the government for approval.		
43.	The headquarters of all Heads of Depart- ments, including the Board of Revenue, should be located at the State headquarters for facility of transaction of government business.	3.29.1 to 3.29.3	66 & 67
44.	Discussions and meetings with Heads of Departments in the Secretariat should be held on pre-determined dates, so that the Heads of Departments may plan their tours and inspec- tions accordingly. CHAPTER IV PART A	3.30.1	67
45.	BOARD OF REVENUE AND REGIONAL CON The Board of Revenue should become a specialised agency for the administration of revenue and taxation laws and the collection of government dues. In order to bring about this change, the Commissioner, Excise and Taxation should be made ex-officio member of the Board, but as far as the administration of the department is concerned, he should work independently and should exercise all the powers of a Head of Department Class I.	4.1.2	69
46.	The excise administration at the state level should be supervised by the Board of Revenue and at the district level it should be placed under the charge of the District Collectors. The trial of excise cases should thereafter take place in the courts of Judicial Magistrates.	4.1.3	70
47.	A Sales Tax Officer, or a panel of lawyers, should be appointed to represent the state in taxation appeals heard in the Board and assist the Board in the administration of excise laws.	4.1.4	70
48.	The settlement and consolidation of holdings operations should be directly supervised by the Board of Revenue. The Settlement Commissioner should be made a member of the Board of Revenue, but he should con-	4.1.5	71

1	2	3	4
	tinue to exercise the powers of a Head of Department Class I in relation to these departments. He should also be designated as ex-officio Director of Land Records.		
49.	Revenue declaratory suits involving title should be instituted in civil courts and not in revenue courts. The first appeal against the orders of Assistant Collectors in revenue cases should lie to the Collector and the second appeal to the Regional Appellate Authority. Only revisions and references should lie to the Board of Revenue.	4.1.7	71
50.	With the reduction of the appellate work in	4.1.8	72
	the Board, the membership of the Board	to	to
	should be suitably reduced and the work in the Board of Revenue should be disposed of in the manner suggested in the report.	4.1.12	74
51.	The members incharge of Excise and Taxation and Settlement and Consolidation of Holdings and Land Records Departments should be permitted to continue to hold these posts for at least three years to ensure continuity in policy and effective administration.	4.1.13	74
52.	If officers of requisite experience and aptitude are not available in the super-time scale of the Indian Administrative Service at any time, for appointment as member, Board of Revenue, incharge of Excise and Taxation, a senior scale officer may be appointed to the post and he may be given a special pay of Rs. 250 - per mensem.	4.1.14	74
;3.	If, after consideration of the different views expressed by members of this Committee, government does not consider it appropriate to create the posts of Regional Commissioners, three members of the Board of Revenue in the super-time scale of the Indian Administra- tive Service should be allotted one region each for purposes of supervising and guiding the work relating to revenue administration in these regions.	4.1.15	75
4	On the question of reviving the posts of	4.2.1	75
4.	Regional Commissioners opinion in the Com-	to	to
	mittee was divided; some members felt that	4.2.20	81

1

3

4

82

should not. Vie	ws in favour of the revival	
of these posts hav	e been expressed from para	
4.2.1 to 4.2.8., wh	ile views against the revival	
of this institution	are contained in para 4.2.11	
to 4.2.20.	-	
The functions prop	osed to be discharged by	
the Regional Con	mmissioners, if these posts	
are created, have	been discussed in para 4.2.9.	
···· · · · · · · · · · · · · · · · · ·	•	

PART B

REGIONAL ADMINISTRATION

- 55. Regional Level Officers should not act as intermediary channels of communication between the district level officers and Heads of Departments and the link between the latter two should be strengthened.
- 56. The Regional Level Officers should keep 4.3.1 82 themselves in close touch with the field and to and the working of Panchayati Raj institutions. 4.3.3 83 and should combine in themselves the twin functions of an executive and an evaluation They should attend at least one agency. meeting of each Zila Parishad in their jurisdictions every year, and one meeting of each Panchayat Samiti in their jurisdiction once in two years. In the course of their tours, they should undertake surprise visits to villages and check the manner in which departmental functionaries are discharging their duties. They should be directly responsible for the achievement of the targets fixed.
- 57. Regional Level Officers should keep themselves in close touch with the District Collectors and should invariably find time to discuss problems relating to their departments with them in the course of their tours.

PART C

DISTRICT ADMINISTRATION

58. The views of District Collectors should be 4.4.2 given adequate weightage and attention by the State Government, as well as by officers of other departments. The professional advice of all departments should be available to the

84

1	2	3	4
	District Collectors when he desires it. Similarly, any information which he requires in connection with his official duties should be supplied to him and the suggestions made by him should receive careful consideration by the departments.		
59.	A representative committee should be consti- tuted at the district level to bring to the notice of the administration the problems and difficulties of the people which are of a general nature, and to suggest possible methods of improving the functioning of Government departments at the district level and below. The Chief Minister or one of his cabinet colleagues should meet these com- mittees at least once a year.	1.4,3 to 4,4.6	85 to 87
60.	For cities with a population of more than one lakh persons a separate committee to advise the administration on the administrative problems relating to the city should be constituted.	4.4.7 to 4.4.8	87
	CHAPTER V		
	PERSONNEL ADMINISTRATION		
61.	Service rules which have not yet been framed should be expedited.	5.2.1	89
62.	The probation period for directly recruited Government servants should be two years and for promoted Government servants one year. All Government servants, apart from Class IV, should be required to pass departmental examinations before they are confirmed.	5.3.1	80
63.	Recruitment to the general services of the State should be made after students pass the Higher Secondary School Examination and the selected candidates should be admitted into a special institution run by the State Government in collaboration with one of the universities in the State, in which, apart from being educated for a three year degree course examination, the students should be given adequate general and administrative know- ledge. After the successful completion of the three year degree course they should be appointed to the Government services accord- ing to merit.	5.5.1 to 5.5.8 & 5.5.11 to 5.5.12	90 to 94

.

1	2	3	4
64.	Special post-graduate classes in Public Administration should be organised for the candidates who are selected into Government service in the manner indicated above at recommendation No. 63.	5.5.9	93
65.	The candidates selected for the state service may be permitted to appear in the com- petitive examinations for recruitment to the All India or Central Services, and to apply for recruitment as Lecturers in the Universities situated in the State. Apart from the above exception it should be obligatory upon the successful candidates to join the State Service to which they are appointed.	5.5.10	93
66.	Vocational guidance in High Schools and Higher Secondary Schools should be strengthened.	5.5.21	96
67.	In each Panchayat Samiti area, there should be at least one Middle School, and in each district one Higher Secondary School with optimum facilities so that successful students may be imparted good all round education. Admission to these institutions should be given to candidates purely on the basis of demonstrated merit. If necessary, scholar- ships should be given to the poor students to enable them to join these institutions.	5.5.21	96
68.	Requests for recruitment to posts under the State through the Public Service Commission for the ensuing calendar year should be sent by the appointing authorities to the Commission by the end of November in the preceding year.	5.6.2	97
69 .	The Public Service Commission should prepare an annual calendar for holding competitive tests each year for recruitment to the different services.	5.6.3	97
70.	The routine work relating to the recruitment of subordinate services personnel to posts which lie within the purview of Public Service Commission should be done in offices of the Heads of Departments concerned.	5.6.4	98
71.	·	5.6.5	98

1	2	3	4
72.	With respect to technical posts for which there is an actual shortage of personnel the Public Service Commission may be requested to suitably modify their procedure for recruitment and to devise a simpler method of screening candidates in order to minimise the delay in recruitment.	5.6.7	99
73.	Where there is inadequate response to posts advertised, the reasons for the same may be examined and appropriate remedial action taken. In case the pay scales are required to be revised, a second advertisement should be issued. As an incentive, advance grade incre- ments up to three in number may be sanctioned even after the first advertisement.	5.6.8	99
74.	so devised that recruitments normally take place within six months of the date of issue of requisition. Requisitions sent by the appointing authorities to the Public Service Commission should be complete in all respects. A back reference by the Commission for corrections in the requisition should be made within a month of the receipt of the requisition and the department should send a revised requisition within a fortnight of the receipt of such reference from the Commission.	5.6.9	99
75.	The State Government, in consultation with the Public Service Commission, should conduct case-studies to ascertain the reasons for the delay in making recruitments and appropriate steps should be taken to avoid these delays.	5.6.9	99
76.	In order to rationalise the promotions and transfers on a regional basis of the personnel of the ministerial services in respect of which the powers of appointment arc proposed to be delegated to the regional and district level officers, their seniority should be determined from the date of their first regular appointment to government service and not from the date of their confirmation.	5.7.1	100
77.	In order to ensure the compliance of rules even in <i>ad-hoc</i> appointments, all such appointment orders should be issued in a	5.7.2	100

1	. 2	3	4
	prescribed pro-forma, which may be standardised and got printed.		
78.	In the case of temporary appointments, unless it is essentially the intention of the appointing authority to appoint a candidate for a specified period, such appointments should continue to hold good until the services of the incumbent are terminated, or until a candidate recruited by the Public Service Commission is made available, whichever is earlier and not for any specified period.	5.7.3	100
79.	The upper age limits for government servants seeking appointments to higher posts under the State Government may be relaxed from 25 years to 28 years, subject to the proviso that not more than two chances should be given to compete for any particular post or category of posts.	5.7.4	101
80.	The authority in whom responsibility for performing the assigned tasks has been vested should be given sufficient discretion to utilise the services of his subordinates in the manner he considers fit to achieve the objectives in view.	5.8.3	101
81.	The Heads of Departments should be authorised to transfer officers of the State Services of the rank of district level officers and below with the exception of the Superintendents of Police.	5.8.3	102
82.	When it is desired to post an officer of the Rajasthan Administrative Service in the ordinary time scale on any post in the Revenue, Settlement and Consolidation of Holdings Departments, the officer should be allotted to the Board of Revenue and it should be authorised to issue orders regarding his actual posting.	5.8.3	102
\$ 3.	The Transfer of Rajasthan Administrative Service Officers in the ordinary time scale, other than those mentioned in the preceding recommendation, should be done by the Chief Secretary.	5.8.3	101

1	2	8	4
84.	All officers proposed to be posted in the Development Department including deputations to the Zila Parishads and Panchayat Samitis, should be allotted to the Development Commissioner, who should be requested to issue their specific posting orders.	5.8.3	102
85.	If the posts of Regional Commissioners are revived, they should be empowered to transfer Sub-Divisional Officers, Assistant Collectors, Magistrates and Vikas Adhikaris within their respective jurisdictions. Opinion on this point was divided in the Committee.	5.8.3	102
86.	For the posting of Rajasthan Administrative Service Officers in the ordinary time scale from one department to another, a committee with the Chief Secretary as Chairman and the Chairman, Board of Revenue, the Develop- ment Commissioner and the Special Secretary, Appointments Department, as members, should meet in the month of April every year and take appropriate decisions in the matter.	5.8.3	102
87.	The powers to transfer officers of the Rajasthan Accounts Service and the Rajasthan Statistical Service should vest in the Finance Secretary (Revenue) and the Chief Secretary respectively.	5.8.3	103
88.	Officers of the Subordinate Services should be transferable by the Regional Level Officers concerned within their respective regions.	5.8.3	103
89.	The District Level Officers of the Determent Departments, provided they are gazetted officers, may be authorised to transfer officers of their subordinate services in their respective departments within the district in consultation with the Collector.	5.8.3	103
90.	The District Level Officers should be dele- gated the powers of transferring the per- sonnel of the ministerial services, other than Office Superintendents and Stenogra- phers, within their respective jurisdictions.	5.8.3	103
91.	Inter-district transfers should be made by the Regional Level Officers or the Heads of Departments. The Office Superintendents and Stenographers should be transferable by the Regional Level Officers within their respec- tive regions.	5.8.3	103

1	2	3	4
92.	The normal tenure of office on a post should be from two to five years. The tenure for specialised posts or posts where familiarity with local conditions is an advantage to the government servant may be longer.	5.8.4	104
93.	Generally the Subordinate Service officers should be permitted to continue in the same district for at least five years. Inter-regional transfers in their cases should be very mare.	5.8.5	104
94.	Officers of the Subordinate Services should not be posted in their home districts but should, to the extent possible, be retained in the same region to which they belong.	5.8.6	104
95.	Interference by superior authorities in the powers delegated to subordinate authorities in the matter of postings and transfers should be stopped at all costs, but if there are excep- tional reasons for issuing such orders in delega- ted spheres, such reasons must be recorded and orders issued in writing by the superior authority. All transferring authorities should send a statement of the transfer orders issued by any authority other than the com- petent authority to the Heads of Departments should send a consolidated six-monthly statement to the Appointments Department of the Government. This statement should form part of the Annual Administration Report which the department is required to submit to the Legislature.	5. 8.7	105
96.	One member of the Committee suggested that the posts in various districts of the government should be classified into 'A', 'B' and 'C' categories and, while exception may be made in cases of officers of considerable merit, appointments to these posts should be made keeping in view the seniority of the officers concerned. The other members of the Committee did not agree with this view.	5.8.8	405
97.	Normally services should be so constituted that a government servant may look forward to his first promotion within 12 to 15 years of his joining service, and a second promo- tion, if he is not below average in ability, at	5.9.2	106

1	2	3	4
	least before five years of his actual retirement. If this is not possible in any service, selection grades should be introduced to compensate for this disadvantage.		
98.	For all services, 50% of the promotion posts should be filled on the basis of senio- rity-cum-merit as at present, and 50% on the basis of pure merit. If, however, in any year no person is found fit for promotion on the basis of merit, promotions in that year may be given on the basis of seniority-cum-merit.	5.9.3	106
99.	The principle that a person who begins to officiate on a higher post earlier on a regular basis should be treated as senior to one who does so later, although in the next lower cadre he may be actually junior to him. should be adopted.	5.9.4	106
100.	The procedure of giving promotions on the basis of competitive examinations restric- ted to the government servants in the next lower cadre may be discontinued. However, qualifying examinations should be introduced in certain cases specially for promotions from the Subordinate to the State services.	5.9.5	107
101.	Departmental promotion committees should, without exception, be constituted for all services other than Class IV for screening the candidates and making recommendations regarding the persons to whom promotions should be given. If the competent authorities disagree with the recommendations of these committees in any case, they should refer the matter to the next higher authority for orders.	5.9.6	107
102.	Posts carrying special pay for higher res- ponsibilities should not be treated even by convention as promotion posts and appoint- ments to these posts should be made purely on the basis of merit-cum-suitability.	5.9.7	107
103.	In all cases where the posts of Heads of Departments are filled by promotion from amongst departmental officers, the selection should be made purely on the basis of merit from amongst the Deputy Heads of Depart- ments, who are either substantive or have continuously officiated as such for a period of three years.	5.9.8	107

1	2	3	
104.	Staff appointed to the training institutions run by the government should be required to undergo special short-term courses in which instructions regarding the approach to the training and education may be imparted.	5.10.2	108
105.	Ways and means must be devised to provide adequate incentives and deterrents to ensure that vovernment scrvants at all times are encouraged to put in their best effort.	5.11.1 and 5.11.2	108
106.	If a government servant gets 'outstanding' entries for three years continously in his annual confidential reports, he should be given one advance grade increment with cumulative effect. If a person gets 'very good' entries in five annual confidential reports out of seven, he may be given one advance grade increment.	5.11.3 and 5.11.4	109
107.	If a person gets 'very poor' entries in his confidential reports for three years out of five, his grade increment should be automatically stopped without cummulative effect till he earns a satisfactory report. Similarly every five out of seven 'poor' entries should result in with-holding of one grade incre- ment without cummulative effect. If the disciplinary authority does not impose the penalty of with-holding one grade incre- ment in these cases, he should send a copy of his orders, explaining the reasons for doing so, to the reviewing authority who should consider the matter and take appropriate decisions. (In the implemen- tation of these recommendations regarding the incentives and punishments, the observations made in para 5.11.9 should be kept in view.)	5.11.6 to 5.11.8	109
108.	Procedure for compulsory retirement should be extended to the subordinate, minis- terial and Class IV services. In order to rationalise the procedure, those who get 60 marks or less out of 75 in the assessment of their annual confidential reports should be compulsorily retired.	5.11.10	110
109.	Subjective elements in the present system of assessment of the merit of government servants through the annual confidential	5.12.1	111

200

	1 2	3	4
	reports should be minimised. Strict instructions should be issued to all reporting officers in this respect. The reviewing officer should ensure that the remarks of the reporting officer entail a fair and objective assessment of the work of the government servant and any biased or erroneous remarks should be promptly corrected.		
110.	The forms of annual confidential reports should be such as to bring out the merits and nature of the performance of the government servants. Wherever possible, specific annual targets should be prescribed for officers and the super- vising officers should maintain an ephemeral roll in respect of each officer under them for watching the achievement of these targets. A performance record should be maintained for all officers other than those engaged in the Secretariat, in teaching, research or those who are working as District Collectors or as Assis- tants to Heads of Departments. Apart from these exceptions, if any administrative depart- ment feels that it would not be possible to maintain performance records for any class of government servants in the State and Subor- dinate Services working under it, the proposal should be put up for approval to the Chief Minister through the Chief Secretary.	5.12.2 to 5.12.4	11: and 112
111.	Before the annual confidential report in respect of a government servant is drawn up he should be requested to prepare a note indi- cating his performance and the achievement of the targets assigned to him. The reporting officer should offer his comments with regard to the facts mentioned in this note. This note, together with the comments of the reporting officers, should form an integral part of the annual confidential report of the officer concerned.	5.12.5	112
12.	All adverse remarks recorded in the annual confidential report relating to all remediable defects should be communicated to the government servant concerned in writing. In this regard the observations made in para 5.12.7 should be kept in view.	5.12.6 and 5.12.7	112
13.	There should be a confidential cell in the office of each appointing authority where the annual confidential reports of all government	5.12.8	113

	_			
1	· ·	2	3	4
<u> </u>				

servants appointed by him should be kept. The cell should maintain an up-to-date list of the postings of all government servants appointed by the appointing authority and ensure that their annual confidential reports are received by the 15th of May following the year to which they relate. Certificates should be sent by all administrative departments of the Government and Heads of Departments, to the effect that they have communicated adverse remarks to the government servants concerned for the preceding year, to the Appointments Department by the 15th July. Subordinate appointing authorities should send similar certificates to their respective Heads of Departments according to the same schedule.

- 114. The immediate supervisory officers should be delegated adequate powers of control over those who are working under them, and it should be incumbent upon the disciplinary authorities to ensure that disciplinary cases are dealt with on a priority basis. They should send a quarterly statement to the Heads of Departments in this respect and in cases where the Heads of Departments themselves are disciplinary authorities, they should send a similar statement to the administrative departments concerned of the Government. The Heads of Departments should also send to the administrative departments concerned for their information a six monthly review of the cases dealt with by the subordinate authorities. The progress of disciplinary cases should also be reviewed in all periodical meetings of the departmental officers and in meetings of Heads of Departments with the Secretaries to the Government.
- 115. Three officers in the senior scale of the Rajasthan Administrative Service should be appointeed for each of the regions in the State to conduct all disciplinary proceedings against the personnel of the subordinate and ministerial services in all cases where it is desired by the disciplinary authorities to impose major punishments on them. They would perform the specific functions as mentioned in items (i) and (ii) of para 5.13.6 and para 5.13.7. They should be

5.13.3 and 5.13.4 114

 5.13.6
 115

 to
 and

 5.13.8
 116

1	2	3	4
	under the administrative control of the Com- missioner for Departmental Enquiries.		
116.	Only two appeals should be permitted to government servants upon whom major punishments have been imposed to the authorities next higher to the officer competent to impose the punishments, and a final appeal need not necessary lie to the government.	5.13.9	116
117.	Adequate checks and safeguards should be applied to ensure that government servants do not mis-use their powers. Supervisory officers should undertake periodical surprise visits and inspections and check the work of the officials under them.	5.14.1	117
118.	During the training period and in the initial years of their service, an effort should be made to create right values in the govern- ment servants.	5.14.3	117
119.	Supervisory officers should be required to keep strict watch on the integrity of their subordinates, particularly all officials dealing directly with the public.	5.14.4	117
120.	Proper reception arrangements should be made in all government offices having public dealings.	5.14.5	118
121.	Heads of Offices should ensure that no undue delay in the disposal of cases affecting the public takes place in their offices.	5.14.7	118
122.	As far as possible, officials of proved integrity should be appointed to posts where chances of mis-use of authority are greater, and all supervisory officers should send an annual report to the Heads of Departments concerned in this respect.	5.14.8	118
(23.	Public complaint boxes should be introduced in all government offices having substantial public dealings.	5.14.9	118
24.	There should be a vigilance organisation for prevention of corruption attached to all Heads of Departments having considerable public dealings. The Deputy Heads of Departments should be in charge of these organisations. They should perform functions mentioned in para 5.14.10.	5.14.10 and 5.14.11	118 and 119

1	2	3	
125.	Any complaint regarding corruption received by the Collector against non-gazetted govern- ment servants serving in the district may be got enquired into by him and if he finds that a prima facie case is made out, he may forward it to the Anti-corruption Department for further necessary action. If he feels that only departmental action should be taken, he may refer the case to the departmental officer concerned.	5.14.12	119
126.	The State Anti-corruption Board should not examine individual cases of departmental enquiries and should perform only such functions as have been mentioned in para 5.14.13.	5.14.13 and 5.14.14	119
127.	Before a formal enquiry is initiated on a complaint of corruption it should be ascer- tained through confidential enquiries that a <i>prima facie</i> case is made out and a signed statement of the complainant should invari- ably be taken in all such cases.	5.14.15	119
128.	Re-employment or extension in services beyond the age of 58 should not normally be given.	5.15.1	120
129.	There should be a screening of government servants before they attain the age of 55 years and those who are rated as below average should be retired from government service.	5.15.2	120
130,	Powers in respect of grant of leave to the gazetted officers should be delegated to Heads of Departments and Deputy Heads of Departments.	5.16.1	120
131.	There should be a provision for leave reserve for all services according to the scale indicated in para 5.16.2.	5.16.2	121
132.		5.16.4	12)
133.	Government servants should be permitted to execute higher studies while in government service, and the present percentage of	5.16 .5	123

1	2	3	4
- A	government servants who can be permitted to undertake higher studies should be increased from five to twenty.		
134.	Government servants should be encouraged to make suggestions for the improvement of the administration and should be suitably rewarded through the award of advance increments, cash prizes etc. in case the suggestions made by them are found to be useful.	5.17.1	122
135.	Medical facilities to the government servants should be liberalised as recommended in para 5.17.3.	5.17.3	123
136.	Upon retirement, government servants should be given travelling allowance for the journey to their permanent residences.	5.17.4	123
137.	The organisation of co-operative societies of government servants should be en- couraged.	5.17.5 and 5.17.6	123
138.	Departments which employ a large number of work-charge staff should organise adequate labour welfare activities in conjuction with the Labour Department. CHAFTER VI	5.17.7	124
	ADMINISTRATIVE PROCEDUR	IES	
139.	The preparation of departmental manuals should be largely left to the Heads of Departments concerned, who should ensure that the manuals contain all the general instructions issued by the Organisation & Methods Division of the Secretariat regarding office procedure. Important instructions in the manuals should be discussed at personal level by the Secretary of the Administrative Department, a representative of the Organisation and Methods Division and the Head of the Department concerned to expedite matters. In order to expedite the preparation of manuals in all departments, the Chief Secretary should call for monthly progress reports from the departments concerned.	o.2.1	125
140.	Distribution of work amongst all officers in the department should be evven and commensurate with the qualifications, training and experience of the government servants concerned. Where Additional Heads of Departments are appointed the Heads ef	6.3.1 and 6.3.2	127

1	2	\$	4
	Departments should so divide the work between themselves and the Additional Heads that the Additional Heads of Depart- ments finally dispose of the work assigned to them.		
141.		6.4.1	127
	at all levels of governmental functioning	and	and
	should be encouraged, and in doing so the guiding principles given in para 6.4.2 should be kept in view.	6.4.2	128
142.	Powers regarding service, administrative and financial matters should be delegated to administrative departments of the govern- ment and the Heads of Departments as suggested in Appendix XXI of the report. With regard to the delegation of these powers to the regional and district level officers, the matter should be examined in detail by a committee as suggested in para 6.4.3. The types of powers and functions as mentioned in para 6.4.4 should generally be delegated to the lowest competent level possible. As a natural corollary to this delegation of powers, the senior officers should ensure an effective and judicious exercise of the delegated powers by their subordinate officers and should give adequate protection to subordinate officers if they make legitimate mistakes within reasonable limits in the exercise of delegated authority.	6.4.3 to 6.4.5	128 and 129
143.	Unless it is otherwise provided in any	6.5.1	130
	of the rules framed by the government,	and	and
	appeals or representations in administrative matters against the decisions of the officers competent to deal with them should not be heared by more than two stages senior in rank above the officer competent to deal with them. Higher authorities may call for factual reports regarding the action taken by the competent authorities and if they feel that the decision is wrong or needs modifica-	6.5.2	131

144. At the district and sub-divisional levels, special committees may be constituted to review the position regarding pending applications or representations and to take appropriate steps for their early disposal.

tion, they may issue necessary directions to the competent authority in the matter.

principle should apply to applications or representations received in the Secretariat also.

This

6.5.4

131

1	2	8	4
145.	In order to watch the progress of applica- tions or representations received from the public, a register should be main- tained in all government offices having public dealings. Normally applications from the public should be received by a gazetted officer and if an immediate decision can be taken in the matter, it should be done and intimated to the applicant on the spot. If the officer receiving the application is not competent to take a final decision in the matter, he should refer the applicant to the competent authority. If the matter requires further examination, the applicant should be informed of the date when he ehould expect a decision.	6.5.5	132
146.	A paper under consideration should not be examined by more than two persons before it is put up to the officer competent to take a decision in the matter. To give effect to this recommendation, the composition of the office units will have to be changed so as to increase the number of officers and reduce the number of ministerial staff. The Organisation and Methods Division of the Secretariat should undertake a detailed examination of the staffing pattern of govern- ment offices and take necessary steps to revise their staffing patterns.	6.7.1 and 6.7.2	132 and 133
47.	Officers-in-charge should be appointed for specific sections of a department to assist the Heads of Departments.	6.7.4	133
	The Heads of Departments/Offices should go through the papers received in the daily dak themselves, as far as possible. Where it is not possible for them to do so, they should peruse the dak coming from higher or equivalent offices and demi-official letters and the other communications may be seen by the officers-in-charge at the first instance, who may put up important communications to Heads of Departments/Offices for their perusal. While going through the dak papers officers should record instructions on the papers wherever possible, retain all demi-officir' remi- nders for immediate necessary action and dictate suitable replies to demi-official letters received by them.	6.8.1	133

2	1	3

1	2	3	4
149.	There should be no central receipt section and in offices having distinct sections, the incoming dak should be sent to the relevant section for being diarised in the sections themselves.	6.8.2	134
150.	Despatch work should be centralised and the despatcher should work under the imme- diate supervision of the Office Superintendent/ Head Clerk.	6.8.3	134
151.	In all offices in which there are two or more typists, they should be pooled in a typing section which should be put under the charge of the Office Superintendent/Head Clerk.	6.8.4	135
152.	Adequate supervision should be exercised over dealing clerks in order to ensure that the incoming papers are normally put up within three days to the officer-in-charge and that no pending files are permitted to lie without action for more than a month. Dealing clerks should put up a weekly arrears statement and a monthly statement of pending cases which are over six months old to the officer-in-charge through the Office Superintendent/Head Clerk. The Office Superintendent/Head Clerk should inspect the work of at least one clerk every day.	6.8.5 to 6.8.7	135 and 136
153.	The proposals received from subordinate offices should be carefully scrutinised at the appro- priate level and if any clarifications are necessary, these should be sought on the very first occasion and multiple references avoided. In order to ensure that proposals of a standard nature contain all the material particulars, standardised forms should be devised for send- ing such proposals and these should be incor- porated in the departmental manuals.	6.8.8	136
154.	All offices should be provided with full com- plement of reference books and government should ensure that within a period of six months, the necessary reference books are supplied to all government offices.	6.8.9	1 36
.55.	Government should ensure that only those returns or statistics are called for which can be usefully utilised. The collection of the same data by a number of agen-	6.9.1	137

1	2	3	4
	cies should be avoided. The Organisa- tion and Methods Division of the Sec- retariat should immediately review the position regarding the returns and should examine their utility, and the returns which serve no useful purpose should be discontinued forthwith. In future, no new returns should be prescribed by any department of the government without con- currence of the Organisation and Methods Division.		
156.	Office buildings should have proper provision of light, ventilation and sufficient moving space. Similarly, furnishings should also be adequate and well maintained. Cleanliness and order- liness in government offices should be given due emphasis.	6.10.1	138
157.	All important government offices should be equipped with telephones or inter-communica- tion sets, filing cabinets, franking machines and other useful office equipment, such as sealing machines, automatic receipt stampers etc.	6.11.2 to 6.11.6	138 and 139
	CHAPTER VII		
	OF MATTERS FINANCIAL		
158.	With regards to the delegated powers in financial matters, adequate care should be taken against the mis-use of these powers, without, at the same time, showing any distrust of the officers concerned.	7.1.0	141
159.	As soon as the Appropriation Bill is passed by the Legislature each year, the administrative departments should intimate the budget provi- sions to the respective Heads of Departments in the first week of April, and the Heads of Departments in turn should intimate the budget provisions to all their drawing and disbursing officers within a fortnight of the receipt of these from the administrative departments.	7.2.2	142
Ĩ60.	For the standard institutions like schools, colleges, hospitals etc. the administrative department should, with the approval of the Finance Department, prescribe definite scales	7.2.3	142

2	1	5
---	---	---

1	2	3	4
_	regarding the staff, equipment, stores and con- tingent expenditure which should normally be deemed to have been automatically sanction- ed once the establishment of the institution itself is sanctioned.		
161.	Standard forms should be prescribed for new proposals having financial implications in order to ensure that all the relevant particulars are incorporated in the proposals at the very first instance.	7.3.1	142
162.	A register of sanctions should be maintained in every office in which proposals are received from subordinate offices for sanction.	7.4.1	1 43
163.	The administrative departments should in consultation with the Finance Department and the Planning Department for plan works issue a letter to the Chief Engineer, P.W.D. (B. & R.) informing him of the new works that are proposed to be taken up in the forthcom- ing financial year on the basis of the budget proposals sent by them to the Finance Department. The Chief Engineer may then proceed to have the detailed estimates of the works in question drawn up and examined. As soon as the budget is approved by the Legislature, sanction for undertaking the works should be issued so that the Chief Engineer may start the construction works in the month of April itself.	7.5.1	143
164 .	All financial sanctions for which standard forms for the issue of usual financial sanctions have been evolved by the Finance Department, should issue under the signatures of an officer of the rank of a Deputy Secretary or above in the administrative department without any vetting by the Finance Department, but a copy of such sanctions should be endorsed to the Finance Department. In cases in which standard forms have not been evolved and the Finance Department feels that it should vet the financial sanction before issue, it may make a specific request to the adminis- trative department accordingly and such sanctions may be sent to the Finance Department for vetting.	7,.6.1	144

2	1	6
-		υ

1	2	8	4
165.	The financial year should commence on the first of July rather than on the first of April, as at present.	7.7.1	144
166.	All cases in which funds lapse in the previous financial year due to shortage of time available to the departments concerned for utilisation should be reviewed by the administrative and Finance Departments and wherever there is adequate justification, provision should be made for the purpose in the supplementary budget of the following financial year.	7.8.2	143
167.	to invite tenders for the purchase of technical stores on the basis of their budget proposals for the subsequent financial year, and their final recommendations should be sent to the Stores Purchase Committee by February in the preceding financial year, and the Com- mittee should take a decision regarding rate contracts from the first fortnight of April, and the approved rates should be communicated to the Heads of Departments and other indenting authorities at the latest by the first of May each year. Similarly, the State Stores Purchase Organisation should also intimate the rate contracts for various articles within their direct purview to all indenting authorities by the first of May each year.	7.9.1	146
168.	Centralised purchases should be resorted to with respect to only standard articles for which there is no possibility of variation in quality, while all other articles should be purchased locally.	7.9.2	:46
169.	The Director of Printing & Stationery should also be made the Head of the Stores Purchase Organisation in an ex -officio capacity and the post should be manned by an officer of the administrative service.	7.9.3	147
170.	A condition should be introduced in tender notice that if bills are paid within one month of the full delivery of the articles to the extent of 90% of actual cost of stores supplied, a 2% reduction in the total bill will be allowed by the contracting party to the government.	7.10.2	148

1	2	3	4
171.	The terms of temporary appointments made by the government pending regular appoint- ment through the Public Service Commission should be extended from six months to one year. Copies of all such temporary appoint- ment orders, together with necessary particulars of persons appointed, should be endorsed to the government which should ensure that the appointments made are in accordance with the rules. Issue of pay slips for the salaries of govern-	7.12.2	149
•••	ment servants should be restricted to the three contingencies mentioned in para 7.12.3		
173.	The system of issuing leave salary certificates for gazetted officers by the Accountant General may be discontinued and the officer competent to countersign the travelling allow- ance bills of the officers concerned, may be authorised to certify the leave salary that is actually due to him.	7.12.4	150
174.	If the officer who desires to proceed on leave certifies that the leave of the nature and to the extent applied for is due to him, he may be sanctioned leave by the appointing authority, subject to admissibility.	7.12.5	15
175.	In the case of the orders sanctioning leave to the government servants drawing compen- satory allowance, the presumption should be that the government servant proceeding on leave will be reposted on the same post and thus be entitled to draw the compensatory allowance for the leave period, unless the leave sanctioning authority gives an indication to the contrary in the order sanctioning leave.	7.12.6	15
176	. The progress of the cases regarding the verification of services of government servants should be reviewed by the Heads of Depart- ments once in six months and the Chief Secretary may also call for a six monthly report of the progress made from all adminis- trative departments. In the case of gazetted officers, the Accountant General should bring to the notice of the Secretary of the administrative department concerned annually all cases in which service particulars have not been supplied to him by the department encerned, and the Secretary should take	7.12.8	15

1	2	3	4
	immediate remedial action in the matter. With regard to the officers who are due to retire within three years, the Accountant General may be requested to bring all cases in which the service records are incomplete, to the notice of the Chief Secretary who should thereafter issue necessary directions for their early completion. With regard to the non-gazetted government servants, the Head of Department concerned should call for annual certificate from all Heads of offices that the service records of all non-gazetted government servants are complete in all respects.		
177.	-	7.12.8	152
178.	Necessary action to recover government dues from retiring government servant should be taken before he actually retires, and if in any case this is not possible, the pension of the government servant concerned should not be with-held on this account, and such dues as may be outstanding should be recovered from his pension.	7.12.8	152
179.	The annual certificates regarding deductions made from the salaries of government servants on account of premia towards their insurance policies should be sent to all policy holders by the Insurance Department.	7.12.9	153
180.	The senior scale of the services for which the normal time scale is Rs. 285-25-510-EB-25- 560-30-800 should be Rs. 650-50-1250 and the selection grade for these services should be revised from Rs. 650-50-1250 to Rs. 1050-50- 1500.	7.13.1	1 53
181.	Challan forms with the appropriate heads and other relevant particulars printed on them should be supplied to all offices of the departments for the payment of all common government dues. The public should also be permitted to deposit their dues in as many government offices as possible through bank drafts and cheques.	7.14.1	153
182.	Common and standard government dues like fees for licences etc. should be payable through revenue stamps or saleable forms.	7.14.1	154

CHAPTER VIII

1

TECHNICAL EFFICIENCY AND INTERNAL EVALUATION

183.	The guiding	principles fo	r inspections	enu-	8.2.1	155
	merated in p	ara 8.2.1 shou	d be followed	1.		

- 184. Wherever possible, tangible targets for work to be done by the government servants in the course of year should be prescribed. These targets should be intimated to the officers concerned sufficiently in advance of the year to which they actually relate. The progressive achievement of the targets should be reviewed once every quarter.
- 185. The Heads of Departments should ensure the efficiency of the technical performance through internal efficiency audit and for this purpose they should review their own arrangements and suitably strengthen and rationalise them.
- 136. External efficiency audit should be conducted by the Efficiency Commissioner once in five years for each technical department.
 8.4.9
 159

 8.4.4
 159
- 187. Touring officers should spend at least two or three days in a particular area in the course of their tours and study intensively the problems of the area and the quality of work done by the various departmental agencies. All touring officers should record tour notes and send copies of these notes to the functionaries whose work has been seen in the course of their tours and to the next higher authority.
- 188. Each administrative department should in consultation with Heads of Departments concerned and Heads of research institutions in allied fields of activities at the all-India level, draw up appropriate schemes of research. The Heads of Departments should subscribe to an adequate number of technical journals and some of these journals should also be subscribed to by the regional and district level officers. Technical Departments should also become regular members of all-India institution in related spheres.

8.5.1. 159 to and 8.5.3 169

4

157

8.6.1 109

Ź	20
-	

1	2	3	4
189.	An 'intelligence cell' should be attached to the offices of important technical Heads of Departments to perform the functions men- tioned in para 8.6.2.	8.6.2	161
190.	In order to enable the technical officers to devote adequate time to their technical duties they should, as far as possible, be relieved of routine administrative duties. In this connection it has been suggested that the Administrative Assistants to the Heads of Departments should be administrative officers (Two members did not agree with this recommendations).	8.7.1	162
<u>191.</u>	Government should constitute special committees to examine all related laws and rules with a view to rationalising them and bringing them in conformity with the require- ments of the present circumstances. The reports of these committees should be examined by the government and submitted to the subordinate Legislation Committee of the State Legislature. Subsequently, such special committees should be constituted once in five years to review all laws and rules on related subjects. CHAPTER IX	8.8.1	162
	LOCAL GOVERNMENT		
	PART 'A' Panchayati raj		
192 .	The size of the village panchayats should be increased in order to make them financially viable and therefore more effective in the field of development and local administration.	9.2.1	165
193.	Sarpanch should be indirectly elected by the Panchas from amongst themselves. (One member did not agree with this recommenda- tion.)	9.2.2	166
194	The village panchayats should be strengthened and given more powers and functions con:mensurate with their ability to discharge these efficiently.	9.2.3	166
1 95 .	The provisions in the Rajasthan Panchayat Samitis and Zila Parishads Act with regard	9.3.1	147

1	2	3	4
	to the co-option of members to the panchayat Samitis should be amended in the light of the recommendations made in para 9.3.1.		
196.	Panchayat Samitis should have certain members elected by the Panchas on the basis of proportional representation from amongst themselves equivalent in number to 25% of the total Sarpanch members of the Panchayat Samiti.	9.3.2	169
1 97 .	A phased programme should be drawn up for making the jurisdiction of development blocks and tehsils co-terminus.	9.3.3	169
198.	Vikas Adhikaris should be given adequate powers of discipline and control over the employees of the Panchayat Samitis, and with regard to the Extension Officers, they should be empowered to inflict the penalty of censure.	9.3,4	169
199 .	The instructions to the Panchayat Samiti staff, including those from the Pradhan, should be issued through the Vikas Adhikari and not directly.	9.3.5	170
200.	The opinion in the Committee was divided on the issue whether the Zila Parishads should be advisory or executive in character. It was, however, unanimously agreed that in certain spheres mentioned in para 9.4.1. the role of the Zila Parishad should not be only advisory and it should be incumbent upon the Panchayat Samitis to carry out the instructions of Zila Parishad.	9.4.1	17
	PART 'B'		
	MUNICIPAL ADMINISTRAT	ION	
2 01.	The term of office of the elected represen- tatives of the local bodies in both urban and rural areas should be five years and elections to these bodies should be held together half-way in between two general elections.	9.6.1	17
202.	Apart from the elected representatives, the State Government should nominate to the Municipal Boards as non-voting members (i) a person with adequate administrative experience, (ii) an educationist, (iii) an engineer, and (iv) a doctor.	9.7.1	1ª

o	റ	o,
4	4	4

1	2	3	4
:03.	A statutory post of Election Commissioner should be created for conducting elections to local bodies, both urban and rural.	9.8.1	174
204.	It should be statutorily laid down that while the Municipal Board as such should formulate policies, the execution of its decisions and the implementation of developmental programmes should be squarely the responsibility of the Chief Executive Officer of the Board and he should be given adequate powers to discharge these functions effectively. The status of the Executive Officers of Municipal Boards should be suitably raised as recommended in para 9.9.1 With regard to the posts in subordinate service in the Municipal Boards, Officers of equivalent status in the subordinate services of the State should be taken on deputation.	9.9.1	175
105.	District Tribunals comprising the District Collector and the District and Sessions Judge should be constituted for enquiring into the complaints and taking disciplinary action against the elected representatives. The Board of Revenue should be declared as the Appellate Administrative Tribunal for this purpose and should be treated as the final administrative authority with regard to the disciplinary action against elected representa- tives.	9.9.2 9.9.3	176
206.	With regard to the removal of elected repre- sentatives the powers should be delegated to the various authorities as recommended in para 9.9.4.	9.9.4	177
207.	The elected representatives removed from office as a measure of disciplinary action should be debarred from seeking re-election for a period of five years.	9.9.6	377
208.	Wherever Municipal Boards are superseded, only government servants should be appointed as Administrators.	9.9.7	17
209.	A post of Deputy Director, Local Bodies should be created for the purpose of inspections of Municipalities with a population of more than 50,000 and for enquiring into complaints against them. In respect of other Municipali- ties, action should be taken as recommended in para 9.9.2.	9.9.8	17

a n	ŋ
A A	a

1	2	8	4
219.	The Municipal Boards should be required to administer the abadi lands strictly in accor- dance with the town plans prepared with the help of the State Town Planning Organisation.	9.10.1	178
211	Collectors may be authorised to remove unauthorised encroachments on municipal lands. All Municipalities should be required to conduct an annual survey of municipal lands and send a certificate to the Director Local Bodies to the effect that they have satisfied themselves through complete inspection of all vacant abadi lands that there are no unautho- rised encroachments other than those in which action has been initiated by them.	9.10.2	1.78
212	The Municipal Boards should prepare five year development plans for their guidance, which should be sent to State Government for approval. On approval of the five year plan, annual development plans should be prepared by the Municipal Boards.	9.11.1	170
213.	The scheme of urban community development blocks should be given effect to as early as possible.	9.12.1	179
214.	The financial assistance to the Municipal Boards should be given on the basis of the criteria mentioned in para 9.13.1.	9.13.1	179
215.	The Municipal Boards should make nccessary arrangements for the welfare of their employces in conjuction with the Labour Department.	9.14.1	180
216.	Road diversions for abadi areas should be constructed for State Highways and other important thoroughlares.	9.15.1	180
	CHAPTER X		
	PUBLIC RELATIONS		
217.	The Public Relations Department should act more or less as a technical advisory department to all other departments of the government as far as matters relating to public relations are concerned and should assist them in organising their own public relations activities appropriately.	10.2.1	181
218.	Each Head of the Department should appoint one of the officers at headquarters as officer- in-charge of public relations, for ensuring that the public relations activities of the depart-	10.2.1	181

1	2	8	4
	ment receive adequate attention. They should also review the progress in this direc- tion at least once in a quarter. The Director of Public Relations should convene a meeting once a quarter of the officers-in-charge of public relations in different departments for co-ordinating and strengthening the public relations activities of these departments.		
219.	Explicit instructions should be issued to all Extension Officers in the development blocks to ensure that they devote adequate attention to educating the people with regard to the developmental programmes and the progress in this direction should be discussed with the Public Relations Officer of the district. The Collector should ensure that the public rela- tions work in the district receives adequate attention at all levels.	10.2.2	182
220.	Public Relations Department should concentrate more on its educative and reformatory role than it is doing at present.	10.2.3	182
221.	The Government of India should be moved for integrating their publicity units in the State with the State Public Relations Department. If the Government of India do not agree with the proposal, steps should be taken to bring about as much a measure of co-ordination between the two publicity units as possible.	10.2.4	183
222.	The new legislative amendments or policy decisions of the State Government should be widely and effectively publicized for the infor- mation of the people.	10.2.5	183
223.	The Government should appoint a special committee to examine the procedures followed by different government offices in matters which involve direct dealings with the public and suggest suitable methods of rationalising them.	10.3.1	183
224.	A separate post of Receptionist should be sanctioned for all government offices which have substantial public dealings. In offices where the Receptionist will not have whole time work, one of the officials in the normal establishment may be deputed to work as Receptionist in addition to his own duties. If possible, the Receptionist should also be provided with an internal telephone connection. He should also be provided with one or more Class IV servants.	10.3.2	184

1	2	3	4
225.	Normally visitors should not be permitted to meet any official below the Section Officers in the Sccretariat or the Office Superintendents/ Hcad Clerks in departmental offices for enquir- ing about any official business.	10.3.2	184
226	The Receptionist should also maintain ready stock of standard application and other forms which are normally required in connection with the business dealt with in the office, and these should be supplied to the visitors on demand.	10.3.3	185
227.	Standard saleable forms for applications should be devised by each Head of the Depart- ment in which the members of the public may submit their applications.	10.3.3	185
228.	All government offices should have adequate arrangements for the scating of visitors. Basic facilities, such as, drinking water, fans etc. should also be provided to the visitors.	10.3:4	186
229.	Whole-time posts of Receptionists should be created for the departments mentioned in para 10.3.5 and part-time posts of Receptionists in the departments and offices mentioned in para 10.3.6.	10.3.5 10.3 6	186
230.	Courts should have proper seating arrangements for the counsels, witnesses and litigants.	10.3.7	19 4
231.	Receptionists should also maintain a complaint or suggestion box. Heads of Offices concern- ed should examine all these applications or complaints.	10.4.1	. .
232.	As far as possible, complaints should be enquired into on the spot by touring officers.	10.4.2	187
233.	District Collectors should be invested with special powers to enquire into complaints against any government agency at the district level Such enquiries may be made either through the agencies directly subordinate to the Collector or the appropriate departmental agencies He may, however, send the routine complaints received by him to the departmental officers concerned for disposal. For the	10.4.3 to 10.4.4	187

purpose of getting these enquiries made the Collectore should have at their disposal an

	۱۹۹۹ میلیند. است که مانور و از این میکورد است. است میکور است از این میکور از ۲۰ میکور است است است این از در این	***	
1	2	3	
	independent agency in the form of a General		
	Assistant to the Collector. These posts may		

There should be

226

eight such posts and the jurisdiction of each office should be as recommended in para 10.4.4.

be manned by officers of the Rajasthan

H. C. MATHUR Chairman.

MAN SINGH

KEDAR NATH

P. K. CHAUDHARY

(subject to his note of dissent)

Administrative Service.



M. V. MATHUR.

V. D. SHARMA

G. K. BHANOT

A. MOHAN LAI. Member-Secretary

NOTE OF DISSENT BY SHRI P.K. CHAUDHARY.

OMBUDSMAN

1. The institution of Ombudsman is a new venture in the realm of Constitutional law. Only a very few countries in the world have this institution but they differ from one another in varying degrees. In Sweden, the institution of Ombudsman was established in 1809. Sweden has two Ombudsmen—Military Ombudsman and Civil Ombudsman. The Sweden also has an alternative "Grievanceman". He is the Monarch's legal adviser and hears citizens' complaints against the executive. Unlike the Civil Ombudsman, he is responsible to the King and the Government and not to the Parliament.

2. The Swedish Military Ombudsman has been copied by Finland since 1918, Norway in 1952 and recently by West Germany. In 1953, Denmark amended her Constitution and made provision for the institution of "Folketengets Ombudsman", i.e. "State Controller" or Parliamentary Commissioner for Civil and Military Government administration. Under the above Constitutional provision the Danish Parliament in 1954, by an Act, provided for the appointment of the Civil Ombudsman only.

3. In Newzealand the Parliament in 1962 passed an act providing for the appointment of an Ombudsman.

4. In United Kingdom, the Council on Tribunals in its Third Annual Report issued in 1961 makes reference to a proposal for the establishment of a Parliamentary Commissioner, modelled on the Ombudsman of the Scandinavian countries. The report is still being studied by the United Kingdom Government.

5. Besides the countries mentioned above, no other country has this institution of Ombudsman.

6. Regarding the efficacy of the institution of Ombudsman, there is hardly any information available with the Committee Secretariat or the undersigned to give a considered opinion. The only information that could be gathered is as under:—

(i) Swedish Ombudsman.—During a period of 13 years from 1947 to 1958, the Swedish Civil Ombudsman prosecuted officials in ninety-one cases, which included ten disciplinary actions. Of these officials, eighteen were public prosecutors, fifteen were policemen and four were Clergymen.

The Swedish Ombudsmen spend much of their time investigating government institutions on their own initiative. This includes actual visits to barracks, prisons, mental homes and hospitals. Part of every day is spent by the Ombudsmen's staff in scanning the newspapers for grievance cases.

(ii) Danish Ombudsman.—In about 10% of the investigated cases, the Commissioner has found it necessary to make criticism or to put forward recommendations of one kind or another towards the authority concerned.

7. In view of the fact stated above, I would use a word of caution that the State Government should move warily in the matter.

8. Appointment.—The Committee recommended that the Ombudsman "should be appointed by the President of India on the recommendation of the Chief Justice of the Supreme Court of India". I disagree with this recommendation. I consider that this mode of appointment of the Ombudsman as a nominee of the Chief Justice of the Supreme Court is not in consonance with his status as a Parliamentary Commissioner for Investigation—an officer of the Parliament, i.e. the State Legislature, he being removable by a vote of no-confidence in the State Legislature.

9. In all the countries mentioned above in which this institution of Ombudsman is in vogue, his appointment is made by the Parliament. The Committee's recommendation is broadly based on Danish Pattern. But in Denmark the Ombudsman is elected. The First Danish Parliamentary Commissioner, Stephan Hurwitz was elected by the Parliament and took over office on 1st April, 1955.

10. In Newzealand the Commissioner is appointed by the Governor General on the recommendation of the Parliament. Incidentally Newzealand's first Commissioner is Sir Guy Powels, who was High Commissioner for Newzealand in India during 1960-61 and was an experienced barrister and solicitor.

11. Under these circumstances, I would recommend that the Ombudsman should be appointed by the President or the Governor either on the recommendation of the State Legislature or from a panel of three names submitted by the Speaker of the State Legislature in consultation with the leader of the House and the leader of the Opposition.

12. Function and jurisdiction.--The Committee have recommended that the Ombudsman's "jurisdiction should extend to all the Cabinet Ministers, Deputy Ministers, civil servants and all other persons acting in the service of the State, except officers presiding over law courts in as far as the actions taken by them in that capacity are concerned." I have my difference on this score too. I am of the considered opinion that the Ministers should be excluded from the jurisdiction of the Ombudsman. The Ministers are responsible to the State Legislature. The Ministerial responsibility to the Parliament is a fundamental principle of our Constitution. Moreover, Ministers, by and large, deal with questions of policy rather than day to day administration and it has been visualised in the Committee's recommendation that it was with administrative decisions alone that the Commissioner would be concerned.

13. The Newzealand Government and the Parliament who adopted the institution of Ombudsman in 1962 are also of the same opinion. According to them also the Ministerial responsibility to the Parliament was a fundamental principle of their Constitution and the Government believed that to include Ministers directly would seriously impair this principle.

14. In conclusion, I would recommend the adoption of the system in force in Newzealand, whose outline I am giving below in brief:—

A. Parliamentary Commissioner's jurisdiction.

(i) He would not review decisions of the courts of law.

(ii) He would not review decisions where there was already a right of review or appeal to an administrative tribunal.

(iii) Matters of policy were outside his jurisdiction. For these matters government must be solely responsible to the Parliament.

(iv) He would not be able to reverse or modify decisions himself, or to direct a department of a certain course of action. The Commissioner would investigate a particular act or decision. If he thought that a decision should be altered or other action taken he would recommend accordingly to the department and send a copy of his report and recommendation to the Minister concerned. If the Minister and the department stood by what they had done, the Commissioner might then report to the Prime Minister and to Parliament.

(v) He would have no jurisdiction over local authorities.

(vi) He would have no direct jurisdiction over Ministers as it is repugnant to the fundamental principle of the Constitution regarding Ministerial responsibility to 'he Parliament. 15. However, to reconcile the preservation of Ministerial responsibility with 'he aid of giving a remedy to the citizen, it has been provided that the Commissioner could look into recommendations made by a department 'o a Minister. The Commissioner could call for the departmental file, which would contain not only the department's recommendations but the Minis er's decision. If the Minister followed the recommendation, any criticism by the Commissioner would, in fact, be a criticism of the Minister's decision. In addition, and this was important, Parliament would have the opportunity of calling on the Minister to justify this action and members would then be armed with the Commissioner's recommendations.

B. Appointment and Powers of the Commissioner.

(i) The Commissioner is an officer of the Parliament appointed by the Governor General on its recommendation.

(ii) His principal function is to investigate either on complaint or on his own motion any administrative decision, recommendation, including a recommendation of a Minister's act or omission of a government department or related organisation affecting any person in his personal capacity.

BOARD OF REVENUE

1. Board of Revenue was first established in the State under Rajasthan Board of Revenue Ordinance, 1949 and subsequently reconstituted under Rajasthan Land Revenue Act, 1956. Section 8 of the Act defines the powers of the Board under sub-section (i) of this section: "the Board shall be the highest revenue court of appeal, revision and reference in Rajasthan." Under sub-section (ii) of section 8 "the Board shall exercise such other powers and perform such other duties as may, from time to time, be entrusted to it by the State Government. Thus the Board exercises both judicial and administrative functions but the latter are rather ill-defined. Under Section 23 (1) of the Act, the control of all non-judicial matters connected with revenue in the State Government and control of all judicial matters and of all matters monnected with settlement is vested in the Board".

2. The Revenue Department is required to watch the state of revenue collections and progress of departmental expenditure, to compile the departmental accounts, to keep an eye on seasonal conditions and to supervise the administration of famine relief measures. This dichotomy of organisation impairs the working of the department with the result that revenue administration of the districts lacks unified and effective direction.

3. The institution of the Board of Revenue, inspite of its long history and tradition, has left much to be said about the revenue administration in the State. In reply to the questionnair circulated by the Committee, a respondent (a statutory institution dealing with Land revenue) made the frank admission that "corruption at the lower levels of the revenue staff is traditional, but it is not as wide spread as it is generally believed". Under the Act, Land Record Officer, i.e. the Collector, is responsible for maintenance of records of rights. But in practice, it is the Patwari who initiates all entries in the annual register. And under Section 140 of the Land Revenue Act, "All entries made in the record of rights shall be presumed to be true until the contrary is proved". In Rajasthan, we have today introduced the most progressive land reforms in the country, but on account of the sorry state of our revenue administration, there is a lot of discontent amongst the peasantry.

4. I would, therefore, suggest that our tenancy and land revenue Acts may be suitably amended so that no alterations in the records of rights will be permissible except through a registered transfer deed or civil suits.

5. Land Revenue is one of the simplest of direct taxes. It forms only about 33% of the State's total tax revenue. There is a falling trend in the share of land revenue to the total tax revenue of the State. And we have been able to manage as efficiently, if not better, without having a Board for it. The table on the next page will illustrate the point.

सन्यमेव जयत

Y ear	Total State tax revenue in lakhs.	Land Reve. nue in lakhs	Percentage	State Excise Percentage Sales Tax in lakhs in lakhe.	Percentage	Sales Tax in lakhe.	Percentage	 Excise duties and Sales Tax as % of total State revenue.
1	5	en	4	5	9	7	8	6
1051_59	1110.37	315.32	28.40	298.85	26.91	419.47	37.78	64.96
1952-53.	1102.18	407.59	36.98	236.48	21.46	370.47	33.61	55.07
19h3-54.	1117.21	378.54	33.88	250.56	22.43	397.67	35.60	58.03
1954-55.	1141.56	414.62	34.80	281.35	23.61	396.44	33.27	56.88
1955-56.	1033.17	501.43	48.53	268.40	25.98	152.33	14.74	40.72
1956-57.	1235.04	543.81	44.03	315.45	25.54	242.52	19.64	45.18
1957-58.	1462.60	607.41	41.53	354.94	24.27	322.26	22.03	46.30
1958-59.	1590.89	704.17	44.26	384.35	24.16	296.54	18.64	42.80
1959-60.	1772.29	794.13	44.81	400.46	22.60	308.73	17.42	40.02
1960-61.	1811.39	715.16	39.48	421.41	23.26	369.99	20.43	43.69
1961-62.	2160.75	847.00	39.20	476.00	22.03	460.00	21.29	43.32
	0400 KU	045 00	96196	00 001	F A 10	201 002	00.00	11 11

TABLE

·

ė

7. To avoid dichotomy in administration and to ensure unified direction to the field administration, nearly half the States in India have abolished the institution of the Board of Revenue. The States of (1) Assam, (2) Gujrat, (3) Jammu and Kashmir, (4) Maharashtra, (5) Mysore, (6) Punjab and Union Territories of (7) Delhi and (8) Himachal Pradesh have no Board of Revenue.

8. I would, therefore, recommend that the revenue administration should be centralised in the Revenue Department and the Board of Revenue abolished. The purely judicial functions at present dealt with by the Board should be assigned to Revenue Appellate Tribunal, consisting of a senior scale office of the Indian Administrative Service and one or two members of the status of a District Judge or Collector.

9. Administration of excise and taxation laws requires expert knowledge and experience in the matter. Members of the Board of Revenue are drawn from super-time scale. They are general administrators having no special knowledge of taxation law administration. Promotion to these posts of super-time scale takes place virtually on the basis of seniority. The aptitude of the members for revenue or taxation law administration is not the criterion for their promotion to these posts. Under these circumstances, the argument that "the Board of Revenue should primarily concern itself with advising the State Government regarding the over-all policy in excise and taxation matters......" does not carry conviction. In the words of Asok Chanda Committee report on central excise reorganisation "taxation policy is best formulated in the economic affairs department of the Finance Ministry in association of the other economic Ministries".

10. Land revenue is one of the simplest of direct taxes while other state taxes are complex indirect taxes, to put them under the supervision of same agency is also not desirable. Asok Chanda Committee is also of the view that the administration of direct taxes and indirect taxes should be under two distinctly separate agencies. I, therefore, disagree with the majority recommendation of the Committee for extending the functions of the Board of Revenue by including the administration of Excise and Sales Tax laws within its purview.

DIVISIONAL COMMISSIONERS

1. The argument that most other departments have regional level officers and hence we must have also Divisional Commissioners is not very cogent. These other departments are technical departments. The regional level officers there are functionaries, with well defined responsibility and duties to discharge, which is not the case with Divisional Commissioners. 2. The contention that a large number of Collectors are young officers and they have to depend on their own initiative and hence they require the advice and guidance of a senior and experienced colleague like Divisional Commissioner has been advanced ad nauseam for the last ten years.

3. In 1953, the-then Chief Secretary of the State as well as some Divisional Commissioners in their evidence before the Estimates Committee advanced the self-same arguments. They pleaded for the retention of the institution of Divisional Commissioners only for a period of five years from that date and no longer.

4. The State Assembly continuously agita ed for nearly a decade for the abolition of posts of Divisional Commissioners, which were considered to be redundant to the administrative requirements of the State. All sections of the House demanded its abolition. The successive Estimates Committees of the First and the Second Assembly also recommended for the abolition of the posts of Divisional Commissioners in the interest of economy and efficiency in the administration. The State Government, after giving urgent consideration to the matter for nearly a decade, ultimately decided lately to abolish these posts.

5. No evidence could be adduced to indicate that the absence of the Divisional Commissioners has in any was affected adversly either the efficiency of the administrative machinery or the pace of developmental work at the regional, district or the village level. Besides our own State, the States of (1) Andhra Pradesh, (2) Kerala, (3) Madras, and Union Territories of (4) Delhi and (5) Himachal Pradesh have not got the posts of Divisional Commissioners. Madras is considered to be one of the two best administered States in the country and they are doing well without these posts of Divisional Commissioners and have not yet felt the need to revive these posts.

6. The arguments put forward by the Committee for the revival of the posts of Divisional Commissioners are the same old arguments so often advanced by the advocates of the institution of the Divisional Commissioners as "elder brother of the peoples" representatives and friend, philosopher and guide, to the district level officers. All these points were taken into consideration by the Government when it decided to abolish the posts of Divisional Commissioners. The Committee have not brought out any new facts in support of its contention. The very idea of having posts adorned by super-time scale officers which do not carry any specific responsibility for execution or administration of any scheme or project is repugnant to the cannons of economy and efficiency in the administration.

7. It is too soon yet to consider the question of revival of these posts. I, therefore, disagree with the majority recommendation of the Committee regarding the revival of the posts of Divisional Commissioners.

SECRETARIAL STATUS TO THE HEADS OF DEPARTMENTS.

8. In Chapter III (D) para 27.5, the Committee has recommended as a trial measure to give the status of Additional Secretaries to the Government to the Heads of Department of Public Works (Buildings and Roads) and Industries and Supplies. 1 disagree with this recommendation for the reasons already stated in para 27.2 of the same chapter. If any crial is to be made, it may be made with a smaller department like the Public Health and not with Public Works (Buildings & Roads) Department, which is a heavy spending department. The main argument advanced by the majority members of the Committee regarding giving secretarial status to the Heads of Departments is that it will eliminate delay in disposal of the work. If that be the only consideration, in that case I would suggest that the system prevalent in Bihar may be tried as a trial measure in the Public Works (Buildings & Roads) Department and the Industries and Supplies Department. In Bihar, since 1953 the Heads of Departments are located in the same office as the Secretariat and the same file is dealt with by the Secretariat as well as the Heads of Departments. This has resulted in elimination of delay to a large extent.

सत्यमेव जयते



Appen-	Subject.	Reference		
dix No.		Chapter	Page	Para
1	2		3	
I.	Questionnaire-A	I	2	1.2.1.
II.	Questionnaire-B	I	2	1. 2. 1.
III.	Lists of persons to whom Questionna- ires were addressed and extent of replies received with reference to	I	3	1.2.1
	(A) Questionnaire-A			
	(B) Questionnaire-B			
IV.	List of persons examined by the Committee	I	3	1.2.2.
٧.	Statement of covenanting States	II	7	2. 1. 0.
VI.	A brief note on the major reforms introduced to date by the Organisation & Methods Section of the Secretariat	II	9	2. 1. 4.
VII.	(A) Grouping of portfolios amongst the Ministers and Deputy Ministers	III(A)	22	3. 9. 1.
	(B) Grouping of departments amongst the Secretaries to Government	III(A)	22	3. 9. 4.
VIII.	List of State Level Consultative and Advisory Committee for various departments of the Government	III(B)	\$ 5	3. 14. 2
IX.	Illustrative statement of cases of judi- cial or semi-judicial nature dealt with in the Secretariat	III(C)	39	3. 15. 5
Х.	(A) Abstract statement of the Secre- tariat personnel along with the financial implications-present and proposed.	III(C)	48	3 . 16. 1

LIST OF APPENDICES.

1	2		3		
	(B) Staffing pattern of the Secre- tariat along with the financial implications-present and proposed and the average number of 'Receipts' dealt with in each section	III(C)	46	3. 16 1	
X I.	List of Heads of Departments	III(D)	64	3. 27. 4	
X 11.	Statement showing the visits to Jaipur of some of the Heads of Departments with headquarters outside Jaipur during the first half year of 1963	III(D)	67	3 . 29. 2 <i>.</i>	
XIIJ.	Statement depicting the States where Boards of Revenue/Financial Commis sioners and Divisional Commissioners exist	IV	60	4.]. 1.	
XIV.	Statement showing the progress regard- ing framing of Service Rules	v	89	5. 2. 1	
XV.	Proforma in which orders for ad hoe appointments should issue	. V	100	5. 7. 2.	
XVI.	Recommendations of the State Commit tee on Training regarding restricted competitive examinations for pro- motions	v.	107	5. 9. 5.	
XVII.	Recommendations of the State Com- mittee on Training regarding the Departmental Promotion Examina- tions	·V	107	5, 9, 5,	
XVIII.	Forms for Annual Confidential Reports;		111	5. 12. 2.	
	Form A For officers of the State Services.				
	Form B For officers of the Subordi- nate Services of the State.				
	Form C-1 For Section Officers/Office Superintendents/Head Clerks	•			
	Form C-2 For Dealing Assistants in- cluding Assistants/Upper Di- vision Clerks/Accountants/ Accounts Clerks.				

1	2		3	
	Form C-3. For Lower Division Clerks/ Typists.			
	Form C-4. For Private Secretaries/ Personal Assistants/ Steno- graphers.			
X 1X.	Proforma for the quarterly statement of disciplinary cases to be sent by all disciplinary authorities to their Heads of Departments and by Heads of the Departments to the Administrative Departments	V	115	5. 1 3. 4.
	-	T 7	338	5 10 K
XX.	(B) Statement indicating average time taken at various stages of	v	115	5. 1 3. 5.
	departmental enquires (embez- zlement cases)	V	115	5. 1 3. 5 .
XXI.	Delegation of Powers	γı	128	6. 4. 3.
	(A) Delegation of Powers in Service matters.			
	(B) Delegation of Administrative Pow-			
	ers. (C) Delegation of Financial Powers.			
XXII.	Register of Complaints/Representa- tions received from the public	VI	132	6, 5, 5,
XXIII.	Statement showing the number of cases pending disposal for over six months	VI	1 3 5	6, 8, 6 ,
XXIV.	Statement indicating the progress of	377 -	125	6. 2. 1.
	preparation of Departmental Manuals	VI	120	0. 2. 1.
XXV.	Weekly Arrears Statement	VI	135	6. 8. 5.
XXVI.	disposal for over a month with Deal-	VI	135	6, 8, 5.
XXVII.	Results of the time-motion study of Secretariat files	VI	136	6. 8. 8.
XXVIII		VII	143	7.41.
	-			
AAIA	. Standardised forms for proposals for sanctions	VII	142	7. 3. 1.

1	2		3	
KXX.	Statement showing the expenditure on twenty-six service stations (Engine & Chassis Service) at the district headquarters of the State	VIII	146	7. 9. 1.
XXXI.	Registers of Inspections	VIII	157	8. 2, 1,

A-To be maintained in offices inspected.

B-To be maintained by Regional Level Officers.

XXXII.	Panchayati Raj-structural pattern	1X	165	9.1.1.
XXX III.	Type Application Form for allotment of iron and steel and other controlled commodities	x	185	10. 3. 3.



List of Abbreviations used in the Appendices

1.	A c Clerk	••	Accounts Clerk.
2.	Addl.	••	Additional.
3.	Apptts.	••	Appointments.
4.	Asstt.	••	Assistant.
5.	B. & R.	••	Buildings and Roads.
6.	Col.	• •	Column
7 .	C. R.		Confidential Roll.
8.	Deptts.		Departments.
9.	Distt.		District.
10.	Dy.	••	Deputy.
11.	Ехр.		Expenditure.
12.	Govt.	••	Government.
13.	i. e.		That is.
14.	L. D.C.	••	Lower Division Clerk.
15.	L. R.		Leave Reserve.
16.	M. P.	• •	Madhya Pradesh.
17.	N. A.		Not Available.
18.	No.	••	Number.
19.	O. & M.	••	Organisation and Methods.
20.	Perm.	••	Permanent.
21.	P. U. C.	••	Paper Under Consideration.
22.	P. W. D.	••	Public Works Department.
23.	R. A. S.	••	Rajasthan Administrative Service.
24.	Res.	••	Reserve.
25.	R. P. S.C.	• •	Rajasthan Public Service Commission.
26.	R. S. R.	••	Rajasthan Service Rules.
27 .	S. No.	••	Serial Number.
28.	S. O.	••	Section Officer.
29.	Sq. Miles.		Square Miles.
30.		••	Superintendent.
31.	T . A .	••	Travelling Allowance.
32.	Temp.	••	Temporary.
33.	U. D. C.	• •	Upper Division Clerk.





APPENDIX I

(Reference : Chapter I Page 2) QUESTIONNAIRE-A

1. Organisation.—(a) Do you consider any changes necessary in present organisational set up of the State Government at the following levels:—

- (1) Secretariat,
- (2) Departmental headquarters, and
- (3) Field Organisation—from the regional level to the village level.

If so, please indicate in detail, stating reasons.

(b) Do you have any suggestions to make regarding the role of the District Collector in the context of the Panchayati Raj and the separation of the judiciary from the executive ?

2. Co-ordination and Policy Formulation.--Would you like to suggest any measures to improve the top level co-ordination and policy formulation at the State level ?

If so, please give your suggestions.

In this connection do you consider-

(i) the setting up of a "Control Room" i. e. a staff organisation to advise the Cabinet regarding s gn f cant developments in the important programmes administered by the State Government;

(ii) appointment of a State Planning and Co-ordination Commission consisting of, say, the Chief M n ster, Finance Minister and one or two other Ministers, and three experienced and whole-time experts in the field of Public Administration, Economic Affairs and Engineering or, in the alternative, comprising purely of experts, to advise the Cabinet regarding the State's development programmes, and

(*iii*) the strengthening of the Cabinet Secretariat to bring about better co-ordination between various government departments,

would prove to be useful in bringing about better co-ordination at the State level ?

Please give reasons for your answer.

3. *Efficiency.*—Do you feel that there should be a system of efficiency audit to examine the working of various departments ?

If so, how should such an audit be conducted and what should be the relationship between the administrative departments and the efficiency audit organisation ?

If you do not agree with the above, do you have any other suggestion; to ensure that both technical and administrative efficiency are achieved to the fullest extent in the administration ?

If so, please narrate.

4. Local Government.—(a) What has been the impact of Panchayati Raj on the administration of the State ?

Please give your views in detail, with reasons.

Do you have any suggestions to make to remove the existing difficultic; if any, in the working of Panchayati Raj?

If so, please narrate.

(b) Do you feel that the elected representatives, i. e., Sarpanchas, Pradhans, Pramukhs, M. L. As. and M. Ps, are making useful contributions to the State administration, specially with reference to the development programmes ?

Please give your suggestions, if any, in this connection.

(c) What are your views regarding the functioning of the municipal administration in the State ?

Do you have any suggestions to make to improve the functioning of municipal bodies in the State ?

(d) Would you consider the setting-up of a statutory body to supervise the elections and the functioning of local bodies ?

Please give your suggestions.

5. Laws and Rules.—To what extent and in what manner do you find any existing laws and rules framed by the State irksome, and what are your suggestions to remedy the situation ?

6. Public relations.—(a) Are the "reception" arrangements in the government offices with which you have come into contact satisfactory?

If not, please give suggestions to improve the same.

(b) Is it your feeling that the various government offices which come into contact with the public are not workir; as efficiently as may be desirable ?

If so, please indicate the nature of the inefficiency noticed by you and give your suggestions to remedy the situation.

(c) Do you feel that the attitude of the government servants with whom the public generally come into contact is sympathetic and understanding ?

Please give your suggestions, if any, in this connection ?

7. Elimination of delays.—(a) Is it your feeling that normally the work is attended to with unnecessary delay in government offices ?

If so, what, in your opinion, are the reasons for such delays ?

Please give some typical instances of such delays.

What suggestions do you have to offer to improve the existing state of affairs ?

(b) In order to ensure that prompt decisions are taken on the dayto-day problems of the local people, do you feel that the Collectors, who are co-ordinating authorities at the district level, should be vested with some more powers to take final decisions in such cases, in consultation with the district or regional level officers concerned ?

Please give reasons for your answer ?

8. Prevention of corruption.—(a) (i) What, in your opinion, is the extent and nature of corruption obtaining in government departments at various levels ?

(ii) Has the incidence of corruption increased or decreased in the recent years ?

What is the basis of your opinion and what are the various causes of such increase or decrease ?

(b) Do you feel that there is a reluctance amongst government officers to initiate disciplinary and legal action against the defaulters ?

If so, what, in your opinion, are the reasons for this and how can the situation be remedied ?

Please cite typical instances of this nature which are within your knowledge and indicate the steps taken by those concerned to bring the guilty to book.

What steps, in your view, should be taken by the senior officers for nsuring the integrity of their subordinates ?

(c) What is the role played by various agencies, professional touts nd others in aiding corrupt practices ?

What measures would you like to suggest to improve the situation ?

(d) What changes would you suggest in the laws, rules and procedures to eliminate corruption ?

Please indicate in detail

(e) Would you like to suggest any changes or improvements in the existing organisation of the creation of new agencies for dealing with cases of corruption ? The present set up comprises:—

(i) the State Anti-corruption Board,

(ii) the Anti-corruption Department under the Additional Inspector General of Police, and

(iii) Commissioner for Departmental Enquiries.

Please give your suggestions.

(f) Would you like to suggest any changes in the various laws, rules and procedures to deal with corruption cases to ensure expeditious and more effective action?

If so, please give your suggestions.

(g) What other measures would you like to suggest to creat a strong climate in which corruption and dishonesty will not survive and grow.

9. General.—(a) Do you have any suggestions to make regarding the working hours of various Government offices?

If so, please state with reasons,

(b) Would you like to suggest any changes in the present schedule of public hol'days?

If so, please narrate.

(c) Would you like to suggest any changes in the present system of purchases by Government departments?

If so, please indicate with reasons.

(d) Would you like to suggest any changes in the existing system of making payment of the bills by Government departments?

If so, please state your present difficulties and suggest improvements with reasons.

(e) Do you have any suggestions to improve the present arrange ment regarding payment of dues to the Government by the members of the rublic ? If so, please give your suggestions.

(f) Do you feel that the present system of giving contracts for government works is working satisfactorily?

If you have to make any suggestions in this respect, please narrate with reasons.

(g) Do you feel that there should be any changes in the present system of association of members of the public with the processes of Government at any level?

If so, please indicate the manner in which this may be done, giving reasons.

 (\hbar) Do you think that there should be a system of having part-time paid non-official consultants with expert knowledge to advise the Government on important matters?

Please give your suggestions in this respect.

(i) Do you have any other suggestions to make to improve the efficiency of the working of government offices?

If so please indicate.



APPENDIX II

(Reference : Chapter I page 2)

QUESTIONNAIRE-B

I. ORGANISATION AND COORDINATION

(1) Secretariat,

(2) Departmental headquarters, and

(3) Field Organisation-from the regional level to village level.

If so, please indicate in detail, stating reasons.

2. Would you like to suggest any measures to improve the top level co-ordination and policy formulation at the State level ?

If so, please give your suggestions.

In this connection do you consider-

(i) the setting up of a 'Control Room' *i.e.*, a staff organisation to advise the Cabinet regarding significant developments in the important programmes administered by it,

(ii) appointment of a State Planning and Co-ordination Commission consisting of, say, the Chief Minister, Finance Minister and one or two other Ministers, and three experienced and whole-time experts in the filds of Public Administration, Economic Affairs and Engineering or, in the alternative, comprising purely of experts to advise the Cabinet regarding the State's development programmes, and

(iii) the strengthening of the Cabinet Secretariat.

would prove to be useful in bringing about more efficient execution and better co-ordination at the State level ?

Please give reasons for your answer.

3. (a) What has been the impact of Panchayati Raj on the administration of the State ?

Please give your views in detail with reasons.

(b) Does your department experience any difficulties in co-ordinating its activities with the Panchayati Raj institutions in as far as matters relating to them are concerned ?

If so, please indicate in detail and suggest appropriate solutions.

(c) Has the administrative work in your department increased or decreased with the constitution of the Panchayati Raj institutions?

Please give reasons.

(d) Has the technical quality of work done in the field relating to your department improved or deteriorated with the constitution of Panchayati Raj institutions ?

Please give reasons for your answer.

(e) What measures would you suggest to ensure that Extension Officers discharge their duties efficiently and adequate control is exercised over them by the District, and Divisional Level Officers and the District Development Officers ?

(f) Do you feel that the elected representatives i. e., Sarpanchas, Pradhans, Pramukhs, M.L. As. and M. Ps. are making useful contribution to the State administration, specially with reference to the development programmes ?

Please give your suggestions, if any, in this connection.

(g) Would you like to make any other suggestions to remove the existing difficulties in the working of Panchayati Raj bodies as far as your department is concerned ?

If so, please narrate.

4. (a) What are your views regarding functioning of the municipal administration in the State ?

Do you have any suggestions to make to improve the functioning of municipal bodies in the State ?

(b) Would you consider the setting-up of a statutory body to supervise the elections to, and the functioning of, ubran local bodies to be a desirable step ?

Please give your views.

5. (a) Do you feel that there should be any changes in the present system of associating members of the public with the processes of government at various levels ?

If so, please indicate the manner in which this may be done, giving reasons.

(b) Do you think that there should be a system of having parttime paid non-official consultants with expert knowledge to advise the government on important matters ?

Please give your suggestions in this respect.

6. (a) With which departments of the government does your department normally have to co-ordinate its activities ?

Do you ensure that your departmental officers co-ordinate their working with the officers of other related departments at the State, Regional, District and Block levels ?

If so, please indicate how this is ensured :

(b) Do you feel that your department receives prompt consideration from other departments of the government in matters which concern both your department and other departments ?

If not, please quote instances and suggest appropriate solutions.

(c) Do you have any suggestions to make to improve the co-ordination amongst sister departments of the government at any level ?

If so, please indicate.

7. What has been the effect of the abolition of the offices of the Divisional Commissioners on the co-ordination between the Collectors and the Regional Level Officers ?

What measures would you suggest to bring about better co-ordination between these offices ?

सत्यमेव जयते

1. Service Rules —(la ii) Have Service Rules been promulgated for all categories of services in your department?

If not, why?

(ii) At what stage is the matter of preparation of Service Rules at present?

When are they expected to be ready?

(iii) What arrangements have you made in the absence of Service Rules to deal with the questions relating to recruitment, promotions etc.?

(b) If Service Rules have been framed, would you like to suggest any material changes in them?

If so, please state with reasons.

2. Recr itment.—(a) (i) Please give the following information:—

S. Ca No.	tegory of post	No. of posts 3 sanctioned	No. of Officers working at present	No. of Va cancies	- No. of per- sons not duly recruited according to rules or go- vernment	Remarks
		Perm./ Temp. Total.	Perm./ Temp. Total.	Perm./ Temp. Total.	orders.	
1	2	3	4	5	6	7

(ii) What are the reasons for the various posts lying vacant in your department?

(iii) In the case of persons who were not recruited according to the rules or government orders, what were the reasons for doing so?

(iv) Are persons with requisite qualifications available for the various categories of posts in your department?

If any difficulty is being felt in this respect, please indicate.

(v) What suggestions would you like to make to remove the existing difficulties, if any, regarding non-availability of qualified personnel?

(vi) How do you propose to meet the existing shortage of personnel in your department, if any-

(i) by amendment of the prescribed qualifications;

(ii) by arranging appropriate training programmes ;

(iii) by other methods (enumerate).

(vii) What difficulties are you experiencing in confirming the eligibl[®] temporary staff of your department?

(b) (i) Please indicate the anticipated requirements of different categories of personnel (State and Subordinate Services only) in your department during the Third Five Year Plan period (i. e., period ending 31st March, 1966).

(ii) Do you anticipate any difficulties in finding qualified personnel to man the additional posts expected to be created in your department in the Third Five Year Plan period?

(c) (i) In matters relating to appointments which should be made in consultation with the Rajasthan Public Service Commission, at what stages do delays take place and what are the reasons for these delays?

Please indicate, with appropriate solutions in each case.

(ii) Please give the following details regarding references made to the Rajasthan Public Service Commission, for recruitment to various posts in your department which have been pending with them for more than six months.

Designation of post.	Date on which requisition sen	Whether any back reference received from R.P.S.C. ! If yes, then what was the nature of such back reference.	replies sent to R.P.S.C. reg.	Reason for delay.
1	2	3	4	5

(iii) Do you think, there are any categories of personnel whose recruitment should be excluded from the purview of the Rajasthan Public Service Commission ?

If so, please state with reasons and suggest alternative methods of recruitment.

(d) (i) At what stages, if any, in each Service of your department, should direct recruitment be resorted to in addition to that made at the initial stage ? Please indicate with reasons.

 (ii) Direct recruitment may be made either by open competition or on the basis of a restricted competition from amongst government servants working in the various junior cadres of the same Service possessing requisite qualifications for the post in question. Which of these two alternatives should be adopted with respect to the different services in your department !

Please give reasons in each case.

(iii) For recruitment to various categories of posts in your department through the Rajasthan Public Service Commission, would you suggest that the Commission should hold a written competitive examination accompanied by an interview, or should recruitment take place only on the basis of an interview i

Please give your suggestions with respect to each category of posts separately giving reasons.

3. Appointments.—Do you consider any further delegation of powers necessary regarding appointments to various categories of posts ?

If so, please enumerate, giving adequate justification in each case.

4. Transfers.--(a) Are the existing orders governing transfers of government servants adequate ? If not, what changes would you suggest ? Give reasons.

(5) How many government servants belonging to State and Subordinate Services under your department were transferred more than once in the course of the last two years ?

Please give reasons in each case.

(c) What in your opinion should be the minimum and maximum period of stay of an officer on each category of posts in your department?

(3) Do you agree with the present convention that the officers of the government should not be posted in their home districts with the exception of those who draw salaries in grades with a maximum of Rs. 335/-835/; or less ;

If not ,what changes would you suggest in this connection ?

(c) How many officers are there in your department who draw salaries in grades with a maximum of more than Rs. 335/- and are at present working in their home districts ? (f) Would you like to suggest any further delegation of powers in matters relating to postings and transfers of officers working in your department ?

Would you agree with the suggestion that the officers below the district level should be allotted to the District or Division by you and the detailed postings within the District or Division to be left to the District or Divisional level officers concerned ?

(g) Would you agree with the suggestion that the various posts in your department should be categorised as A. B. and C. in order of their importance, and the senior most available officers be posted only to category A posts, and junior most officers to category C posts.

Please give your views, with reasons.

5. Promotions.—(a) Are suitable avenues of promotion available for each category of staff in your department ?

If not, please give your suggestions to ensure this, in detail .

(b) Would you like to suggest any changes in the criteria at present adopted for giving promotions i.e., seniority cum-merit ?

If so, please give your suggestions in detail.

(6) Do you agree with the present system of screening candidates before promotion with the aid of Promotion Committees ?

If you think any changes are necessary, please ndicate with reasons.

(d) If you feel, that screening of candidates before promotion is necessary, should this screening take place at each stage of promotion or only at a few stages ? If you hold the latter view, please indicate the stages at which the screening should take place for various categories of posts in your department.

(e) Would you like to suggest any other changes in the existin^g rules and procedure regarding promotions ?

If so, please narrate.

6. Training.—(a) (i) What are the existing arrangements regarding training of staff after their recruitment in your department ?

Are these arrangements satisfactory ? If not, please give your views .

What changes would you like to suggest regarding training programmes of the different categories of personnel working in your department, if any ?

(ii) would you like various categories of officers working in your department to undergo refresher courses after a prescribed number of years of service ?

If so, please give your views in detail.

(b) Would you like to suggest imparting of any special training for the officers working in your department before they actually take over charge of their posts ?

If so, please indicate the nature of such training and the manner in which it should be imparted.

(c) Do you think, it would be profitable to arrange combined training courses for officers belonging to a number of departments ?

If so, at what stage should these combined courses take place and how should they be arranged ?

- (d) (i) What should be the probation period for various categories of personnel working in your department ?
 - (ii) What action has your department taken to ensure that probationers to the different services receive adequate training and attention during their probation period ?

Do you have any suggestions to make in this connection ?

- (iii) Do you think, it is necessary to create a training reserve for any category of posts in your department in case such reserves do not exist at present for any category of posts.
 - If so, please indicate with reasons giving the proposed strength of such reserve in each case.
- (iv) Do you think that any special training should be imparted to the Ministerial staff working in your department ?
- Will it be possible for your department to make necessary arrangements for imparting this training by appointing officers and senior officials as part-time lecturers and giving them honoraria ?
- If not, please suggest alternative methods of imparting training.

7. Efficiency.—(a) What measures would you suggest to impro the efficiency of the government servants working in your department at various levels (e.g. by providing incentives such as, promotions on the basis of merit-cum-seniority, grant of advance increments etc. and by punishing defaulters in an effective manner etc.) ?

(b) How many personnel belonging to the State and Sul. r. nate Services have been stopped at the efficiency bar in the course of the last three years in your department ? (c) What, in your opinion, would be the optimum number of efficiency bar in the various scales prescribed for the government servants working in your department and after how many years of service should these be operative ?

(d) Do you have any other suggestions to make the system of efficiency bar more useful ?

(e) How should outstanding merit be recognised:-

- (i) by giving out of turn promotions;
- (ii) by providing special merit grades for each service;
- (iii) by giving advance increments;
- (iv) by award of merit certificates;
- (v) by other methods (please give your suggestions in detail)

8. Discipline.—(a) What is your own opinion regarding the discipline prevailing amongst various categories of staff in your department ? If you feel that there is some indiscipline prevailing amongst government servants working in your department, what, in your opinion, are the main causes for the same ? What measures would you suggest to improve discipline in your department ?

(b) Do you consider any changes necessary in the present rules and procedures governing disciplinary action against government servants ?

If so, please state with reasons.

(c) How many government servants are there in your department who have been under suspension for more than six months ! Give reasons in each case !

8. No.	Designation of govt. servant	Nature of default	Date when charge- sheet served	Date of final orders (if case finalised)
1	2	3	4	5

Nature of final orders.	Present stage of enquiry (if case still pending).	Reasons for delay if any.	Remarks.
6	7	8	9

9. Prevention of corruption.—(a) (i) What, in your opinion, is the extent and nature of corruption obtaining in your department at various levels ?

- (ii) Has the incidence of corruption increased or decreased in the recent years :
 - What is the basis of your opinion and what are the causes for such increase or decrease ?

(b) Do you feel that there is reluctance amongst government officers to initiate disciplinary or legal action against defaulters ?

If so, what in your opinion, are the reasons for this and how can the situation be remedied ?

What steps should, in your view, be taken by the senior officers to ensure the integrity of their subordinates ?

(c) What is the role played by various non-official agencies, professional touts and others in aiding corrupt practices ?

What measures would you suggest to meet the situation }

(d) What changes would you suggest in the laws, rules and procedures dealing with corruption to enable more effective action to be taken. Please indicate with reasons.

(e) Would you like to suggest any changes or improvements in the existing organisations, or creation of a new agency, for dealing with cases of corruption ? The present set-up comprises—

- (i) the State Anti-Corruption Board;
- (ii) the Anti-Corruption Department under the Additional Inspector General of Police; and
- (iii) Commissioner for Departmental Enquiries.

Please give your suggestions.

(f) Do you feel that corruption could be minimised as far as your department is concerned by changing certain laws, rules and procedures which at present are apt to lead to the adoption of corrupt practices? If so, please give your suggestions.

(g) What other measures would you like to suggest to create strong climate in which corruption and dishonesty would not survive and grow?

10. Interference in Delegated Authority.—Have there been any instances in which either you or the officers working in your department have been prevented from exercising freely, and according to their discretion the authority delegated to them in matters relating to recruitment, appointments, transfers, promotions or disciplinary action etc. ? If so, please cite instances.

What are the various sources from which such interference comes and what measures would you suggest to meet the situation ?

11. Confidential Reports.—(a) Is the present system of recording annual confidential reports satisfactory ?

What changes in the prescribed forms or the procedure, particularly with reference to levels at which remarks are recorded, would you suggest ? Give reasons.

(b) Do you consider the present system of recording confidential reports a satisfactory method of improving the efficiency of government servants ?

(c) Do you think that it would be advisable to communicate all remarks recorded in the annual confidential reports of government servants to them, or should only selected remarks be communicated ? If you hold the latter view, would you consider it proper that only adverse remarks be communicated or should outstanding remarks also be communicated ?

Please give resons for your answer.

(d) In order to enable a more objective assessment of each officer's performance to be made, do you think that a separate performance record should be maintained for each officer on the basis of which a separate statement giving objectively, the work done by the officer in the course of every year should be prepared and appended with the official's annual confidential report ?

If so, what weightage should be given to the performance record visavis the confidential report in assessing the merit of government servants ?

If you agree with the above suggestion, please append a draft form in which the performance record may be maintained for all categories of officers belonging to State and Subordinate Services working in your department, separately.

If you do not agree with the above suggestion, please state reasons for disagreement.

12. Leave.—(a) Are any difficulties being experienced at present regarding grant of leave to the staff?

If so, enumerate.

(b) Are leave salaries paid to the staff in time ?

If not, what are the reasons for the delay ?

(c) Do you think any changes are necessary in the present leave rules to improve the efficiency of working of government offices ?

xvi

If so, please indicate in detail.

13. Salaries.—How many government servants are there in your departs ment who have not received their salaries for more than three months ?

What are the main reasons which have held-up disbursement of salaries in time ? Give typical instances.

What remedies would you suggest to meet the situation ?

14. Retirement.—(a) Would you like to suggest any changes in the present rules and procedure regarding compulsory retirement ?

If so, please indicate with reasons.

(b) What, in your opinion, should be the age of superannuation for various categories of government servants working in your department ?

Please give reasons for your answer.

15. Pensions.—(a) How many persons are there in your department who retired more than six months back and have not yet received their pensions ? How many of these have not yet received their provisional pensions ?

(b) What are the main reasons for the delay in the finalisation of pension cases and disbursement of pensions ? What remedies would you suggest in this connection ?

(c) With respec⁺ to those employees who are due to retire before 1st January, 1967, how many are there whose records are not yet complete ?

What are the reasons for the non-completion of their service records ?

(d) How many persons have opted for contributory provident fund in lieu of pension ? What difficulties are experienced in the refund of the amount ?

16. Re-Employment and Extension.—Should extension or re-employment be given to government servants of outstanding merit ?

Please give your suggestion in detail indicating the categories of staff for which this principle should be adopted.

17. Service Associations.—(a) Are there any Service Associations working in your department ? If not, what is the method of ventilation of grievances of the staff ?

Is a personal hearing given to the staff before a representation is finally rejected ?

(b) Would you like to suggest any changes in the various rules and government orders relating to Service Associations ? xviii

18. Welfare of Services.---(a) What action has been taken in your department for ensuring the welfare of the staff ?

(b) What are your views regarding making medical facilities available to the retired government servants ?

(c) Are the existing facilities made available to the government servants adequate ?

If not, what are your suggestions to improve the situation ?



III OFFICE PROCEDURE.

1. Departmental Manuals.—Has a Manual been prepared for your department ?

If so, is it up-to-date ?

Is it available in all the offices of your department ?

If not, when do you propose to prepare a Manual for your department ?

2. Distribution of work.—(a) What are the main functions and responsibilities assigned to your department ?

Would you like to suggest any changes in these ?

(b) Have clear orders been issued defining nature of duties assigned to each officer of your department ?

Would you like to suggest any changes in the duties assigned to the officers working in your department? If so, please indicate with reasons.

(c) Have orders been issued specifying the distribution of work amongst ministerial staff working in the various offices of your department ?

(d) With regard to those government servants whose functions have been prescribed under any of the existing statutes, would you like to suggest any changes in these functions ?

If so, please indicate with reasons.

3. Delegation of Powers.—(a) Are all categories of government servants working in your department aware of all the orders regarding delegation of powers to officers at various levels in your department ? How are they informed of this ?

(b) Is there a tendency in the departmental officers to shirk from using the powers delegated to them ? What is the present method of ensuring that papers are not unnecessarily submitted to higher authorities and that decisions are taken confidently at the level at which discretion has been vested ?

Do you have any suggestions to make to improve the existing state of affairs in this connection ?

(c) Have any instances come to your notice regarding misuse of delegated authority ?

If so, please give instances in brief. 4

4. Level Sumping.-(a) Do you think that delays could be eliminated in certain types of cases in your department by reducing the number of levels of submission of papers ?

(b) Do you envisage any difficulty in adopting the principle that all papers should be seen by two officers at the most, the officer examining the case and the officer competent to take the final decision ?

If not, indicate exceptional cases in which this procedure cannot be followed.

5. Office Work.—(a) (i) What is the existing procedure in your effice regarding dealing with dek papers ?

(ii) Are separate receipt registers maintained by the General Receipt Clerk of the office and by each section ?

If so, would you envisage any difficulty if all dak is seen by the Office Superintendent/Head Clerk and then distributed to the sections concerned, where alone the papers should be entered in the Receipt Register, there being no General Receipt Register in the office as such.

(iii) Likewise, would you envisage any difficulty if all despatch work is done in the sections and the General Despatcher is only required to place letters in the envelope, write addresses and affix stamps thereon ?

(b) Do you suggest any changes in the present procedure regarding dealing with papers under consideration ?

If so, please indicate.

How do you ensure that papers are put up in time for orders by the dealing officials ?

Would you like to suggest any methods to ensure that papers do not remain unattended for long periods in your office ?

(c) What measures, in your opinion, should be adopted to ensure that cases are properly scrutinised by the higher officers before a reference is made to subordinate offices calling for information so that unnecessary work in lower offices may be avoided !

(d) Are there any types of cases which are at present being dealt with in the Secretariat which in your opinion, should be attended to by the Head of department or any other officers of the government ?

If so, please indicate the nature of such cases giving your suggestions in the matter.

(c) With regard to representations from the public, would you like to suggest any conventions that could be adopted to deal with them in the offices other than those in which the final decision has to be taken ?

If so, please indicate.

(f) What is the existing system prevailing in your department regarding periodical review of pending cases by all heads of offices ?

Would you like to suggest any changes in the present system to ensure that cases do not remain pending unnecessarily in the offices of your department ?

Please give a statement indicating the number of cases pending in your department for between 1 and 3, and over 3 years, giving reasons for the delay.

(g) Would you like to suggest any improvement or rationalisation in the present system of office peons ?

Please give your suggestions.

(\hbar) Are a sufficient number of reference books, specially those relating to service and accounts rules, departmental procedures, laws and rules to be administered by the department etc., available with all officers working in your department?

If not, what difficulties are being experienced in obtaining the required number of copies of those reference books ?

Please give your suggestions in the matter.

6. Maintenance of records.—(a) Do you have any suggestions to make regarding improving the present system of maintenance of pending departmental files?

(b) Would you like to make any suggestions to improve the present system of recording and weeding of files ?

If so, please narrate.

7. Cell System.—Do you think that it would be possible to improve the efficiency of the various offices in your department and expedite the disposal of government business by reducing the number of ministerial staff and increasing the number of officers correspondingly, without involving additional expenditure ?

If so, please give your suggestions in this respect, with special reference to your department.

8. System of Officer-in-Charge.---In the Collectorates, the officers stationed at the head quarters are appointed as officers-in-charge of different sections of the Collectorate. Do you think, this system could be profitably extended to all government offices where two or more gazetted officers are stationed to provide some relief to the Head of department/office ?

If so, please give your suggestions as far as your department is concerned.

rrii

9. Statistics.--(a) Are you confident that all the statistics being collected by your department are useful to the government in some manner ?

If not, which of the statistics being collected at present do you consider to be superfluous ? Please indicate in detail.

(b) Would you like to suggest any improvement in the present system of collecting information and statistics from government departments to reduce unnecessary paper work ?

(c) Have all the forms being used in your department for the preparation of periodical returns been standardised, got printed and supplied to all reporting offices ?

If not, why !

(d) Do you consider any of the returns sent by your department to the government to be unnecessary ?

If so, please indicate with reasons.

Would you like to suggest any changes in the existing forms prescribed for various returns sent by your department ?

10. Litigation.—What is the present procedure adopted in your depart ment to deal with the litigation cases ?

Would you like to suggest any improvements in this system ?

11. Land acquisition.—Are the present arrangements regarding the acquisition of land for your departmental purposes adequate ?

If not, please give your suggestions.

12. Office hours and Holidays.—(a) Do you have any suggestions to make regarding the working hours of the various government offices ?

If so, please state with reasons.

(b) Would you like to suggest any changes in the present schedule of public holidays ?

If so, please narrate.

IV. FINANCIAL MATTERS.

1. Delegation of Powers.—(a) Do you have any suggestions to make for further delegation of financial powers at various levels as far as your department is concerned?

(b) Do you find the present system of financial checks to be too 'time consuming' ?

If so, what alternative procedure would you suggest to ensure that cases involving finances are decided expeditiously, at the same time ensuring that adequate checks are exercised regarding the propriety of the expenditure?

(c) Would you like to sugget any changes in the present rules or government orders relating to finances e.g. General Financial and Accounts Rules, T.A. Rules, Rajasthan Service Rules, Budget Manual etc.

If so, please enumerate, giving adequate reasons in each case.

(d) Are sanctions communicated by the Government to your department in time?

If not, please quote typical instances of delays.

(e) Does your office communicate sanctions to subordinate offices in time 1

If not, please enumerate difficulties and suggest appropriate solutions in each case.

(f) What are the reasons for excessive spending of funds towards the close of the financial year?

What measures would you suggest to avoid the situation **‡**

If so, please narrate.

(g) Is there any problem in your department regarding delayed payment on account of late issue of payment authorities from the Accountant General's office ?

If so, please quote instances.

(For Secretaries only) (h).—Are there any categories of cases which have at present to be referred to the Finance Department under the Rules of Business but which you think could properly be disposed off by the administrative department without making such reference to #Finance Dpartment ?

XXIV

If so, please enumerate in detail, indicating in each case the nature of checks which will be exercised by the administrative department to ensure propriety of the expenditure.

2. Budget.—(i)(a) Is there any delay in the communication of the final budget, after it is approved by the Legislative Assembly by the Finance Department to the administrative department?

If so, please quote instances.

(b) Are there any other reasons for the late issue. of sanctions by the administrative department?

If so, please enumerate in detail, giving adequate suggestions for improving the state of affairs in each case.

(c) Do you have any suggestions to make regarding time by utilisation of funds for various purposes?

(d) Please give the following details regarding the date of intimation of the departmental budget for 61-62 at various levels :----

Date of intimation by the Finance Depart- ment to the adminis- rative department.	Date of intimation by the administrative de- partment to the Head of Department.	Date of int mation by the Head of department to subordinate offices, indicating the date on which it reached the lowest Head of office.
1	2 सन्यमव जयते	3

(ii) Would you like to suggest any changes in the present form of the budget ?

3. Accounting procedure.—Do you have any suggestions to make to improve the accounting procedure adopted in your department?

If so, please state.

4. Departmental Purchases.—(a) What is the present system of purchases? Are they made by each Head of office separately or in a consolidated manner at a higher level and then distributed?

Do you have any suggestions to make to improve the system of purchases ?

If so, please indicate.

(b) How is it ensured that purchases are of requisite quality and standard ?

How is it ensured that the articles supplied conformed with the samples submitted by the suppliers ?

(c) What are the main reasons for the delay in payment of bills and what measures would you suggest to prevent such delays ?

5. Audit.—Are you experiencing any difficulty regarding the present system of conducting audit of departmental accounts ?

If so, please narrate, suggesting appropriate solutions in each case.

6. (For Secretaries only) Miscellaneous.—(a) In cases where administrative and financial sanctions are communicated separately by the Government for construction works and purchase of stores, would it be possible for the administrative departments to communicate tentatively the budget provisions agreed to by the Finance Department in the preceding financial year even before the budget is passed by the Assembly so that preliminary action to prepare estimates of the work and examine them technically at the appropriate levels may be taken by the departments concerned if The financialsanction may be below the budget is approved by the Assembly. This procedure will eliminate delay which takes place in preparing estimates, calling for tenders and conducting technical scrutiny etc., after communication of the sanction.

If you do not consider it possible for your department to follow this procedure, please indicate reasons in details.

(b) Would you experience any difficulty, if it is decided that your department should collect rents for all government buildings under the control of a department which have been rented out, such as, residential quarters within the hospital compound etc. ?

If so, please indicate. सन्यमेव जयते

(c) Do you experience any difficulty at present regarding supply of stationery etc. from the Government Press.

If so, please narrate.

What are your suggestions regarding removing the present difficulties :

(d) Do you experience any difficulties at present regarding printing work relating to your department from the Government Press?

If so, please indicate and suggest solutions.

(e) Do you experience any difficulty regarding purchase and maintenance of departmental vehicles ?

If so, please narrate, giving adequate solutions.

xxvi

(f) What difficulties are you experiencing in the purchase of spare parts for departmental vehicles ?

Would you like to suggest any changes in the existing rules relating to the use of government vehicles ?

(g) What are the existing arrangements for receipt of government dues in the various offices under your department ?

Would you like to make any suggestion to improve the existing procedure ?

Would you agree with the following alternative methods for depositing government dues:---

(i) through bank drafts in all cases.

(ii) through cheques from firms/individuals whose financial position is found to be sound or who can furnish bank guarantee to cover the deposits made personally by them.

(iii) through non-judicial stamps.

(h) Do you feel that the present system o giving contracts for government works is working satisfactorily ?

If not, please narrate with reasons.

सत्यमेव जयते

V. TECHNICAL KNOWLEDGE AND INTERNAL EVALUATION.

1. Quality of work.—(a) How do you ensure that the quality of work of the various government servants working in your department is satisfactory ?

(b) Do you feel that there should be a system of efficiency audit to examine the technical working of various departments ?

If so, how should such an audit be conducted and what should be the relationship between the administrative departments and the efficiency audit organisation ?

If you do not agree with the above, do you have any other suggestions to offer to ensure that both technical and administrative efficiency are achieved to the fullest extent in the administration ?

If so, please narrate.

2. Inspections.—(a) Have you prescribed a definite scale for inspections to be conducted periodically by all categories of officers working in your department?

If so, please append relevant orders.

Are inspections being carried out according to the prescribed scales ?

If not, what are the main reasons for defaults ?

(b) How do you ensure that the deficiencies pointed out by the inspecting officers are promptly and properly removed by the inspected offices/institutions/functionaries ?

Enumerate in detail.

(c) Have you prescribed inspection questionnaires for various categories of inspecting officers working under your department

If not, do you intend to do so now ? Please give reasons for your answer.

3. Tours.—(a) Have you prescribed the scales for tours that should be undertaken by the various categories of touring officers working in your department?

If so, please append a copy of the orders issued.

(b) Do all touring officers record tour notes and send copies of th same to all concerned ?

xxviii

If not, do you think this procedure would be useful and should be strictly enforced ?

(c) Do you have any suggestions to offer to make the tours of your departmental officers more useful and effective ?

4. Dissemination of knowledge.—(a) Research.—(i) Does your department utilise promptly and efficiently the results of research work relating to the activities of your department ?

If so, please indicate the present system adopted in this connection.

(ii) In what manner does your department maintain a link with the various specialised research institutious in the country, both for feeding them with problems and utilising the results of research being conducted in these institutions ?

Do you have any suggestions to make to bring about an improvement in this connection ?

(iii) Are there any arrangements at present for conducting research in your department with regard to matters which would prove to be useful in the working of your department ?

Have you any suggestions to make in this connection \$

(b) Assessment of field problems.—(i) How do you ensure that the officers of your department at all levels are fully conscious of the problems existing in the field relating to your department

Is the present system satisfactory or do you have any suggestions. to make ?

(ii) Is there any regular exchange of ideas and information amongst the officers of your department working at various levels !

If so, indicate how this is done !

(iii) How do you ensure that the technical officers of your department keep their knowledge up to date so that they can work more efficiently ?

Do you have any suggestions to make in this regard !

5. Relieving technical personnel of their routine administrative duties.— What measures would you suggest to relieve the technical personnel working in your department of their routine administrative dutics to enable, them to devote more time to technical matters ?

6. Laws and Rules.—To what extent, and in what manner, do you find any of the existing laws and rules framed by the State irksome, and what would be your suggestions to remedy the same !

VI. PUBLIC RELATIONS

(a) What are the normal items of work regarding which members of public approach your department?

Please enumerate.

(b) Have you assessed the nature of the grievances which the members of the public generally have with regard to matters dealt with in your department.

If so, please indicate and suggest appropriate measures to improve the existing state of affairs in each case.

(c) How do you ensure at present that the difficulties of the people relating to your department are properly assessed and appreciated by the officers of your department and prompt action taken thereon **f**

Please narrate.

(d) What orders have you issued to your departmental officers regarding deal ng with complaints and representations from the public ?

How is it ensured that prompt action is taken on these complaints and representations by those concerned ?

Do you have any suggestions to make to improve the existing procedures n this connection?

(e) How do you ensure that members of the public who visit offices under your department, are heard without undue delay and are given proper guidance ?

(f) Do you have any suggestions to make to ensure a proper system of 'Reception' in the large offices under your department?

(g) The people want prompt solution to their problems. Is it, therefore, possible that as far as the day to day problems of the people are concerned the Collectors, who are the co-ordinating authorities at the district level, be vested with some more powers to take a final decision in consultation with the District or Divisional Level Officers concerned ?

If so, please give your suggestions in the matter.

(b) What other suggestions do you have to offer to ensure that prompt relief is meted out to the people in as far as the day to day problems with Government departments are concerned !

(i) Are the present arrangement regarding publicity of your departmental schemes and programmes satisfactory?

If not, what suggestions do you have to make in this connection ?

APPENDIX III

LISTS OF PERSONS TO WHOM QUESTIONNARIES WERE ADDRESSED AND EXTENT OF REPLIES RECEIVED.

(Reference: Chapter I Page 3)

(A) IN RESPECT OF QUESTIONNAIRE 'A'

S.No.	was issued	No.of co- pies of the Question- naire issue	plies received
1	2	3	4
1. 4	All Members of Parliament of Rajasthan	31	Б
2. 8	elected Members of Parliament from outsid Rajasthan	e 180	7
3. 4	All Ex-members of Parliament of Rajasthan	13	••
4. /	All Members of Rajasthan Legislative Assembly	162	9
5. 4	All Ex-members of Rajasthan Legislative Assemb	ly 126	2
	All Pramukhs of Zila Parishads in Rajasthan	26	18
7. 4	All Co-opted Members of Zila Parishads in Ra-		-
	jasthan	62	6
8.	All Pradhans of Panchayat Samitis in Rajasthan	232	21
	Selected Sarpanchas of Village Panchayats in Rajasthan	300	- 35
	Chairmen/Administrators of Municipal Boards	142	14
11.	All India Voluntary Organisations	82	5
12. (Offices of all Political Parties in Rajasthan	8	••
13.	All Presidents of Bar Associations in Rajasthan	26	••
14. 1	Ex-Rulers of Rajasthan.	22	3
	Selected Retired Officers of Rajasthan	44	3
	Editors of all the Newspapers of Rajasthan	153	4
	Selected Newspapers outside Rajasthan	59	**
	Service Associations of Rajasthan	12	4
19. 1	Rajasthan Secretariat Study circle	1	1

1	2	3	4
2 0.	Presidents of Chambers of Commerce and In- dustry of Rajasthan	5	3
21.	Trade Associations and Voluntary Organisations	87	7
22.	Selected Industrialists and Businessmen	105	••
23.	Prominent Social Workers of Rajasthan	25	2
24.	Eminent Public Men having interest in Adminis- tration	350	39
15.	All Central Co-operative Banks of Rajasthan	25	••
26. 27.	All Banks located in Jaipur Heads of Departments of Political Science, Public Administration and Economics in various	13	••
	Universities in India	43	8
28.	Individuals on requist	200	••
	~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~	2834	196

सत्यमेव जयते

	٠	٠
YYY	1	1
<b>AAA</b>		

1	2	3	
1.	All Ministers and Deputy Ministers of		
	Rajasthan	15	2
2.	All Members of Parliament of Rajasthan	31	5
3.	All Members of Legislative Assembly of Rajasihan	162	9
4.	Chief Secretaries of all State Governments	102	]4
т. 5.		14	7.4
ο.	All Heads of Departments of Government of Rajasthan	157	121
6.			
0.	than .	16	11
7.	All Deputy Secretaries to Government of		
	<b>R</b> ajasthan	17	• -
8.	All Assistant Secretaries to Government		
	of Rajasthan	28	6
9.	All Section Officers of Rejasthan Secretariat	39	3
10.	All Regional Level Officers of different Departments of Government of Rejasthan	117	15
11.	Selected D.strict Level Officers of various Departments of Government of Rajasthan	388	50
12.	All Vikas Adhikaris of Panchayat Semitis		
	in Rejasthan	232	21
13.	All Principals of Colleges in Rejesthan	23	4
14.	All Indian Administrative Service, Indian Pol ce Service, Rajasthan Administrative Service, Rajasthan Police Service, Rajas- than Accounts Service and Rajasthan Higher Judicial Service Officers of Rajas- than not covered otherwise	500	22
15.	Selected officers of different departments in Rajasthan not covered otherwise	45	38
16.	Selected retired officers of Indian Admini- strative Service, Indian Police Service and Rajasthan Administrative Service in Raja-		
	sthan	44	3
17	Eminent Administrators and experts in		
F 1	Puble Administration	46	16
18	Vice-chancellors of all Universities in India	32	5
~ ()	ATOA COMPOSITORD OF MAY ANTI-OPATICED IN THIS		

# (B) IN RESPECT OF QUESTIONNAIRE 'B'

xxxiii

1	2	3	4
19.	All Chairmen/Administrators of Municipal	142	14
20.	Boards in Rajasthan	112	4
21.		83	4
22.	Editors of selected Newspapers outside Rajasthan	29	
23.	Off.ces of all political parties in Rajasthan	8	••
24.		52	5
25.		31	••
	-	2234	372



### APPENDIX IV

### LIST OF PERSONS EXAMINED BY THE COMMITTEE

### (Reference: Chapter I Page 3)

- 1. Shri B. Mehta, Chief Secretary to Government of Rajasthan, Jaipur.
- 2. Shri M.U. Menon, Chairman, Board of Revenue, Rajasthan, Ajmer.
- 3. Shri S.D. Ujwal, Additional Chief Secretary to Government of Rajasthan, Jaipur.
- 4. Shri R.D. Mathur, Development Commissioner, Rajasthan, Jaipur.
- 5. Shri R.K. Chaturvedi, Secretary to Government, Revenue Department, Rajasthan, Jaipur.
- 6. Dr. S.C. Mehta, Director of Medical and Health Services, Rajasthan, Jaipur.
- 7. Shri B.D. Mathur, Chief Engineer, Public Works Department (B&R), Rajasthan, Jaipur.
- 8. Shri Kishori Lal Mathur, Chief Engineer, Irrigation, Rajasthan, Jaipur.
- 9. Shri K.C. Satsangi, Chief Engineer, State Electricity Board, Rajasthan, Jaipur.
- 10. Shri K.N. Bhargava, Chief Engineer, Public Health, Rajasthan, Jaipur.
- 11. Shri Gordhan Singh, Director of Industries Rajasthan, Jaipur.
- 12. Shri J.S. Mehta, Director, Primary & Secondary, Education, Rajasthan, Bikaner.
- 13. Shri V.V. John, Director of College Education, Rajasthan, Jaipur.
- 14. Shri Niranjan Singh, Registrar, Co-operative Societies, Rajasthan, Jaipur.
- 15. Shri T.C. Kala, Director of Agriculture, Rajasthan, Jaipur.
- 16. Dr. G.S. Rathore, Director of Animal Husbandry, Rajasthan, Jaipur.
- 17. Shri J.M. Lalwani, Collector, Jaipur.

- 18. Shri Hanuman Sharma Additional Inspector General of Police Rajasthan, Jaipur.
- 19. Shri B.L. Mehta, Director, Local Bodies, Rajasthan, Jaipur.
- 20. Shri D.V. Shivhare, Director, Printing & Stationery, Rajasthan, Jaipur.
- 21. Shri Durga Shanker Acharya, Dy. Legal Remembrancer, Rajasthan, Jaipur.
- 22. Shri R.L. Maini, Accounts Officer, Finance Department (Rules), Government of Rajasthan, Jaipur.
- 23. Some representatives of Trade Associations of Rejasthan.
- 24. Some members of the Rajasthan Chamber of Commerce and Industry, Jaipur.
- 25. Some progressive farmers.
- 26. Dr. H.K. Hyde, Public Administration Director, United States Agency for International Development, New Dolhj.
- 27. Dr. Donald Stone, Dean, Graduate School of Public and International Affairs, the University of Pitsburg Pensilvania (USA).
- 28. Dr. A.Avasthi, Professor of Public Administration, Indian School of Public Administration, New Delhi.
- 29. Shri V.D. Sharma, Education Secretary to the Government of Rajasthan.
- 30. Shri B.N. Mathur, Dy. Secretary to the Government of Rajasthan in Education Depar ment, Jaipur.
- 31. Shri K.K. Sarin, Technical Assistant to Chief Engineer (B&R), Rejasthen, Jaipur.
- 32. Shri K.S. Mehta, Executive Engineer, District Division (B&R), Rajasthan, Jaipur.
- Shri S.C. Mathur, Secretary, Nationalisation Board of Text Books, Rajasthan, Jaipur.

۵	
APPENDIX	

# STATEMENT OF COVENANTING STATES

(Reference : Chapter II Page 7)

8.No.	Name of the Union formed:	Date of formation.	States form ng the union.	Area (Sq.Miles.)	Population (Number)	Revenue ( n Rupees)
-	2	3	4	ß	9	t=
I	M. 8ya	17-3-1948	1. Alwar	3158	823055	24,19,048
		でして	2. Bharatpur	1978	575625	47,07,356
		14	3. Dholpur	1173	286901	N.A.
			4. Karauli	1227	152413	N.A.
II	Rajasthen (Former)	25-3-1948	I. Banswara	1946	299913	N.A.
		}	2. Bundi	2205	249374	13,46,600
			3. Dungarpur	1460	274281	24,00,000
			4. Jhalawar	824	122291	10,90,000
			5. Kishangarh	837	164127	13,00,000
			6. Kota	5714	777398	30,17,618
			7. Pratapgarh	873	91967	6,34,500
			8. Shahpura	405	61173	N.A.
			9. Tonk	2563	356495	13,55,571
Ш	III United State of Rajasthan (II + III) 18-4-1948	) 18-4-1948	1. Udaipur	131170	1926698	1926698 1,25,28,000

Ł	IV United State of Greater Rajasthan (II + 20-3-1949		1. Bikaner	23181	1292398	33,61,702
	III+IV).	61	. Jaipur	01921	3040876	63,17,000
		<b>F</b> 5	. Jaisalmer	15980	93246	7,50,000
		•	. Jodhpur	36120	2665904	23,68,325
•	V United State of Greater Rajasthan (I+II 15-5-1949 +III +IV).	-5-1 <b>940</b> 1.	. Lataya*	:	:	:
IA	VI Rajasthan (I+II+III+IV+ VI)	E	<ol> <li>Sirohi (excluding Abu Boad Talu- ka).</li> </ol>	1623	197291	5,63,876
IIA	VII Rajasthan (Reorganised) (I to VII) 1-1	1-11-1956 1. 2	. Ajmer Abu Road Taluke	2417 304	<b>6</b> 93372 54949	ŝ
	व ः	60 ()	3. Sunel Tappa	157	30314	N.A.
	तयते		. Sironj (Trans- ferred to M.P.)	150	96138	N.A.

*Area and Population reported in item No.1:

### APPENDIX VI

# A BRIEF NOTE ON THE MAJOR REFORMS INTRODUCED TO DATE BY THE O. & M. SECTION OF THE SECRETARIAT

### (Reference: Chapter II Page 9)

Following are some of the major reforms introduced by the O. & M. Section:—

1. Enforcement of Existing Procedure.—It was observed that much of the defect and deficiencies were due to non-observance of the existing procedure and instructions. As the first operation in the planned drive for efficiency, the O.&M. Section, therefore, introduced a round the year programme of inspections of each section by the Superv.sing Officers, and O.&M. Section. These inspections have now become a regular feature. The progress in this respect is reviewed periodically by the O. & M. Section.

2. Revision of Organisational Set-up of the Sections and Assessment of Staff Requirements.—Previously there was no rational basis for formation of sections. Some departments had as many as nine sections while others equally important departments had only a single section. The strength of the sections also varied considerably. On the basis of statistical data regarding the volume and nature of work the organisational set-up of the departments/sections was revised. This has helped in increas ng both efficiency and speed of work. The staff requirements are periodically re-examined.

3. Training of Personnel.—Refresher course classes have been started in the Secretariat to train existing clerks in the knowledge of rules and regulations and Secretariat procedure. With a view to train the ministerial staff of the subordinate offices, refresher course classes have been started at the District Headquarters of Ajmer, Bikaner, Jodhpur, Kota, Udaipur and Jaipur to begin with. The training will later on be extended to other offices and districts.

4. Organisation of Junior Diploma Courses in the Secretariat and Business Training.—Special courses of this nature were started in 1959 at six centres in Rajasthan in collaboration with the University of Rajasthan. The candidates are admitted to the courses after their Matriculation, and if they are successful in the examinations conducted by the University at the end of the two years course, they are eligible for appointment as Lower Division Clerks in any of the offices of the State Government without any further selection by the Public Service Commission. Those who obtain over 65% marks in the final examination are appointed straight away as Upper Division Clerks. 5. Departmental Examinations.—Rules have been framed for holding departmental examinations for various service. It has been decided that gradually all the services should introduce a system of departmental examinations for their employees.

6. Level Jumping.—To reduce delay in disposal of cases, it has been decided that a case should not pass through more than two stages before reaching the authority competent to pass final orders. Standing orders have been issued in each department def n ng the delegation of authority to Assistant Secretary, Deputy Secretary/Secretary. The Section Officers have also been authorised to dispose of rout ne cases. This has resulted in quicker disposal besides avo ding vagueness regarding the levels at which decisions are to be taken in different types of cases.

7. Arrear Clearance Drive.—Three Arrear Clearance Squads, were created temporarily in February, 1959, which besides disposing of the current arrears and issuing reminders in old pending cases also consigned closed files to the Secretariat Central Record. With a view to avoid the possibility of accumulation of arrears in future, the clearance squade have been reorganised and set up on permanent basis. The work of cataloguing the files housed in the Secretariat Central Records as also the weeding of old files has been taken in hand.

8. Elimination of Unnecessary Returns.—It was found that each Commissioner and Collector had to send as many as 3,315 statistical and other returns to the various departments/sections each year and this number was constantly on the increase. The usefulness of these returns was examined and the number of these returns has been brought down from 3,315 to 1,331. Instructions have been issued that in future no Administrative Department or Heads of the Departments should introduce a new return without prior approval of O.& M.

9. Preparation of a Hand Book of Office Procedure for Offices other than those of Collectors.—A hand book of office procedure for use in the departments and offices outside Secretarist has been prepared.

10. 'O. &.M.' in Departments and District Offices.—In 'the departments and district offices a senior gazetted officer at the headquarters has been appointed to look after the O. & M. activities pertaining to his department/office. The O. & M. section has issued an outline programme for the introduction of O. & M. techniques in the departments and district offices for their guidance.

11. Scale of Inspections and Tours for the Heads of Departments and their Subordinate Officers.—In order to see that the work in the offices of the Heads of Departments and their subordinate offices is being done properly and to find out the defects and definiencies, if any, hindering the speed and efficiency of work scales of inspections and tours have been prescribed for the Heads of Departments and their subordinate officers.

12. Introduction of Bifurcation Scheme.—With a view to eliminate urnecessary channels of submission of papers, all the departments/sections were bifurcated into groups, each group working either under an Assistant Secretary or under a Section Officer. All the dealing clerks in the group put up their cases directly to the group officer.

13. Introduction of Cell System.—With a view to further accelerating the disposal of work, 'Cell System' was introduced in the Appointments and Finance Departments as an experimental measure. The outstanding feature of this system is that the first noting in a case is done by the officer-in-charge of the Cell himself and as far as possible receipt is disposed of the very day it is received. The office noting has been eliminated by this system. The system has been extended to Education, Agriculture and Co-operative Departments of the Secretariat.

14. Marking Scheme.—A marking scheme has been introduced for the ministerial staff including Section Officers of the Secretariat. The marks are awarded to the ministerial staff for the performance by the Assistant Secretary O.&M.; Assistant Secretaries and Deputy Secretaries of the Sections concerned during their detailed inspections of the sections. The scheme provides a rational basis for the objective assessment of the performance of the staff and has proved helpful in providing encouragement to the deserving hands and correcting those who has been discharge of their duties.

15. Setting up of the Staff Council.—To ensure the greatest measure of cooperation between the Government and its employees and to increase efficiency in the Secretariat combined with the welfare of the employees, Staff Council was established in March, 1959 on the lines of the 'Whitley Council' in England. The council consists of elected representatives of the staff and officers nominated by the Government.

16. Rationalisation and Reduction of Printed Forms.—The question of various printed forms used in different departments was taken up and proposals regarding reduction and rationalisation of the forms in respect of the Land Records, Devasthan, Mines and Geology, Excise and Taxation and Ayurvedic Departments have been accepted. A saving of about Rs. 93,000/- is estimated towards the cost of paper as a result of this action.

17. Model Drafts.—It was observed that in the various sections of the Secretariat, staff have to spend considerable time in drafting letters, orders sanctions etc. every time afresh although the sanctions and orders of the same type have to be issued repeatedly in a number of cases. Accordingly model drafts for sanctions etc. have been prepared and issued in a book form for the guidance of all concerned.

18. Codification of Service Rules.—A separate cell for codification of service rules was created under the O. & M. A number of service rules have been got published.

19. Compilation of important Orders and Circulars.—O. & M. Section is issuing a monthly compilation of the important orders, circulars etc. issued by the various departments/sections of the Secretariat. This enables the staff to have a handy collection of all the important circulars and thereby enables them to deal with their cases in accordance with the instructions contained therein.

# APPENDIX VII.

# (A) GROUPING OF PORTFOLIOS AMONGST THE MINISTERS AND DEPUTY MINISTERS.

# (Reference: Chapter III (A) Page 22)

1.	Chief <b>M</b> inister.	General Administration Department, Political, Appointments, Revenue including Famine Relief, and Colonisation, Large Scale Indus- tries and Mines and Mineral Products, Planning and Housing, Cooperation, Pancha- yat, Community Development.
2.	Minister.	Education, Civil Supplies, Devasthan, Khadi and Village Industries, and Industries (excluding large scale industries and mines and mineral products.)
3.	Minister.	Home, Law and Legal Remembrancer's Office, Judicial Department, Legislative Assembly and Elections, Publicity.
4.	Minister.	Agriculture, Animal Husbandry, Major Irrigation Projects, State Enterprises.
5.	Minister.	Public Works Department, Transport, Power Printing Presses.
6.	Minister.	Finance, Excise & Taxation.
7.	Minister.	Irrigation (except major irrigation projects) Forest, Labour, Ayurved, Social Welfare and Relief and Rehabilitation.
8.	Minister.	Medical, Public Health, Local Self Govern- ment, Town Planning.
1.	Deputy Minister.	Major Irrigation, Local Self Government, Ayurved.
2.	Deputy Minister.	Planning & Development, Agriculture & Ani- mal Husbandry, Famine Relief, State Enter- prises (Industries, Mines, Nationalised Trans- port, Printing Presses.)
3.	Deputy Minister.	Medical, Public Health, Social Welfare, Law and Legal Remembrancer's Office.

4.	Deputy Minister.	Power, General Administration Department, Relief & Rehabilitation, Judicial Depart- ment.
5.	Deputy Minister.	Medium & Minor Irrigation, Public Works

- Department, Labour.
- Revenue, Devasthan, Mines. 6. Deputy Minister.
- Industries, Finance. 7. Deputy Minister.
- Deputy Minister. Community Development, Panchayats, Khadi 8 and Village Industries, Small Savings.
- 9. Deputy Minister. Education, Forests, Excise and Taxation.
- 10. Deputy Minister. Home, Transport, Cooperation.

# (B) Grouping of Departments amongst the Secretaries to Government.

- Cabinet Secretariat (including O. & M.), 1. Chief Secretary. Planning.
- 2. Development Com- Development. missioner and Ex-Officio Secretary.
- 3. Commissioner for Food Supplies and Relief. Departmental Enguries & Ex-Officio Food Supplies and Relief Commissioner-cum-Secretary to Government.
- 4. Secretary.
- Industries and Mines.

सत्यमंब जयत

- Home 5. Secretary.
- 6. Secretary. General Administration, Secretariat Administration (Appointments 'B') Irrigation and Power and Colonisation
- 7. Secretary. Medical, Cooperative and Devasthan.
- **Revenue and Forest.** 8. Secretary.
- 9. Secretary. Public Works, Printing & Stationery, Relief & Rehabilitation
- Agriculture & Animal Husbandry. 10. Secretary
- 11. Secretary. Education.

# xlii

- 12. Secretary. Finance (Revenue & Economic Affairs).
- 13. Secretary. Finance (Expenditure).
- 14. Secretary. Local Self Government, Social Welfare and Labour.
- 15. Special Secretary. Appointments.
- 16. Secretary. Judicial & Legislative Departments.
- Legal Remembrancer Legal Affairs. & Secretary.



# APPENDIX VIII

# LIST OF STATE LEVEL CONSULTATIVE AND ADVISORY COMMITTEES FOR VARIOUS DEPARTMENTS OF THE GOVERNMENT

(Reference Chapter III (B) Page 53)

- I. Cooperative Department
  - 1. Rajasthan State Cooperative Advisory Council
  - 2. Rajasthan State Cooperative Farming Advisory Board

### II. Education Department.

- (1) Rajasthan Educational Advisory Board
- (2) National Emergency Advisory Board.
- (3) State National Cadet Corps Advisory Committee
- (4) State Advisory Board Administering the Scheme regarding National Loan and Scholarship
- III. Finance Department.
  - (1) Prohibition Advisory Committee
  - (2) Sales Tax Advisory Committee
- IV. General Administration Department.
  - (1) Political Sufferers Aid Committee
- V. Home Department.
  - (1) State Transport Advisory Committee
  - (2) Rajasthan Public Relations Advisory Board
  - (3) State Haj Committee

### VI. Industries Department.

- (1) State Industrial Advisory Council
- (2) Rajasthan Hand Loom Board
- (3) Rajasthan Handicraft Board
- (4) Rajasthan Small Scale Industries Board

- VII. Public Works Department.
  - (1) Informal Consultative Committee on Roads
- VIII. Power Department.
  - (1) Informal Consultative Committee on Power
  - (2) Committee for Phasing electrification programmes in Districts
  - IX. Planning Department.
    - (1) State Planning Board.
    - (2) Sub-Committee of the State Planning Board
    - (3) National Resources Committee
  - X. Mines Department.
    - (1) Mineral Advisory Committee
  - XI. Labour Department.
    - (1) Rajasthan State Committee on Employment
    - (2) Labour Advisory Board
    - (3) Standing Labour Committee
    - (4) State Implementation Evaluation Committee
    - (5) Joint Management Council Committee
    - (6) Minimum Wages Advisory Board
      - सत्यमंब जयत
  - XII. Evaluation Department.
    - (1) State Evaluation Committee

8. No. Name of the Department	t Brief subject in respect of which powers are exercised.	Authority against whose orders the appeal lies.	Provision of law under which appeal heard.
1 2	3	4	2
1. Revenue (A) Department.	Irregular or fraudulent allotment Commissioner, Khud- Section 19 (B) of the Rajas- of Khudkast land to Jagirdars. kast Land. than Land Reforms and Resumption of Jagirs Act, 1952.	Commissioner, Khud- kast Land.	Section 19 (B) of the Rajas- than Land Reforms and Resumption of Jagirs Act, 1952.
2. Home (A) Department.	Decision of Licensing Authority refusing to grant a licence under the Rajasthan Cinemas (Regu- lation) Act, 1952.	Licensing Authori- ty, i.o., District Magistrate concern- ed.	Section 5(3) of the Rajasthan Cinemas (Regulation) Act, 1952.
3. Animal Husbandry Depart- ment.	Revision of orders or proceedings of any Live Stock Officer for purpose of satisfying the propri- ety etc. of such orders and modify, and revising etc. of such orders or proceedings.	Live Stock Officer.	Section 26 of the Rajasthan Live Stock Improvement Act, 1958.
4. Irrigation Department.	Powers for revision of allotment of land under the Rajasthan Land Revenue Act of 1956 or the rules	Chief Engineer or the Colonisation Com- missioner.	Section 83 of the Rajasthan Land Revenue Act, 1956, read with section 5 of the

APPENDIX IX.

Rajasthan Colonisation Act, 1954.	<ul> <li>Director, Mines and Section 43 (2) and (3) of the Rajasthan Minor Mineral Concession Rules 1959.</li> <li>Y</li> <li>Y<!--</th--><th>- Chief Inspector of Section 6(3) of the Factories e Factories. Act.</th><th><ul> <li>Chief Inspector of Section 107 of the Factories</li> <li>Factories. Act, 1948, and Rule 103 of the Rajasthan Factories</li> <li>Rules, 1951.</li> </ul></th><th>e Commissioner, Ex- Rule 127 of the Medicinal</th></li></ul>	- Chief Inspector of Section 6(3) of the Factories e Factories. Act.	<ul> <li>Chief Inspector of Section 107 of the Factories</li> <li>Factories. Act, 1948, and Rule 103 of the Rajasthan Factories</li> <li>Rules, 1951.</li> </ul>	e Commissioner, Ex- Rule 127 of the Medicinal
made thereunder.	Appeals under the Minor Mineral Concession Rules regarding (1) refusing the grant or renewal of mining lease, rent-cum-royalty lease or grant of royalty collection contract; (2) cancelling or terminating mining lease or rent-cum-royalty lease or royalty collection contract or forfeiting security deposit in whole or in part, (3) refusing to permit trams- fer of rent-cum-royalty lease or mining lease.	(i) Appeal against orders of refu- sal to grant permission to the site for construction or extension of a factory or to the registration and licensing of a factory.	(ii) Appeal against orders passed on the manager of the occu- pier of a factory regarding the safety of building or machinery etc. under sections 39 and 40 of the Factories Act, 1948.	Appeal against the orders of the
				Depart-
	5. Mines Department.	6. Labour Department.		7. Excise & Taxation

### APPENDIX X

# A. ABSTRACT STATEMENT OF THE SECRETARIAT PERSONNEL ALONG WITH THE FINANCIAL IMPLICATION PRESENT & PROPOSED.

S. No.	Name of the post	Ρ.	resen <b>t</b> .	Р	ROPOSED	Remarks.
<b>N</b> 0.		No.	Financial Implica- tion.		Financial Implica- tion.	
1	2	3	4	5	6	7
1.	Chief Sccretary.	1	30,000	1	<b>30,0</b> 00	
2.	Secretary to Govt. (Includ- ing Development Commis- sioner & Commissioner for Departmental Enquiries.	16	3,46,200	14	2,92,200	
3.	Deputy Secretaries.	17	2,04,000	22	2,64,000	
4.	Assistant Secretary.	*30	2,16,000	<b>*</b> 22	1,58,400	
5.	Assistant Commissioner Depa mental Enquiries.		21,600	3	21,600	
6.	Officer for Cultural & Lite- rary Affairs.	1	7,560	••		
7.	Budget Officer.	1	7,380	1	7,380	
8.	Deputy Legal Remembrances	ć. 1	12,000	1	12,000	
9.	Assistant Legal Remembranc	er. 1	7,200	1	7,200	
10.	Deputy Legal Draftsman.	2	14,400	2	14,400	
11.	Assistent Legal Draftsman.	3	21,600	3	21,600	

## (Reference: Chapter III (C) Page 46)

*This figure also includes the Registrar Govt. Sect. and the Asstt. Secy. to Chief Minister

<u> </u>	2	3	4	5	6 7
12.	Officer on Special Duty.	4	43,200	3	30,600
1 <b>3</b> .	Accounts Officer.	4	37,840	8	75,680
14.	Assistant Accounts Officer.	1	3,840	••	••
15.	Progress Officer.	1	8,580	1	8,580
16.	Secretary to Chief Minister.	1	20,400	1	20,400
17.	Private Secretaries to Mini- sters & Deputy Ministers.	17	1,22,400	17	1,22,400
<b>*</b> 18.	Deputy Director, (Inspections	5)	••	1	8,400
*19.	Assistant Director (Inspectio	ons)	• •	1	7,200
*20.	Inspector of Offices.		••	3	13,500
21.	O. &. M. Officer.	T	4,140	••	••
<b>*</b> 22.	Research Officer.			1	5,100
23.	Head Translator	1	4,680	1	4,680
24.	Assistant Head Translator	2	6,000	<b>2</b>	6,000
25.	Translator.	12	36,000	12	<b>36</b> ,000
26.	Assistant Statistician.	2	6,720	<b>2</b>	6,720
27.	Statistical Assistant.	1	3,360	1	<b>3,36</b> 0
	Electrical Assistant.	1	2,700	1	2,700
		प्रयोक	4,200	1	4,200
	Telephone Operators.	6	8,640		8,640
	Section Officers.	† <b>3</b> 8	1,73,280	<del>†4</del> 1	1,86,960 †Includes two posts of Training Reserve and one post in the Chief Mini- ster's Office.
32.	Assistants.	† <b>4</b> 5	1,21,500	† <b>4</b> 0	1,08,000 †Includes one post in Chief Mini- ster's Office.
33.	Accountants.	38	1,52,760	33	1,32,660
34.	Accounts Clerk.	39	91,260	33	77,220

•	-	

2	3	4	5	6	
35. U. D. C. (In Deptts./Sections)	245	5,58,600	204	4,65120,	
36. U. D. C. (in other Offices.)	9	20,520	7	15,960	
37. L. D. C. (In Deptts./Sections)	353	5,50,680	287	4,47,720	
38. L. D. C.(In other Offices).	67	1,04,520	65	1,01, <b>4</b> 00	
39. Stenographers.	114	<b>3,37,14</b> 0	120	<b>3</b> ,57, <b>3</b> 00	
40. Legal Assistants.	7	23,100	8	<b>26,4</b> 00	
41. Computor.	1	2,280	3	6,840	
42. U. D. C. cum-Stenotypists	••	••	3	7,560	
~	33	33,36,280		31,06,280	
Abstract of Financial Implic	ation				
Present.			:	33,36,280	
Proposed.	N.	1	:	31,26,680	
1.1	11 H	at la	-	2,09,600	

t along with Financial implications-Present and Proposed and the average No. of	a dealt with in each Department.
of the Secretariat along	2
. Staffing Pattern	

Å

Appointments (A)TaylorStaffing patternFinancial implication.Staffing pattern.Financial implication.23456723456723456730.115.00.14.56030.0.015.4005.4002.540030.0.012.2803.0.0014561.00.12.28050.10.015.2803.0.00161.00.015.2803.0.001712.2805.00.012.28061.00.015.00.012.280713.9604.1.00.013.96061.00.01.1.00.013.96061.00.013.9604.1.00.0713.9601.00.01712.28011.56061.00.0112.980712.28011.00.08ection).2.1.00.011.5608ection).3.9402.1.00.018.9403.9403.9403.9408.9403.9403.9403.9408.9403.9403.9403.9408.9403.9403.9403.940	0.2	Name of the Deptt./	-		Present		Pr	Proposed		Difference	6
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	-0 <b>N</b>			Staffing pattern .	Fina	tion.	Staffing pattern.	Final implic	ncial cation.	5 & 7	
$ \begin{array}{c ccccc} Appointments (A) & 19 & 1. S.O. & 1 & 4.560 & 1. S.O. & 1 & 4.560 & 2. Assistant & 2 & 5.400 & 2. Assistant & 1 & 2.280 & 3. U.D.C. H.B.) + 1 & 1,560 & 5. U.D.C(L.B.) + 1 & 1,560 & 5. U.D.C(L.B.) + 1 & 1,560 & 5. U.D.C(L.B.) + 1 & 1,500 & 5. U.D.C(L.B.) + 1 & 5.280 & 1. U.D.C(L.B.) + 1 & 5.280 & 1. U.D.C(L.B.) + 1 & 5.280 & 5. U.D.C(L.B.) + 1 & 5.280 & 5. U.D.C(L.B.) + 5$	-	63	er	4		10	9	2		œ	6
Appointments (A) Cell       22       1       2,280       3. U.D.C.       1       2,280       3. U.D.C.         4. L.D.C.       5. U.D.C.(L.R.)*       1       2,280       5. U.D.C.(L.R.)*       1       2,280         5. U.D.C.(L.R.)*       1       1,560       6. L.D.C.(L.R.)*       1       1,560         7. Legal Assis-       1       1,560       6. L.D.C.(L.R.)*       1       3,860         7. Legal Assis-       1       3,860       tant.       1       3,860         26,180       20       1.0.D.C.       1       2,6180       2,6180         8ection).       2       1       1,560       2,1.0.C.       1       2,580         8ection).       3,840       2.1.0.C.       1       2,580       1,1,560       1       1,560	Η.	Appointments (A) Cell I.	19		67	4,580	1. S.O. 2. Assistant	50 m	4560 5,400		For all the Cells of
Appointments (A) Cell       22 $1$ $2,280$ $5$ $0$ $1, D.C(L.R.)*$ $1$ $6, L.D.C(L.R.)*$ $1$ $1,560$ $6, L.D.C(L.R.)*$ $1$ $7, Legal$ $Assis 1, 1,560$ $6, L.D.C(L.R.)*$ $1$ $7, Legal$ $Assis 1, 1,560$ $6, L.D.C(L.R.)*$ $1$ $7, Legal$ $Assis 1$ $3,860$ $tant.$ $1$ $7, Legal$ $Assis 1$ $3,860$ $tant.$ $1$ $1$ $1,860$ $tant.$ $1$ $3,860$ $tant.$ $1$ $1$ $1,860$ $tant.$ $1$ $2,26,180$ $2$ $2$ $1$ $(including C.R.)       2 1 2,280 1 0 1 (including C.R.)       2 1 1,560 2 1 1 (including C.R.)       2 1 1,560 2 1 1 (including C.R.)       2 1 1,560 2 1 1,560 2 1 1$					T.	2,280	6.477.49		2,280 8 940		Apptt.(A).
Appointments (A) Cell       20       1. U.D.C.       1. U.D.C.<					#	2.280		r)* 1	2.280		
T. Legal Assis-       T. Legal Assis-         tant       1       3,860       tant.       1         Appointments (A) Cell       22       1. U.D.C.       1       2,280       1. U.D.C.       1         If (including C.R.       2. L.D.C.       1       2,280       1. U.D.C.       1         Section).       3,940       3,940       1. U.D.C.       1				L.D.C.	I + (	1,560	L.D.C.		1,500		
Appointments (A) Cell       22       1. U.D.C.       1       26,180         II       (including C.R.       22       1. U.D.C.       1       2,280       1. U.D.C.       1         Section).       3,840       3,840       3,840       3,840       3,840       3,840				Legal tant	is- 1	3,860		9j8- 1	3,860		
Appointments (A) Cell         22         1. U.D.C.         1         2,280         1. U.D.C.         1           II         (including C.R.         2. L.D.C.         1         1,560         2. L.D.C.         1           Section).         3,840         3,840         3,840         3,840         1         1						26,180			26,180		
3,840	_  	ppointments (A) Cel I (including C.R				2,280 1,560	1. U.D.C. 2. L.D.C.	1	2 <b>,28</b> 0 1,560		
	2Q	ection).				3,840			3,840		

li

-	2		~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~	4		5	9			-	) oc	G
											,	
ઌ૽	Appointments	( <b>A</b> )	16	Ξ.	I	4,560	1. S.O.		<b>, 19</b>	4,560		
	Cell III.			2. U.D.C.	er (	6,840	2. U.D.C.		ۍ ر	6,840		
				3. L.D.C.	51	3,120	3. L.D.C.		י א	3,120		
						14,520			•	14,520		
4	Appointments	(A)	8		-	9.980	L T D.C.		•	0.980		
•	CellIV	Ì	2	2. L.D.C.	( ଜ୍ୟ		2. LDC.	·	01	3,120		
					6	5,400	All and		1	5,400		
				सङ			( TUNES		,			
ŝ	Appointments	( <b>A</b> )	11.5			2,280	1. U.D.C.	• -	I	2.280		
	Cell <b>V</b>			L.D.C.	-	1,560	2. L.D.C.		I	1,580		
				यते	C)	3,840			1	3,840		
3	A mointmente	( ) )	ц Г	1 Accintont	} -	002.0	Acceler	-	, -	0100		
•			P	2. U.D.C.	- 61	4.560	1. Assistant. 2. U.D.C.		- 61	4,580 4,580		
				3. L.D.C.		1,560	3. L.D.C.		-	1,560		
						8,820			•	8,820		
				GRAND TOTAL	Ţ,	62,600	GRAND TOTAL	DTAT.		69,600	197	
					ł					000 (40	1 1 1 1	
	Appointments	(B)	<del>3</del> 8		-, ¢	4,560	1. S.O.		_ (	4,560		
	mannuadan			2. Assistant 3. U.D.C.	ر ا6	37,380	3. U.D.C.		ي 16 س	8,100 37,380		
				4. A/c. Clerks	c7 5	4,680	4. A/c. Clerks	(	<b>C1</b>	4,680		
				3. L.U.C.	2	32,760	5. L.D.C.		21	32,760		

lji

1. Accountant.       1         2. Assistant.       3. A/c. Clerks         4. U.D.C.       4         5. L.D.C.       4         6. U.D.C.(L.B.)       1         2. Assistant.       1         3. U.D.C.       7         6. U.D.C.(L.B.)       1         7. G. L.D.C.       5         6. L.D.C.       5         6. L.D.C.       7         7       5         6. L.D.C.       7         7       5         6. L.D.C.       7         7       5         6. L.D.C.       7	1,20,000 1,20,000 1,2,700 2,6 4,6830 3,720 1,2,280 1,4,020 1,4,020 1,4,020 1,4,020 1,4,020 1,4,00 3,720 2,4,680 5,1 1,4,00 3,720 5,1 1,4,00 2,2,80 6,1 1,4,00 2,2,80 6,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 2,1 1,4,00 3,1,20 4,1,50 2,1 1,4,00 2,1,20 4,1,50 2,1 1,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,2,80 6,1 1,1 2,0,20 4,1 1,1 2,0,20 1,1 1,1 2,0,20 4,1 1,1 2,0,20 4,1 1,1 2,0,20 4,1 1,1 2,0,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,2,00 2,1 1,1 1,1 1,2,00 1,1 1,1 1,1 1,2,00 1,1 1,1 1,1 1,1 1,1 1,1 1,1
8. U.D.C.(L.R.) 2 9. L.D.C.(L.R.) 3 10. Librarian. 11. ElectricalAsstt. 1 12. Telephone 0perators. 6 0perators. 6 1.3 Assistant. 3. A/c. Clerks 26 4. U.D.C.(L.R.) 1 2. Assistant. 3. A/c. Clerks 26 4. U.D.C.(L.R.) 1 3. A/c. Clerks 26 5. L.D.C.(L.R.) 1 3. O.C. 5. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 7 7 7 7 7 8. L.D.C.	8. U.D.C.(L.R.) 2 9. L.D.C.(L.R.) 3 10. Librarian. 1 11. ElectricalAsstt. 1 12. Telephone 6 Operators. 6 79 1. Accountant. 1 2. Assistant. 1 3. A/c. Clerks 26 4. U.D.C.(L.R.) 1 6. U.D.C.(L.R.) 1 6. U.D.C.(L.R.) 1 3. U.D.C. 6. L.D.C.(L.R.) 2 4. L.D.C. 6. L.D.C.(L.R.) 2 4. L.D.C. 6. L.D.C.(L.R.) 2 4. L.D.C. 6. L.D.C.(L.R.) 2 4. L.D.C. 6. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 6. L.D.C.(L.R.) 2 7 7 7 7 7 7 7 7 7 7 7 7 7
<ol> <li>T. L.D.C.(Res. Pool)</li> <li>L.D.C.(L.R.)</li> <li>L.D.C.(L.R.)</li> <li>Librarian.</li> <li>Librarian.</li> <li>I. BlectricalAsstt.</li> <li>Telephone</li> <li>Operators.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Accountant.</li> <li>Accountant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Assistant.</li> <li>Accountant.</li> <li>Assistant.</li> <li>Assis</li></ol>	<ul> <li>Pool)</li> <li>8. U.D.C.(L.R.)</li> <li>9. L.D.C.(L.R.)</li> <li>9. L.D.C.(L.R.)</li> <li>10. Librarian.</li> <li>11. ElectricalAsstt.</li> <li>12. Telephone</li> <li>0perators.</li> <li>13. A/c. Clerks</li> <li>4. U.D.C.</li> <li>5. L.D.C.</li> <li>6. U.D.C.(L.R.)</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>1. Accountant.</li> <li>3. A/c. Clerks</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>6. L.D.C.</li> <li>1. Arcountant.</li> </ul>

Nil.

Nil.

10. Appointments (D)		4		ı¢		9		2	<b>ao</b>	6
	-	1. U.D.C. 2. L.D.C. 3. U.D.C.(L.R.) 4. S.O.	***	13,680 9,360 2,280 <b>4</b> ,560	નં તાં જે 🖬	U.D.C. L.D.C. U.D.C.(L.R.) 8.0.	9971	13,680 9,360 2,280 4,560		
			·	29,880				29,880	Nil.	
	10	1. S. O. 2. Accountant. 3. Accounts Clerk ] 4. L.D.C. 1.B.J. (L.R.) ]		4,560 1. 5 4,020 2. 5 2,340 3. 1,560 *4. 1,560 *4.	က် က် မွှော် ကြုံ	I. S.O. 2. U.D.C. 3. L.D.C. 4. U.D.C.(L.R.) 5.L.D.C.(L.R.)		4,560 2,280 1,560 1,560	*For all the Cells, of Agriculture Deptt,	s, of sptt.
		जयते	NG.	14,040				12,240		
—	19.1	l. Assistant. 2. U.D.C. 3. L.D.C.		2,700 1,5 <b>6</b> 0	-i &i &i	1. Assistant. 2. U.D.C. 3. L.D.C.		2,700 2,280 1,560		
-	15.7	1. U.D.C. 2. L.D.C.		6,540 2,280 1,560		Assistant. U.D.C. L.D.C.		6,540 2,700 2,280 1,560		
			,	3,840			·	6,540		

liv

			(+) 3,420	*For all the Sections under O & M	(+)8,260	
4,020 2,340 2,280 1,560	10,200		32,520	4,560 5,400 9,360 5,100 2,520 6,840	6,240 58,000	4,580 5,400
1. Accountant 1 2. Accounts Clerk 1 3. U.D.C. 1 4. L.D.C. 1			GRAND TOTAL	1 S.O. 1 2. Assistant. 2 3. U.D.C. 7 4. L.D.C. 6 5. Research Officer! 6. Computor. 1 7. U.D.C. Steno 1 7. U.D.C. Steno 1		1. S.O. 2. Assistant 2
2,280 1,560	3,840	2,280 1,560	3,840 32,100	4,560 4,140 2,700 15,900 9,360 9,360 6,240 6,240	49,740	4,580 5,400
1 1			GRAND TOTAL	Officer 1 ant 1 (L.R.) 3 (L.R.) 4		ant 2
15.4 1. U.D.C. 2. L.D.C.		18.7 1. U.D.C. 2. L.D.C.	IJ	<ul> <li>19 1. SO</li> <li>2. 0 &amp; M Officer</li> <li>3. Assistant</li> <li>4. U.D.C.</li> <li>5. L.D.C.</li> <li>*6. U.D.C.(L.R.)</li> <li>*7. L.D.C.(L.R.)</li> </ul>		39.8 1. S.O. 2. Assistant
Agriculture Cell IV		Agriculture Cell V		0 & M Section.		Cabinet Section.
14.		16.		16.		17.

6						
œ		Nil.		()1,440		
7	$\begin{array}{c} 2,340\\ 13,680\\ 12,480\\ 2,280\\ 1,560\end{array}$	42,300 4,560 3,120	9,960	9,960	4,560 4,560 3,120 2,280 1,560	16,080
		8 8			- 2 2	
ę	3. A/c Clerk 4. U.D.C. 5. L.D.C. 6. U.D.C. (L.R.) 7. L.D.C. (L.R.)	1. S.O. 2. U.D.C. 3. L.D.C. (L. <b>R</b> .)			1. S.O. 2. U.D.C. 3. L.D.C. 4. U.D.C.(L.R.) 5. L.D.C.(L.R.)	1.1
5	$\begin{array}{c} 2,340\\ 13,680\\ 12,480\\ 2,280\\ 1,560\end{array}$	42,300 2,700 1,560 1,560	5,820 4,020 1,560 5,580	11,400	4,560 4,560 4,560 6,240 3,120 3,120	27,060
	8 6		44 60 -			
4	<ol> <li>A/e Clerk</li> <li>U.D.C.</li> <li>L.D.C.</li> <li>U.D.C.(L.R.)</li> <li>T. L.D.C.(L.R.)</li> </ol>	1. Ass.stant 2. L.D.C. 3. L.D.C. (L.R.)	1. Accountant 2. L.D.C.	GRAND TOTAL	1. S.O. 2. Accountant 3. U.D.C. 4. L.D.C. 5. U.D.C.(L.R.) 6. L.D.C.(L.R.)	
ຕ		22.5	25.3		25	
1 2		18. Co-operative Cell I. 2	19. Co-operative Cell II. 2		20. Education Cell I	

lvi

										• (—)19,860
2,280 1,560	3,840	2,280 1,560	3,840	4,560 4,560 4,560 3,120	16,260					40,020
				<b></b> 88	I					
1. U.D.C. 2. L.D.C.		1. U.D.C. 2. L.D.C.		1. S.O. 2. Accountant 3. U.D.C. 4. I. D.C.						GRAND TOTAL
2,700 2,280 3,120	8,100	2,700 2,280 3,120	8,100	2,700 1,560	4,260	2,280 2,340 1,560	6,180	2,280 2,340 1,560	6,180	59,880
	•	0				llerk 1 1		l !lerk l l		TAL
1. Assistant 2. U.D.C. 3. L.D.C.		1. Assistant 2. U.D.C. 3. L.D.C.		1. Assistant 2. L.D.C.	रमेव ज	1. U.D.C. 2. Accounts Clerk 1 3: L.D.C.		1. U.D.C. 2. Accounts Clerk 1 3. L.D.C.		GRAND TOTAL
328		24.5 1		18.5						
21. Education Cell II		Education Cell III 2		Education Cell IV 1		Education Cell V 29		Education Cell VI 23		
21. I		22. H		23. H		24. H		25. H		

lvii

~

6				
∞ Ì				
-	4,500 40,200 4,560 18,720 18,720 3,360 3,360	80,700 4,560 4,020 1,560 10,140	4,560 4,020 1,560 10,140	4,560 4,020 1,560 10,140
	t. 122 W 10 P		pri pri	
8	1. 8.0. 2. Accountant 10 3. Accounts Clerk 3 4. U.D.C. 5. L.D.C. 12 6. Computor 1 7. Statistical Asstt.]	L. S.O. 2. Accountant 3. L.D.C.	1. S.O. 2. Accountant 3. L.D.C.	1. S.O. 2. Accountant 3. L.D.C.
ĝ	4,560 40,200 4,560 18,720 2,280 2,280 3,360	80,700 4,560 4,020 1,560 10,140	4,560 4,020 1,560 10,140	4,560 4,020 1,560 10,140
	tt 1223301	CHHH C		
4	1. S.O.         1           2. Accountant         10           3. Accounts Clerk 3         3           4. U.D.C.         2           5. L.D.C.         12           6. Computor         1           7. Statistical Asstit.	1. S.O. 2. Accountant 3. L.D.C. But	1. S.O. 2. Accountant 3. L.D.C.	1. S.O. 2. Accountant 3. L.D.C.
67	47.4	46	33	20.2
5	Finance (Budget) Department	Finance (Exp. I) Department	Finance (Exp. II) Department	Finance (Exp. III) Department
-	26.	27.	28.	29.

lviii

ł

4,022 2,280 4,680	10,980	16,080 9,360 9,120 12,480	47,040	4,560 2,700	8,040 A 560	4,680	14,040	38,580	8,040 2,340	2,280 3,120	15,780
1. Accountant 1 2. U.D.C. 1 3. L.D.C. 3		1. Accountant 4 2. Accounts Clerk 4 3. U.D.C. 4 4. L.D.C. 8	Carlos Carlos	1. S.O. 1 2. Assistant 1		5. Accounts Clerk 2			Accountant Accounts Clerk	3. U.D.C. 4. L.D.C.	
4,020 2,280 4,680	10,980	16,080 9,360 9,120 12,480	47,040	4,560	8,040	4,080 4,680	14,040	38,580	8,040 2,340	2,280 3,120	15,780
21.2 1. Accountant. 1 2. U.D.C. 1 3. L.D.C. 3		58.5 1. Accountant 4 2. Accounts Clerk 4 3. U.D.C. 4 4. L.D.C. 8		S.O. Aggistant	3. Accountant	4. U.D.C. 2 5. Accounts Clerk 2	L.D.C.		20.7 1. Accountant 2 2. Accounts Clerk 1	U.D.C. L.D.C.	
30. Finance Bstablish- ment Department		31. Finance (Investment & Accounts) Depart		32. Finance (Ways &	Aromaindan (straw				33. Finance (Rules) Denostment		

-	5	3	4		a	9		-	8	6
34.	Finance (Central St- ores Purchases Or- ganisation) Depart- ment	29.6	<ol> <li>Accountant</li> <li>Accounts Clerk 2</li> <li>U. D. C.</li> <li>L. D. C.</li> </ol>	- 01 - 01	4,020 4,680 2,280 3,120	1. Accountant 2. Accounts Clerk 3. U. D. C. 4. L. D. C.		4,020 4,680 2,280 3,120		
					14,100		11	14,100		
35.	Finance (Recovery Statistics) Department	<b>48</b>	<ol> <li>S. O.</li> <li>Accountant</li> <li>D. D. C.</li> <li>L. D. C.</li> <li>Assistant</li> <li>Accounts Clerk</li> </ol>		<b>4,560</b> 4,020 6,840 9,360 2,340	<ol> <li>S. O.</li> <li>Accountant</li> <li>U. D. C.</li> <li>L. D. C.</li> <li>Assistant</li> <li>Accounts Clerk</li> </ol>	69	4,560 4,020 6,840 9,360 2,340 2,340		
			नयते	13	29,820		1 . 1	29,820		
<b>3</b> 0.	<ol> <li>Finance (Revenue &amp; Beonomic Affairs) Department (Revenue Section)</li> </ol>	36.5	1. Assistant 2. U. D. C. 3. L. D. C.	- 4 v	2,700 9,120 7,800	1. Assistant 2. U.D.C. 3. L.D.C.		2,700 9,120 7,800		
				<b>L</b> 1	19,620		171	19,620		
37.	37. Secretary Expendi- ture Cell	•	1. Accountant 2. U. D. C. *3. U. D. C. (L. R.)	70 T T	4,020 2,280 4,560 <b>*</b>	<ul> <li>1. Accountant</li> <li>1. Accountant</li> <li>1</li> <li>2. U. D. C.</li> <li>*3. U. D. C. (L. R.) 2</li> </ul>		4,020 2,280 4,560	*For all Cells of Finance	*For all the Cells of Finance Deptt.

	4. L. D. C. (L.R.) 5	7,800 4. L. D. C. (L. R.) 5	7,800
		18,660	18,660
	GRAND TOTAL	3,05,700 GRAND TOTAL	3,05,700 Nil.
38. General Administra-	1. S. O. 1	4,560 1. S. O. 1	4,560
tion (A) Department	2. Assistant 1	લં	2,700
		¢,	4,020
	4. Accounts Clerk 3	7,020 4. Accounts Clerk 3	7,020
	U. D. C.	10	15,960
	6. L. D. C. 8	9	12,480
	U. D. C.	5	2,280
	8. L. D. C.(L. R.) 1	1,560 8. L. D. C. (L.R.) 1	1,560
	が 、 、 、 、 、 、 、 、 、 、 、 、 、		
	22 अने	50,580	50,580
	>	The second	
30 General Administro			A RAD
tion (R) Dencatment		-i c	±,000 0 100
			6 940
	4. L. D. C. (L.R.) 1	L. D. C. (L.R.)	1,560
	,		
		21,480	21,480
	GRAND TOTAL	72,060 GBAND TOTAL	72,060 <b>N</b> il.

lxi

8		43,140			
Ľ	$\begin{array}{c} 9,120\\ 8,100\\ 29,640\\ 2,340\\ 26,520\end{array}$	75,720 (+) 43,140	2,700 2,280 1,560	6,540	
	2 3 3 13 17 17				
ę	1. S. O. 2. Assistant 3. U. D. C. 4. Accounts Clerk 5. L. D. C.	New York	1. Assistant 2. U.D.C. 3. L.D.C.	1 - 2	
Q	$\begin{array}{c} 4,560\\ 2,700\\ 11,400\\ 10,920\\ 2,280\end{array}$	31,860	$\begin{array}{c} 4,560\\ 2,700\\ 15,960\\ 12,480\\ 2,280\\ -2,280\\ -560\end{array}$	39,540	2,700 4,560 6,240 1,560
	R.) 1 8.)	6		- (- <u>N</u>	3.) 1 4 2 1
4	1. S. O. 2. Assistant 3. U.D. C. 4. L. D. C. 5. U. D. C. (L.R.)	;	1. S. O. 2. Assistant 3. U.D.C. 5. U.D.C. 5. U.D.C. 1. D.C. 1. D.C. 2. L.B.	י ה ז	<ol> <li>Assistant</li> <li>U. D. C.</li> <li>U. D. C.</li> <li>L. D. C.</li> <li>L. D. C. (L.R.)</li> </ol>
e	<b>50.</b> 5		54.4		25.1
	Depart		41. Home (B) Depart- ment		(D) Depart-
10	<b>(A)</b>		(B)		
	40. Home (A) ment		. Home ment		<b>42.</b> Home ment
-	40		41		3

lxii

			1,26,540 ()51,180 2,280 3,120
	4,560 2,700 2,340 15,960 18,720 44,280	2,700 9,120 7,800 <b>19,</b> 620	1,26,540 2,280 3,120
	12,111	H 4 2	• · ·
	1. S.O. 2. Assistant 3. Accounts Clerk 4. U.D.C. 5. L.D.C.	1. Assistant 2. U.D.G. 3. L.D.G.	GRAND TOTAL 1. U.D.C. 2. L.D.C.(L.R.)
4,560 2,700 2,340 6,840 9,360 1,560 27,360	4,560 2,340 2,340 15,960 18,720 44,280	2,700 9,120 7,800 19,620	1,77,720 4,560 2,700 2,340 13,680
1. S. O. 2. Assistant 3. Accounts Clerk 1 4. U. D. C. 6. L. D. C. (L.R.) 1	1. S. O. 2. Assistant 3. Accounts Clerk 1 4. U.D.C. 5. L.D.C.	1. Assistant 1 2. U.D.C. 4 3. L.D.C. 5	GRAND TOTAL GRAND TOTAL 1. S. O. 1 2. Assistant 1 3. Accounts Clerk 1 4. U.D.C. 6
47	97.7	0 <del>1</del>	69.3
43. Home (E) Depart- ment	44. Home (C) Department	45. Home (E) Department	46. Industries (A) Depart. ( ment
43.	44.	45.	46.

lxiii

53		en	4		υ		9		-	ø	6
		5. 7.	. L.D.C. . U.D.C. . L.D.C.	<b>~</b> – –	10,920 2,280 1,560						
					38,040				5,400		
47. Industries (B) Depart- 50.6 ment	60		1. 8.0. 2. U.D.C. 3. L.D.C. 4. L.D.C.(L.B.)		$\begin{array}{c} 4,560\\ 9,120\\ 7,800\\ 1,560\end{array}$	<u> </u>	S.O. U.D.C. L.D.C. L.D.C.(L.R.)	014 01 m	9,120 9,120 3,120 1,560		
			यमेव		23,040		E ale	1	22,920	1	
	•	<b>J</b> B4	GRAND TOTAL		61,080	G	GRAND TOTAL	1	28,320	28,320 ()32,760	
Lrrigation Colonisation 54 & Mandies Depart- ment	λ <b>Ģ</b>	-i & & & # #	8.0. Assistant Accounts Clerk U.D.C.			નં લં લં મં મ	S.O. Assistant Accounts Clerk U.D.C.	81 m m 81 61 61 61 61 61 61 61 61 61 61 61 61 61	9,120 2,700 2,340 4,560		
		. 6		(	2,280		L.R.)	 	2,280 2,280		
				ł	31,920			1	24,120		
49. Labour Department 38.1	38.1	ы. К	8.0. U.D.C.	0 I J	4,560 11,400	ન છ	S.O. U.D.C.	\$	9,120 4,560		

lxiv

		<u>ب</u> ه بې	L.D.C. U.D.C.(L.R.)	<del>ا</del> ور	7,800 3. L.D.C. 2,280	e.	L.D.C.	r 1	4,680	
				• •	26,040			i 1	18,360	() <b>7,6</b> (
£0.	Legislative Depart- ment	ಷ ಗ ನ'ಣ 4	S.O. Legal Asstt. U.D.C. L.D.C.		· · · · · · · · · · · · · · · · · · ·		S.O. Legal Asstt. U.D.C. L.D.C.		4,560 6,600 11,400 6,240	
61.	Law (Translation) Department	പ്ര് ന്. ന	Head Trans- lator Asstt. Head Translator Translator	1 67 63 67 1 67 67 1 - 1	28,800 4,680 6,000 2. 36,000 3. 4,680 4.	~ ~ ~ ~ ~ ~ ~	Heed Trans- lator Aeett, Head Translator T.D.C.	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	26,000 6,000 36,000 36,000	
		μų. Linių darbais d Linių darbais	••••	• • •	1 1	÷ 10	L.D.C. (L.R.)	· • •	1,560	
52.	Law (Codification) 3.6 Department	-i &i &i &i	8.0. U.D.C. L.D.C. L.D.C.(L.R.)	-96-	4,560 4,560 7,800 1,560		8.0. U.D.C. L.D.C. L.D.C. (L.R.)		4,560 4,560 7,800 1,560	
				1 1	18,480			1 1	18,480	

680

	2	60		4		5		9		2	ø	6
53.	53. Judicial Department	12	મું છું છું નું છું	S.O. U.D.C. L.D.C. L.D.C.(L.R.) Assistant	しょもしし	4,560 9,120 6,240 1,560 2,700		S.O. U.D.C. L.D.C. L.D.C.(L.R.) Assistant	<b>H44</b> 44	4,560 9,120 6,240 1,560 2,700		
					1.1	24,180			• •	24,180		
54.	Legal Affairs Depart- ment	5		S.O. Legal Asstt. 4 U.D.C. Acounts Clerk 1 L.D.C. U.D.C.(L.R.) I.D.C.(L.R.) Assistant		4,560 9,120 9,120 2,340 2,230 2,230 1,560 1,560 2,230 2,700	-i ci ci 4 10 0 1- 00	S.O. 1 Legal Assit. 4 U.D.C. 4 Accounts Clerk 1 L.D.C. 13 U.D.C.(L.R.) 1 L.D.C.(L.R.) 1 Assistant 1	<u>– 4 4 7 8 – – – – – – – – – – – – – – – – – –</u>	$\begin{array}{c} 4,560\\ 9,120\\ 9,120\\ 2,340\\ 2,230\\ 2,280\\ 1,560\\ 1,560\\ 2,700\end{array}$		
					1	54,040			•	54,040		
			G _B ,	GRAND TOTAL	1 1	1,80,420		GRAND TOTAL		1,80,420	Nil	
55.	55. Local Self-Government (Town Planning) De- partment	38	-i ei ei 4 10	Accountant A/cs. Clerk U. D. C. L. D. C. Assistant	H 0 0 0 H	4,020 4,680 13,680 4,680 2,700	ન લં છે. મે	Accountant Assistant U. D. C. L. D. C.	<b>19</b> 11 61	<b>4,</b> 020 2,700 3,120		

()2 <u>].48</u> 0		(—) <b>15,1</b> 00	
12.120	4,560 4,020 2,700 6,840 4,680	22,800 4,560 4,560 4,020 6,720 4,680 2,280 11,400 10,920 2,280 1,560	51,120
·			
1	1. S. O. 2. Accountant 3. Assistant 5. L. D. C. 5. L. D. C.	T, 980         7, 980         4, 560       1. S. O.         4, 020       2. Accountant         6, 720       3. Statistical         2, 700       4. Assistants         2, 280       6. Computor         1,400       7. U. D. C.         1,400       7. U. D. C.         2,280       9. U. D. C.         1,560       10. L. D. C.         1,560       10. L. D. C.	
2,280 1,560 33,600	4,560 2,700 15,960 10,920 2,280 1,560	37,980 4,560 6,720 6,720 8,720 11,400 10,920 2,280 11,560 1,560	51,120
~ ~ '			
6. U.D.C. (L.R.) 7. L.D.C. (L. R.)	1. S. 0. 2. Assistant 3. U. D. C. 4. L. D. C. 6. L. D. C. (L. R.) (L. R.)	-idia 4 7 6 7 8 9 9	
	111	36.5	
	56. Medical Department	57. Planning Department	

-	2	6	4		'n	9			F	8	6
58.	58. Power Department	88	1. Assistant 2. U.D.C. 3. L.D.O.		2,700 6,840 6,240	1. Assistant 2. U. D. C. 3. L. D. C.	Assistant U. D. C. L. D. C.		2,700 2,280 1,560		
				1	15,780			ł	6,540	()9,240	
59	59. Relief and Rehabilitation Department	3.3	1. Assistant 2. L. D. C.		2,700 1,560	1. Assistant 2. L. D. C.	b, C.		2,700 2,560		
			सर	A	4,260	1			4,260	Nil.	
			रमेव ज		NV.	GROUP I	Id				
60	60. Revenue (A) Department	37	1. S. O. 2. Assistant	3	4,560 *	4,560 *1. Legal Asstt. 2.700 2. 17. D. C.	l Asstt.		3,860 2.280	*An Officer of Tehsildar Ser-	icer of r Ser-
			3. U.D.C.	1	15,960	3. L. D	C.	ן י די	1,560	vice to be po-	be po-
			4. L. D.C.	;- <i>-</i>	026'01	TI OLIDA TI	11 01	l	M).'1	Steu as Legal Assistant.	regar
			(L. R.)	• =		I. S. O.		5	9,120		
			(T. R.)	-1	1,000	2. U. D. C.	). C.	4	9,120		
						3. L. D. C. 4. U. D. C. Stenotypist	D. C. D. C. typist	57 10	3,120 2,520		
				1	37,980			l	23,880		
				1				I			

lxviii

											(—)64,480
	2,280 1,560	3,840		2,280 1,560	3,840		2,700	2,340	2,280	8,880	48,140
		1 1					F	lerk l		1	। । ₹
GROUP III	1. U. D. C. 2. L. D. C.		GROUP IV	1. U.D.G. 2. L.D.G.		GROUP V.	1. Assistant	2. Accounts C	3. U.D.C. 1 4. L.D.C. 1		GRAND TOTAL
	4,560 2,700 9,360 2,280 2,280	32,580		4,560 4,020	2,700 11,400	2,340 10,920		1,560		42,060	1,12,620
	H B B H H	1 1			- 10	1	67	-1		•	· · ·
	1. S. O. 2. Assistant 3. U. D. C. 4. L. D. C. 5. U. D. C. (L. R.)		स	1. S. O. 2. Accountant	3. Assistant 4. U. D. C.	5. A/c. Clerk 6. L. D. C.	7. U. D. C.	8. L. D. C.	(L. R.)		GRAND TOTAL .
	8			56							
	61. Revenue (B) Department.			62. Revenue (C) De <b>partme</b> nt.							

lxix

			l									
ı –	2	er		4		2		ę		7	80	6
63.	Social Welfare Department.	24		S.O. 1 Accounts Clerk 1 U.D.C. 4 L.D.C. 4 L.D.C.(L.R.) 1	<b>1</b> ,444	${4,560 \atop {2,340} \\ {3,120 \atop {6,240} \\ {1,560 \end{array} }$		8 0. U.D.C. L.D.C.	-2-	4,560 4,560 1,560		
					1	23,820			1	10,680	()13,140	
64.	64. Squad I, II, III.	en	ન લં છં	Assistant U.D.C. L.D.C.	10 4 3 10	9,100 15,960 15,600	-i 01 m	Assistant U.D.C. L.D.C.	10 ° ° 1	8,100 15,960 15,600		
				रमेव ज	68	39,660			1 1	39,660	Ni	
65.	Weeding Squad		با دا	Assistant U.D.C.		2,700 9,120	5 T	Assistant U.D.C.	4 I	$2,700 \\ 9,120$		
						11,820			11	11,820	Nil	
66.	66. Cate loguing Squad.		-i ei	Assistant L.D.C.	1 9	2,700 9,360	2. J.	Assistant L.D.C.	1 6	2,700 9,360		
					1 [	12,060			1	12,060	Ni	
67.	Public Relations		Б	Included in Home (B)				S.O. A/cs. Clerk U.D.C.		$\frac{4}{2},560$ 2,340 2,280		

							()23,760			
1,560	10,740	4,560 4,560 4,680 2,520	16,320	2,700 6,840 4,680	14,220	2,340 1,560	3,900		17,28,800 $14,99,540$	2,29,260
	1	1 2 3 eno. 1	1 1		1 <u>1</u>	Clerk l' 1	1 1		17,2	:
4. L.D.C.		S.O. U.D.C. L.D.C. Steno, 1		Assistant. U.D.C. L.D.C.	Electron and	1. Áccounts Clerk I 2. L.D.C. 1		ications	::	:
4		0, 0, 4,		2,700 1. 6,840 2. 4,680 3.	14,220	4,560 1. 11,400 2,340 2,340 7,800 1,560	27,660	nancial Impl	Present Proposed	Savings
		New Department		Assistant. 1 U.D.C. 3 . L.D.C. 3	िर्देश स्थमे	S.O. U.D.C. Accounts Clerk 1 L.D.C. L.D.C.(L.R.) 1		Abstract of Financial Implications		
		Inspectorate of <b>N</b> Offices.		69. Codification Cell. 2. 2. 3.		70. P.W.D. 23.				
		68.		69.		70.				

lxxi

# APPENDIX XI

# A. LIST OF HEADS OF DEPARTMENTS CLASS I

# (Reference: Chapter III (D) Page 61)

- 1. Advocate General.
- 2. Chairman, Board of Revenue.
- 3. Chief Conservator of Forests.
- 4. Chief Engineer, Electrical & Mechanical.
- 5. Chief Engineer, Buildings & Roads.
- 6. Chief Engineer, Irrigation.
- 7. Commissioner, Excise & Taxation.
- 8. Chief Electoral Officer.
- 9. Chief Secretary to Government.
- 10. Director of Education (College).
- 11. Director of Medical & Health Services.
- 12. Director of Mines and Geology.
- 13. Director of Agriculture.
- 14. Development Commissioner.
- 15. Joint Development Commissioner.
- 16. Inspector General of Police.
- 17. Inspector General of Prisons.
- 18. Jagir Commissioner.
- 19. Labour Commissioner.
- 20. Legal Remembrancer.
- 21. Member, Industrial Tribunal.
- 22. Registrar, Cooperative Societies.
- 23. Settlement Commissioner.
- 24. Director of Transport.
- 25. Director of Education (Primary & Secondary).
- 26. Director of Technical Education.
- 27. Director of Insurance.
- 28. Director, Consolidation of Holdings.
- 29. Commissioner, Devasthan.
- 30. Director, District Gazetteers.

- 31. Additional Inspector General of Police.
- 32. Director of Animal Husbandry.
- 33. Chairman, Board of Technical Education.
- 34. Chairman, Board of Nationalization of Text Books.
- 35. Chief Engineer, Rajasthan Canal Project.
- 36. Commissioner Colonization, Chambal Project, Kota.
- 37. Director of Employment.
- 38. Chairman, Rajasthan Panchayat Samiti and Zila Parishad Service Selection Commission.
- 39. Chief Accounts Officer.
- 40. Examiner Local Fund Audit Department.
- 41. Principal, M.B.M. Engineering College, Jodhpur.
- 42. Secretary, Rajasthan Canal Board (in respect of Board's Office).
- 43. Chairman, Rajasthan Canal Board.
- 44. Administrator, Rajasthan Canal Project.
- 45. Superintendent, Census Operations, Rajasthan.
- 46. Secretary, Rajasthan Legislative Assembly.
- 47. Member, Appellate Tribunal, Transport Department.
- 48. Chief Accounts Officer, Rajasthan Canal Project, Jaipur.
- 49. Principal Rajasthan College of Agriculture, Udaipur, (in respect of all the institutions and organisations under the control of the Governing Boards for Agriculture Education and Research).
- 50. Chief Engineer, Rana Pratap Sagar Dam.
- 51. Food and Relief Commissioner, Rajasthan.
- 52. Principal, Sawai Man Singh Medical College, Jaipur.
- 53. Chief Mining Engineer, Palana Lignite Mining Board, Bikaner.
- 54. Director of Civil Defence.
- 55. Chief Accounts Officer, Chambal Project.
- 56. Director of Evaluation.
- 57. Principal, Officers' Training School, Jaipur.
- 58. Director of Industries & Supplies, Jaipur.

# B. LIST OF HEADS OF DEPARTMENTS OTHER THAN CLASS I

# (Reference Chapter III-D Page 64)

It has been suggested that the Heads of Departments marked with Asterisks in the following list should be given the status of ex-officio Deputy Secretary to the Government.

- 1. Chairman, Board of Registration of Ayurvedic & Unani Systems.
- 2. Additional Jagir Commissioner.
- *3. Chief Superintendent, Archaeology and Museums.
- *4. Director, Printing and Stationery.
- 5. Collectors of Districts.
- 6. Commandants, National Cadet Corps.
- *7. Director of Ayurvedic.
- *8. Director of Local Bodies.
- *9. Director of Public Relations.
- *10. Director of Social Welfare Department.
- 11. Director of Colonisation, Hanumangarh.
- 12. District & Session Judges.
- 13. Manager, Ayurvedic Pharmacies.
- 14. Principals of Degree & Post Graduate Colleges (Except Ayurvedic Colleges).
- 15. Registrar, Rajasthan High Court.
- 16. Secretary, Urban Improvement Trust.
- 17. Secretary to the Governor.
- 18. Secretary, Public Service Commission.
- 19. Superintendent of Ayurvedic Studies.
- 20. Principal, Veterinary College, Bikaner.
- 21. Principal, S.K.N. Agricultural Institute, Johner.
- 22. Colonisation Officer, Chambal Project, Kota.
- 23. Colonisation Officer, Rajasthan Canal Froject, Bikar er.
- 24. Secretary, Board of Revenue (Land Records).
- 25. Director, Rajasthan Sahitya Academy, Udaipur.
- *26. Director of Sanskrit Education.
- 27. Principals, Polytechnics.
- 28. Wakf Commissioner.
- 29. Principals, Panchayat Samitis Adhyana Kendras, Jaipur, Jodhpur, Bikaner and Kota.
- 30. Officer on Special Duty, Bikaner Medical College.
- *31. General Manager, Rajasthan State Roadways.
- 32. Principal, Physical Education College, Jodhpur.
- 33. General Manager, Salt Sources.
- *34. Deputy Secretary (R & R) in respect of Rehabilitation work and the staff of R & R Department.
- 35. Commandant, Detention Camp, Deoli.
- 36. General Superintendent, Sodium Sulphate Plant, Didwana.
- 37. Joint Director (Rural Industrialisation) Rajasthan.*

ani l	Head of the Department.	NUMBE	BR OF D	NUMBER OF DAYS SPENT AT JAIPUR.	ит ат Ја	AIPUR.	-	Totol No	Damonko
N0.		Januarý	January Febru- March ary	March	April	May	June	of days	
	Commissioner, Excise and Taxation, Udaipur.	g	15	18	H	13	10	73	
લં	Drector, Primary and Secondary Education, Bikaner	ъ	<b>নফ</b> লয	<b>o</b>	÷	us .	ŋ	33	
<del>ന</del>	Director, Mines & Geology, Udaipur.	ato	ы	no	80-	AS A	19 19	37 8	gOn 6th June he proceed- ed abroad.
4.	Director, Technical Educa- tion, Jodhpur.	63	:	•	12	I	:	15 1	These figures include the visits of Dy. & Asstt. Directors on behalf of
õ.	Commissioner, Devasthan, Udaipur.	0	લ્ય	æ	4	Ŋ	শ	32	the Director.
6.	6. Director, Ayurved, Ajmer:	.ഞ	¢	11	16	÷	:	41	

APPENDIX XII

lxxv

# APPENDIX XIII

#### STATEMENT DEPICTING THE STATES WHERE BOARD OF REVENUE FINANCIAL COMMISSIONERS & DIVISIONAL COMMISSIONERS EXIST.

(Reference: Chapter IV Page 69)

S. No.	Name of the State.		cial Com- missioner	Tribunal	onal Com- missioner	Rem- arks. s.
4	22	3	exists.	exists. 5	exists. 6	7
1.	Andhra Pradesh	Yes	••	••	••	••
2.	Assam	6	A.	2.	Yes	•••
3.	Bihar	Үев 🃎			Yes	••
4.	Delhi & Hima- chal Pradesh		(Prod)	9	••	••
5.	Gujrat		TUT PUT		Yes	••
6.	Jammu & Ka- shmir.	- 6		9	Yes	••
7.	Kerala	Yes	सत्यमेव जयते		••	••
8.	Madhya Pradesh	Yes .	• •	••	Yes	••
9.	Madras	Yes	••	••	• •	••
10.	Maharashtra	••	••	••	Yes	• •
11.	Mysore	••	••	Yes	Yes	••
12.	Orissa :	Yes	• •	••	Yes	••
13.	Punjab	• -	Yes	• 4	Yes	••
14.	Rajasthan	Yes	•. •	••	••	• •
15.	Uttar Pradesh	Yes	••	••	Yes	••
16,	West Bengal	Yes		• •	Уев	•. •

# lxxvii

#### APPENDIX XIV

#### STATEMENT SHOWING THE PROGRESS REGARDING FARMING OF SERVICE RULES.

#### (Reference : Chapter V Page 89)

Out of 46 State Services, service rules have so far been framed for 37 and out of 34 Subordinate Services, rules have been framed for 12. The progress of the service rules in respect of the remaining State and Subordinate services is given below.

As regards ministerial services there are the Rajasthan Secretariat Ministerial Service Rules 1956, for the ministerial service in the Secretariat, Civil Courts Ministerial Staff Rules for the ministerial staff of the civil courts and The Rajasthan Subordinate Offices Ministerial Service Rules 1957, for all other ministerial staff of the Government. For class IV services, the Rajasthan Class IV (Recruitment and Other Service Conditions) Rules 1963 exist.

The general service rules apply to the State Services for which service rules have not been framed and recruitment to such posts is made in consultation with the Rajasthan Public Service Commission if the posts are within the purview of the Commission. The Rajasthan Subordinate Services (Recruitment and other Service Conditions) Rules, 1960 apply to all those Subordinate Services for which separate service rules have not so far been framed.

#### सत्यमेव जयत

The following Service Rules are at present under examination :---

#### I-State Services.

- 1. The Rajasthan Public Relations Service Rules.
- 2. The Rajasthan Archives Service Rules.
- 3. The Rajasthan Oriental Research Institute Service Rules.
- 4. The Rajasthan Excise & Taxation Service Rules.
- 5. The Rajasthan Consolidation of Holdings Service Rules.
- 6. The Rajasthan State Roadways Service Rules.

#### II-Subordinate Services.

- 1. The Rajasthan Medical & Health Subordinate Service Rules.
- 2. The Rajasthan Social Welfare Subordinate Service Rules.
- 3. The Rajasthan Excise & Taxation Subordinate Service Rules.

# lxxviii

- 4. The Rajasthan Engineering P.W.D. Subordinate Service Rules.
- 5. The Rajasthan Horticulture Subordinate Service Rules.
- 6. The Rajasthan Agriculture Subordinate Service Rules.
- 7. The Rajasthan Education Subordinate Service Rules.
- 8. The Rejasthan Forest Subordinate Service Rules.
- 9. The Rajasthan Local Fund Audit and Panchayat Samitis Accounts Clerks Subordinate Service Rules.
- 10. The Rajasthan Evaluation Department Subordinate Service Rules.
- 11. The Rajasthan Ayurvedic Subordinate Service Rules.
- 12. The Rajasthan State Roadways Subordinate Service Rules.
- 13. The Rajasthan Animal Husbandry Subordinate Service Rules.
- 14. The Rajasthan Labour Department Subordinate Service Rules.

The Service rules for the Subordinate Services of the following departments are under preparation :---

- 1. Public Relations.
- 2. Economics & Statistics Department.
- 3. Jails Department.
- 4. Garage Department.
- 5. Archaeology and Museums.
- 6. Circuit Houses.
- 7. P.W.D. -- Irrigation.
- 8. Transport.

#### सत्यमेव जयते

The service rules in respect of the State Services of the following departments have not been framed, nor does the Government intend to frame rules for them due to the number of posts in the State Service of these departments being very small.

- 1. Election.
- 2. Tourism.
- 3. Local Self Government (Local Bodies).

## lxxix

#### APPENDIX XV

# PROFORMA IN WHICH ORDERS FOR AD HOC APPOINTMENTS SHOULD ISSUE.

(Reference : Chapter V Page 100)

सत्यमंब जयत

- 1. Designation of Post.
- 2. Government orders creating the post.
- 3. Whether this is the first appointment to the post (if not, how has the occasion for appointment arisen).
- 4. Pay scales prescribed.
- 5. Qualifications prescribed for the post.
- 6. Experience prescribed for the post, if any.
- 7. Age limits prescribed for the post.
- 8. Particulars of the candidates appointed.
  - (i) Name.
  - (ii) Address.
  - (iii) Date of birth.
  - (iv) Educational Qualifications.
  - (v) Previous experience.
  - (vi) Other relevant particulars.

#### APPENDIX XVI

#### **RECOMMENDATIONS OF THE STATE COMMITTEE ON TRAINING REGARDING RESTRICTED COMPETITIVE EXAMINATION FOR PROMOTIONS.**

(Reference: Chapter V Page 107)

"1.6.2 Recruitment.—In State and Subordinate services where recruitment is made both by promotion and directly through the Public Service Commission, it is recommended that 50% of the posts required to be filled in by promotion may be filled in on the basis of seniority-cum-merit, and the other 50% of such posts on the basis of a restricted competitive examination to be confined to the personnel with the requisite qualifications serving in the lower cadres/posts in the same department in whose direct line of promotion the posts in question lie."



#### APPENDIX XVII

#### RECOMMENDATIONS OF THE STATE COMMITTEE ON TRAINING.

#### (Reference : Chapter V Page 107)

"1. 6. 4 Department Promotion Examinations.—The committee feels that for promotion from subordinate to a gazetted or State service, or to a higher grade in the same service, a system of promotion examinations on the lines of such examinations held in the Armed Forces should be enforced. This would achieve a two fold objective, firstly, of including the service personnel to keep themselves abreast of the up-to-date developments in their respective spheres of activity, and secondly, of enabling the Government to weed out really incompetent hands who do not deserve promotion.

1. 6. 5 Some percentage of the promotions will, however, have to be made on the basis of seniority-cum-merit alone i. e. those who are not able to pass the promotion examinations, but who on account of their experience, efficiency and service records, deserve promotion, may be promoted within this reserved quota. Further recommendations regarding the holding of promotion examinations will be made for each service separately.

1.6.6 Generally all promotions from Subordinate/Non-Gazetted Services to State/Gazetted Services should be made subject to the passing of a departmental promotion (qualifying) examination. Only those persons who qualify at these examinations should be considered eligible for such promotions, but amongst the successful candidates, promotions should be given on the basis of seniority-cum-merit according to the rules in force at present. Only candidates with a minimum of three to five years qualifying service on the next lower post may be permitted to appear at the departmental promotion examinations. Each candidate may be given three chances to qualify at these examinations. The candidates who were over 40 years of age on 1-1-1962 may be exempted from appearing at these examinations to begin with. In future, however, there should be no exceptions from this rule. The syllabus for the departmental promotion examinations should normally be the same as that prescribed for the departmental examinations for direct recruits to the State/Gazetted services to which promotion is being considered. The pass marks in these examinations may be 40% in each paper.

1.6.7 Those officers who are promoted to the State Services from the Subordinate Services after passing the departmental promotion (qualifying) examination may be exempted from appearing in the departmental examination for the State Services after such promotion".

#### APPENDIX XVIII

# FORMS FOR ANNUAL CONFIDENTIAL REPORTS.

(Reference : Chapter V Page 111)

#### FORM 'A'

#### Annual Confidential Reports on Officers of the State Services.

CONFIDENTIAL REPORT FOR THE YEAR ENDING-

#### PART I

- 1. Name of officer.
- 2. Date of birth.
- 3. Date of appointment:
  - (a) in government service.
  - (b) on the present post.
- 4. Posts held during the year : Designation of post. Period.
- 5. Present pay and time-scale.
- 6. Whether present post held in permanent, quasi-permanent or temporary capacity ?
- 7. Professional and technical qualifications of the officer.
- 8. Is the Officer qualified to hold the post ?

# PART II

- (Note:-Apart from general remarks, if any, the following grading should be mentioned against each item, except for items 5 (b) and 6 of Group I and items 1, 2, 6, 7 (a), 8 and 9 of group IV : Outstanding, Very Good, Good, Average, Poor, Very Poor).
- I. Intellectual capacity:

Grading General Remarks.

1. Knowledge of the administrative or technical requirements of the job.

- 2. Power of taking responsibility.
- 3. Analytical ability.
- 4. Ability to make useful contribution and take constructive action.
- 5. Nature of Decisions :
  - (a) Quality.
  - (b) Impartial or biased.
- 6. Initiative :

(original, enterprising, resourceful, casual, indifferent).

- 7. Degree of self-reliance.
- 8. Drive.
- 9. Mental Alertness.
- 10. Uprightness in official behaviour.
- II. Character :
  - 1. Moral Character.
  - 2. Patience.
  - 3. Tact.
  - 4. Courtesy.
- III. Health:
  - 1. Constitution.
  - 2. Physical Energy.
- IV. Performance of Duties:
- 1. Output of work:

(Classify into one of the following categories) Outstanding in the amount of work he does. Gets through a great deal of work. Output satisfactory. Does rather less than expected. Output regularly insufficient.



lxxxiv

2. Quality of work :

(Classify into one of the following categories) Distinguished for accurate and thorough work. Maintains a high standard. His work is generally of good quality. His performance is uneven. Inaccurate and slovenly in his work. Promptness in disposal of work.

- 3. Expression :
  - (a) On paper.
  - (b) Oral.
- 4. Capacity for details.
- 5. Effectiveness in management and organisation.
- 6. Management of Subordinates :
  - (a) Maintenance of discipline.
  - (b) Attitude (sympathetic or otherwise)
  - (c) Nature of control.
  - (d) Impartiality in dealing with staff matters.
- 7. Inspections :
  - (a) Whether adequate or not.
  - (b) Quality.
- 8. Tours:
  - (a) Whether adequate.
  - (b) Whether purposeful.
- 9. Contact with the public :
  - (a) Is he in intimate touch with the general public in the area under his charge ?
  - (b) Is he adequately aware of the problem facing the people in relation to his official duties ?

#### General Remark.

(These comments should indicate the way in which the officer has carried out his various duties during the year and give a summing up of his personality, character and abilities. Particular mention should be made of instances of outstanding or notable work meriting special commendation, if any, and also of instances of particularly bad or indifferent work during the year giving brief particulars. Reference may also be made to the extent to which he has been able to achieve targets or attend to his prescribed business, e. g. disposal of case work by officers having legal powers. Also see notes given below).

#### General Grading.

Date-----

Signature and Designation of Reporting Officer.

Remarks of Senior Officers.

Signature: Name in block letters: Designation:

Signature: Name in block letters: Designation: Signature:

Signature: Name in block letters: Designation:

#### Integrity Certificate.

(Note: If it is intended to withhold Integrity Certificate, the Drawing/ Countersigning Authorities should follow procedure laid down in Memorandum No. F. 20 (9) Apptts. (A) 57, dated the 28th July, 1959).

Date-----

Signature and Designation of Reporting Officer.

- NOTES: 1. In the case of all revenue officers and Executive Magistrates, separate remarks shall be recorded by the Collector and District Magistrate regarding the officer's knowledge of law and procedure and his disposal of cases both criminal and revenue. Opinion of Distirct and Sessions Judge regarding Criminal case work shall be obtained by the Collector and attached to this report.
  - 2. In the case of technical officers, a separate note indicating the manner in which they attended to their technical work and achieved prescribed targets should also be appended to this report.

# lxxxvi

- 3. If any of the items indicated in the form does not apply to an officer in view of the nature of the post he is holding, the words 'Not Applicable' should be written against it, e. g. items 8 and 9 of Group IV for Secretariate Officers.
- 4. In the case of officers of the Police Department, special mention should be made regarding their ability to supervise or conduct investigations and prosecutions.

# FORM 'B'

#### Annual Confidential Reports on Officers of the State Subordinate Services.

CONFIDENTIAL REPORT FOR THE YEAR ENDING.....

#### PART I

- 1. Name of officer.
- 2. Date of birth.
- 3. Date of appointment:
  - (a) in government service.
  - (b) on the present post.
- 4. Posts held during the year :
- 5. Present pay and time-scale.
- 6. Whether present post held in permanent, quasi-permanent or temporary capacity ?
- 7. Professional and technical qualifications of the officer.
- 8. Is the officer qualified to hold the post ?

#### PART II

- (NOTE :- Apart from general remarks, if any, the following grading should be mentioned against each item, except for item 4
   (b) of Group I and items 1, 2, 6, 7 (a), 8 and 9 of Group IV: Outstanding, Very Good, Good, Average, Poor, Very Poor).
- I. Intellectual Capacity:

Grading General Remarks

1. Knowledge of the administrative or technical requirements of the job.

Designation of Period. post.

- 2. Power of taking responsibility.
- 3. Perceptiveness.
- 4. Judgement :
  - (a) Quality.
  - (b) Impartial or biased.
- 5. Initiative.
- 6. Zeal.
- 7. Industry.
- 8. Mental Alertness.
- 9. Uprightness in official behaviour.
- II. Character:
  - 1. Moral Character.
  - 2. Patience.
  - 3. Tact.
  - 4. Courtesy.
- III. Health:
  - 1. Constitution.
  - 2. Physical Energy.
- IV. Performance of Duties :
- 1. Output of work:

(Classify into one of the following categories) Outstanding in the amount of work he does. Gets through a great deal of work. Output satisfactory. Does rather less than expected. Output regularly insufficient.

2. Quality of work:

(Classify into one of the following categories) Distinguished for accurate and thorough work.



lxxx viii

Maintains a high standard. His work is generally of good quality. His performance is uneven. Inaccurate and slovenly in his work.

- 3. Expression :
  - (a) On paper.
  - (b) Oral.
- 4. Capacity for details.
- 5. Relationship with :
  - (a) Superior Officers.
  - (b) Colleagues.
- 6. Nature of supervision over subordinate staff.
- 7. Inspections :
  - (a) Whether adequate or not.
  - (b) Quality.
- 8. Tours :
  - (a) Whether adequate.
  - (b) Whether purposeful. सन्यमन नयत
- 9. Contact with the public :
  - (a) Is he in intimate touch with the general public in the area under his charge ?
  - (b) Is he adequately aware of the problems facing the people in relation to his official duties ?

## General Remarks.

(These comments should indicate the way in which the officer has carried out his various duties during the year and give a summing up of his personality, character and abilities. Particular mention should be made of instances of outstanding or notable work meriting special commendation, if any, and also of instances of particularly bad or indifferent work during the year, giving brief particulars. Reference may also be made to the extent to which he has been able to achieve targets or attend to his prescribed business, e. g. disposal of case work by officers having legal powers. Also see notes given below).

#### General Grading.

Date.....

Signature & Designation of Reporting Officer.

Remarks of Senior Officers.

Signature
Name in block letters
Designation
Signature
Name in block letters
Designation
Signature
Name in block letters
Designation

#### **Integrity Certificate**

(Note :--If it is intended to withhold Integrity Certificate, the Drawing/Countersigning Authorities should follow procedure laid down in Memorandum No. F. 20 (9) Apptts. (A) 57, dated the 29th July, 1959).

Nothing has come to my knowledge which casts any reflection on integrity of Shri...... His general reputation for honesty is good and I certify his integrity.

Date.....

#### Signature and Designation of Reporting Officers.

- NOTES :---1. In case of technical officers, a separate note indicating the manner in which they attended to their technical work and achieved prescribed targets should be also appended to this report.
  - 2. If any of the items indicated in the form does not apply to an officer in view of the nature of the post he is holding, the words 'Not Applicable,' should be written against it, e. g. items 8 and 9 of Group IV for Secretariat Officers.

#### FORM 'C-1'

#### Annual Confidential Report on Section Officers/Office Superintendents/ Head Clerks

ANNUAL CONFIDENTIAL REPORT FOR THE YEAR ENDING ......

#### PART I

- Name of Officer..... 1.
- Date of birth..... 2.
- 3. Date of appointments .--
  - (a) in government service.
  - (b) on the present post.
- 4. Posts held during the year.
- 5. Present pay and time-scale.
- Whether present post held in permanent, 6. quasi-permanent or temporary capacity?
- 7. Is the Officer qualified to hold the post?

PART II

सत्यमेव जयत

- I. Character:
  - 1. Moral Character.
  - 2. Patience.
  - Tact. 3.
  - 4. Courtesy.
- II. Health:
  - 1. Constitution.
  - $\mathbf{2}$ . Physical Energy.

#### III. Knowledge and Performance of Duties:

- Supervision over the staff. 1.
  - (a) Nature of order and discipline maintained amongst the staff.
  - (b) Whether loitering and late attendance of staff adequately checked ?

Designation of Post.

Period.

- (c) Did he inspect the work of the staff regularly, and ensure that there were no unnecessary arrears ?
- 2. Handling of dak and exercise of proper discretion in marking it for perusal of higher officers.
- 3. Capacity for ensuring prompt disposal of work and submission of the various O & M and other returns.
- Submission of cases in proper order (*i. e.* whether all relevant papers are put up properly referenced without errors of mis-statement of facts).
- 5. Capacity to train, help, advise his staff and handle his subordinates.
- 6. Knowledge of procedures and regulations.
- 7. Ability to handle intricate cases.
- 8. Has he been responsible for any outstanding work during the period under report meriting special commendation? If so, what?
- 9. Has he been reprimanded for in-different work or for other causes during the period under report? If so, give brief particulars.
- Remarks as to defects in character, indebtedness, etc. which may militate against efficiency and suitability for particular types of work.
- 11. Fitness for promotion.
- 12. General assessment of personality, integrity, character and temperament including relations with fellow employees, etc.
- 13. Assessment of integrity (If anything has come to your notice, please specify it also).

14. Grading:

"Outstanding", "Very Good", "Good", "Average", "Poor" or "Very Poor".

Signature of the Reporting Officer
Name in Block Letters
Designation

# Remarks of the Reviewing Officer (Deputy Secretary or Corresponding Officer).

(The Reviewing Officer should carefully consider and state, whether he accepts the assessment recorded by the Reporting Officer in all respects. If he differs from the Reporting Officer in any respect, the fact should be clearly stated).

> Signature of next Superior Officer (with remarks, if any)..... Name in Block Letters.... Designation.....

FORM 'C-2'.

Annual Confidential Report on Dealing Assistants including Assistants/Upper Division Clerks/Accountants/Accounts Clerks.

ANNUAL CONFIDENTIAL REPORT FOR THE YEAR ENDING ......

#### PART I.

- 1. Name of official.
- 2. Date of Birth.
- 3. Date of Appointment:---
- 4. (a) in government service.(b) on the present post.
- 4. Posts held during the year.

Designation of Period. post.

- 5. Present pay and grade.
- 6. Whether permanent, quasi-permanent or temporary ?
- 7. Sections in which served during the year under report and period of service in *Deptt./Section*. *Period*. each.
- 8. Is the official qualified to hold the post?

xcii

- I. Character.
  - 1. Moral Character.
  - 2. Patience.
  - 3. Tact.
  - 4. Courtesy.
- II. Health.
  - 1. Constitution.
  - 2. Physical Energy.
- III. Performance of Duties.
  - 1. Promptness and accuracy in disposing of work.
  - 2. Intelligence.
  - 3. Keenness and industry.
  - 4. Knowledge of procedure and regulations.
  - 5. Attitude for particular types of work.
  - 6. Skill in drafting.
  - 7. Referencing and paging of notes and correspondence.
  - 8. Keeping files and papers in tidy condition.
  - 9. Maintaining properly the Assistant's Diary and Standing Guard Files.
  - 10. Relations with fellow employees.
  - 11. Amenability to discipline.
  - 12. Punctual attendance.
  - 13. Has he been responsible for any outstanding work during the year under report? If so, what?
  - 14. Has he been reprimanded for in-different work or for other causes during the year under report? If so, give brief particulars.
  - 15. Remarks as to defects in character, indebtedness, etc., which may militate against efficiency and suitability for particular types of work.
  - 16. Fitness for promotion.
  - 17. General assessment of good and bad qualities.

- 18. Assessment of integrity (If anything adverse has come to your notice, please specify it also).
- 19. Grading:

"Outstanding", "Very Good", "Good" "Average", "Poor" or Very Poor".

Date	Signature of the Reporting Officer
	Name in Block Letters
	Designation

#### Remarks of the Reviewing Officer (Assistant Secretary or Corresponding Officer)

(The Reviewing Officer should carefully consider and state whether he accepts the assessment recorded by the Reporting Officer in all respects. If he differs from the Reporting Officer in any respect, the fact should be clearly stated).

> Signature of the Reviewing Officer..... Name in Block Letters.... Designation.... Signature of the next Superior Officer (with remarks, if any)..... Name in Block Letters..... Designation.....

Nors.—The substance of an unfavourable report will, as a rule, be communicated to the officer reported on either orally or in writing as may be considered appropriate by the Reviewing Officer and the fact of such communication noted on this report.

> In exceptional cases if the Reviewing Officer feels that communication of unfavourable remarks will serve no useful purpose and may only discourage the Officer reported on, he should submit the matter for the orders of the next superior officer.

#### FORM 'C-3'.

#### Annual Confidential Reports on Lower Division Clerks/Typists.

CONFIDENTIAL REPORT FOR THE YEAR ENDING .....

#### PART I.

- 1. Name.
- 2. Date of Birth.

#### xciv

- 3. Date of continuous appointment to the present grade.
- 4. Whether permanent, quasi-permanent or temporary ?
- Sections in which served during the year under report and period of service in each.

#### PART II.

#### I. Character.

- 1. Moral Character.
- 2. Patience.
- 3. Tact.
- 4. Courtesy.
- II. Health.
  - 1. Constitution.
  - 2. Physical energy.

#### III. Performance of Duties.

- 1. Nature of work on which employed (Diary, Despatch, Recording and Indexing, Cash and Accounts work, Typing, Proof-reading etc.).
- 2. Proper maintenance of prescribed registers and charts, etc. (e.g. Section Diary, Control Chart, Despatch Register, Index Slips, File Registers, etc.).
- 3. Accuracy and speed in typing.
- 4. Intelligence, industry and keenness.
- 5. Observation on capacity to express himself with clarity and comprehension in his notes and drafts.
- (If he has had occasions to do case work).
- 6. Amenability to discipline.
- 7. Punctual attendance.
- 8. Relations with fellow employees.
- 9. Fitness for promotion to the grade of Upper Division Clerk.
- 10. General summing up of good and bad qualities.

11. Assessment of Integrity. (If anything adverse has come to your notice,' please specify it also).

12. Grading: "Outstanding", "Very Good", "Good", "Fair", or "Poor".

> Signature of the Reporting Officer..... Name in Block Letters.... Designation...

# Remarks of the Reviewing Officer (Assistant Secretary or Corresponding Officer).

(The Reviewing Officer should carefully consider and state whether he accepts the assessment records by the Reporting Officer in all respects. If he differs from the Reporting Officer in any respect, the fact should be clearly stated).

Signature of the Reviewing Officer Name in Block Letters
Designation Signature of the next Superior Officer (with remarks, if any)
Name in Block Letters Designation

Note.—The substance of an unfavourable report will as a rule be communicated to the officer reported on either orally or in writing as may be considered appropriate by the Reviewing Officer and the fact of such communication noted on this report before it is sent to the appropriate officer for custody.

> In exceptional cases, if the Reviewing Officer feels that communication of unfavourable remarks will serve no useful purpose and may only discourage the officer reported on, he should submit the matter for the orders of the next superior officer.

#### FORM 'C-4'.

## Annual Confidential Reports on Private Secretaries/Personal Assistants/ Stenographers.

CONFIDENTIAL REPORTS FOR THE YEAR ENDING

#### PART I.

- 1. Name of Officer.
- 2. Date of Birth.

# xcvi

- 3. Present grade.
- 4. Date of appointment to the present grade.
- 5. Names of officers with whom employed during the year and the period served with each.

#### PART II.

- I. Oharacters.
  - 1. Moral Character.
  - 2. Patience.
  - 3. Tact.
  - 4. Courtesy.
- II. Health.
  - 1. Constitution.
  - 2. Physical Energy.

#### III. Performance of Duties.

- 1. Regularity and punctuality in attendance.
- 2. Proficiency and accuracy in stenographic work.
- 3. Intelligence, keenness and industry.
- 4. Trust-worthiness in handling secret and top secret matters and papers.
- 5. Maintenance of engagement diary and timely submission of necessary papers for meetings, interviews, etc.
- 6. General assistance in ensuring that matters requiring attention are not lost sight of.
- 7. Initiative and tact in dealing with telephone calls and visitors.
- 8. Nature of other duties, if any on which employed and whether carried them out satisfactory.
- *9. Fitness for promotion to the next higher grade.
- 10. Suitability for working as a Section Officer/Assistant.

- 11. Brief mention of any outstanding or notable work, if any, meriting special commendation.
- 12. Has he been reprimanded for indifferent work or for other causes during the period under report? If so, give brief particulars.
- 13. Remarks as to defects in character, indebtedness, etc., which may militate against efficiency and suitability.
- 14. General assessment of personality, character and temperament including relations with fellow employees, amenability to discipline etc.
- 15. Assessment of Integrity.

(If anything adverse has come to your notice, please specify it also).

 Grading : "Outstanding", "Very Good", "Good", "Fair" or "Poor".

Signature of the Reporting Officer...... Name in Block Letters..... Designation.

*In the case of steno-typist this assessment should be given in regard to fitness for promotion to both the grades of Stenographer and Upper Division Clerk.

PROI A	PROFORMA FOR QUAR AUTHORITIES TO T	TERLY STATEMENT HEIR HEADS OF DEI ADMINISTRATIVE (Å	ERLY STATEMENT OF DISCIPLINARY CA SES TO BE SENT E LIR HEADS OF DEPARTMENTS AND BY HEADS OF DEPAR ADMINISTRATIVE DEPARTMENTS OF THE GOVERNMENT. (Reference : Chapter V—Page 115)	RTERLY STATEMENT OF DISCIPLINARY CA SES TO BE SENT BY ALL DISCIPLINARY THEIR HEADS OF DEPARTMENTS AND BY HEADS OF DEPARTMENTS TO THE ADMINISTRATIVE DEPARTMENTS OF THE GOVERNMENT. (Reference : Chapter V-Page 115)	LL DISCIPLINARY INTS TO THE
No.	Name of defaulting public servant.	g Designation of default- ing public servant.	ult- Nature of default in nt. brief.	Mhether the Govern- ment servant is under suspension or not.	Date on which de- r faults noticed.
-	73	ñ		2	5
Date	Date on which explana- tion called. 7	Date on which explana- Date on which charge- tion received. sheet served. 8 9	Date on which charge- sheet served. 9	Date on which reply to charge-sheet received. 10	Date on which Inquiry Officer appointed. 11
Date	Date on which report of enquiry Officer received. 12	Date on which final orders passed. 13	Reasons for delay in the disposal of the case if any.	Remarks of the discipli- Remarks of the Head nary authority. of the Department. 15 16	Remarks of the Head of the Department. 16

APPENDIX XIX

io

APPENDIX	X
	<b>XIGNEADIX</b>

# STATEMENT OF DISCIPLINARY CASES

(Reference: Chapter V Page 115)

No.	S. Name of the Depart- No. ment.	Nature of Default.	No. of cases repor- ted.	No. of cases deci- ded.	Average No of time cases taken in pen- disposal. ding,	o of asses asses pen- ting.	No. of Govt. servants under surgension for more than 6 months	No. of No. of Average No of No. of Govt, Reasons for pendency. cases time cases servants repor- deci- taken in pen- under ted. ded. disposal. ding. suspension for more than 6 months.
- 1	5	भू भूभू मेव ज	4	5	9	-	æ	6
i -	1. Director of Economics & Statistics, Jaipur.	<ol> <li>Misconduct &amp; disobedience 8 of orders.</li> <li>Negligence of duty.</li> </ol>	8 8   1   8	e e	86 days.	9	liN	Under Examination.
ର୍ବ	2. Colonisation Commis- sioner, Bikaner.	<ol> <li>Wilful absence.</li> <li>Negligence of duty.</li> <li>Bribery.</li> <li>Misappropriation.</li> <li>Others.</li> </ol>	9 6 1 1 1 1 1	15	97 даув.	en	I	Enquiries under progress.
ಣ	3. Commissioner Devas- than, Udaipur.	<ol> <li>Non-compliance of orders.</li> <li>Porgery.</li> </ol>	1 2	61	2 <b>33</b> daye.	:	:	:

ŕ

llenged	•	under	5	under	under		
Case challenged in Court.	·	Enquiries progress.	1	Enquiries progress.	Enquiries progress.		
-	:	N. A.	I	ಣ	142		
:	:	11	l	l	85		
114 days.	79 days.	I	53 days.	71 days	144 days.		
8	7	1	-		50		
1 2	-	2 2 11 2 11 2 11		<u></u>	0.48-082-0400 142-0400		
<ol> <li>Carelessness and insubor- dination.</li> <li>Dereliction of Duty.</li> </ol>	1. Embezzlement.	<ol> <li>Corruption.</li> <li>Negligence of duty.</li> <li>Forgery.</li> <li>Mal-practice &amp; irregula- rity.</li> </ol>	1. Non-compliance of stan- ding instructions.	1. Mis-appropriation. 2. Wilful absence. 3. Non-compliance of orders.	<ol> <li>Rmbezzlement.</li> <li>Theft.</li> <li>Intoxication.</li> <li>Wilful absence.</li> <li>Corruption.</li> <li>Mis-appropriation.</li> <li>Mis-handling or damage of vehicle.</li> <li>Misbehaviour.</li> <li>Accident.</li> <li>Negligence of duty.</li> <li>Others.</li> </ol>		
4. Secretary, Rajasthan Canal Board, Jaipur.	6. Director, Archaeology & Museums, Jaipur.	6. Director of Transport, Jaipur.	7. Director of Sanskrit Education, Jaipur.	8. Examiner Local Fund Audit, Jaipur.	9. General Manager, Raj- asthan State Road- ways, Jaipur.		

ci

6	Enquiries under progress.	Case pending in Court.	Case is under en- quiry.	Bome cases are pen- ding in Court and some are under enquiry.	:	The Case is under Enquiry.
ø	I	I	I	п	•	I
-	4	I	:	29 67	:	1
හ	225 days.	84 days.			141 days.	:
ъ	۲	Г	: (	8	<b>6</b> 1	:
4	25 1 1 1 1 1 1 1	1 2	:	8823396554-18-1-	1	I
ŝ	<ol> <li>Mis-appropriation.</li> <li>Criminal case.</li> <li>Non-compliance of orders.</li> <li>Wilful absence.</li> <li>Negligence of duty.</li> </ol>	<ol> <li>Insubordination.</li> <li>Criminal Case.</li> </ol>	N.A.	<ol> <li>Dereliction of duty.</li> <li>Police case.</li> <li>Negligence of duty.</li> <li>Fraud.</li> <li>Embezziement.</li> <li>Disobedience of orders.</li> <li>Wilful absence.</li> <li>Bribery.</li> <li>Murder.</li> <li>Murder.</li> <li>Others.</li> <li>Others.</li> </ol>	1. <b>M</b> isappropriation. 2. Mis-behaviour.	<b>N</b> .A.
61	10. Director of Social Wel- fare, Jaipur.	11. Director of Mines and Geology, Udaipur.	. Director, •Technical Education, Jodhpur.	13. Chief Conservator of Forests, Jaipur.	14. Director of Stationery & Printing, Jaipur.	15. Director of Public Re- lations, Jaipur.
	10.	11.	12.	13.	14.	15.

cii

o in pro- infor- about fflicers	ŭ	. <b>u</b>	ä
es are in pro- (The infor- is about ed Officers	8.Te	.18	<b>BI</b> C
Enquiries are in pro- gress. (The infor- mation is about Gazetted Officers only).	Enquiries are progress.	Enquiry progress.	Enquiries progress.
63	ľ	Nil.	25
]3	:		<b>4</b> 5
739 даув.	681 days.	72 days.	<b>30</b> 5 days.
ø	67	œ	58
<u> </u>		<u>6</u>	
<ol> <li>Non-compliance of orders.</li> <li>Fraud.</li> <li>Forgery.</li> <li>Mis-handling of accused.</li> <li>Moral Turpitude.</li> <li>Habitual Indebtedness.</li> <li>Negligence of duty.</li> <li>S. Criminal case.</li> <li>Miscellaneous.</li> </ol>	<ol> <li>Fraud.</li> <li>Mis-behaviour.</li> <li>Mis-behaviour.</li> <li>Financial Irregularity.</li> </ol>	1. Negligence.52. Wilful absence.23. Mis-behaviour.14. Contravention of ins.1tructions.1	1. Rude behaviour with 1 patient.         2. Wilful absence.         3. Embezzlement.         4. Bribery.         5. Negligence of duty.         6. Fraud.         7. Moral Turpitude.         1         9. Misconduct.         10. Other cases.
16. Inspueter General, Police, Jaipur.	17. Director of College Education, Jaipur.	18. Addl. Inspector Gene- ral, Police, Jaipur.	19. Director of Medical & Health Services, Jai- pur.

ciii

.

	Le Le	<u>n</u>	en- the the sace
	ande		b the state
0	Eaquiries are under progress.	are	n two cases en- quiries are under progress. In the other two cases Courts decision is awaited.
	progress.	ass.	
1	progr	Enquiries progress.	In two quiries a progress. other t Courts de awaited.
	E E E E E E E E E E E E E E E E E E E	<b>E</b> n Pr	
∞	Ð	4	4
2	95	13	4
	Vs.	ya.	
8	113 days.	24 710 days.	•
10	œ	STREAM AND	•
	<b>\$</b>	37	4
4	% ~~ 4 & a a ~ a	1 3 1 5 53	<b>6 7 7</b>
	e ity.	Negligence of duty. 23   Embezzlement. 10   Fraud. 3   Moral Turpitude. 1	ıty.
	of du nce. ent. itud	of d ant.	of dı
	rs. Lurp	urpi leme	nce
6	Negligence of duty Wilful absence. Forgery. Fraud. Bribery. Embezzlement. Mis-appropriation. Non-compliance of orders. Moral Turpitude.	Negligence of du Embezzlement, Fraud. Moral Turpitude.	glige s-coi
	N S S S S S S S S S S S S S S S S S S S	1. Neglig. 2. Embez: 3. Fraud. 4. Moral .	žÁŻ
	ස් ප්රේන්ත්ත්ත්ත්ත් ත් ප්රේන්ත්ත්ත්ත් ත්	01 09 <del>-</del> 1	30 F
	B <b>x</b> ci a ipu	-	eer, Health, 1. Negligence of duty. 2. Fraud 3. Mis-conduct.
	Ūq	Agricul- pur.	Ë
10	oner tion,	f A úpur	neer
6	axa axa	or o , Ja	Engi
	uno,	ture	Jai]
	<ol> <li>Commissioner, Excise 1. Negligence of duty.</li> <li>Taxation, Udaipur. 2. Wilful absence.</li> <li>Forgery.</li> <li>Fraud.</li> <li>Bribery.</li> <li>Embezzlement.</li> <li>Mis-appropriation.</li> <li>Moral Turpitude.</li> </ol>	21. Director of Ag ture, Jaipur.	22. Chief Engine Jaip <b>ur</b> .
1	র	ä	83

ci▼

ii.	Ē.	ni	. <b>E</b>	in	ц.	Ŀ.	. <u></u> .
aro	<b>B</b> TO	8.re	BIG	₿Ľ6	<b>ar</b> e	are s.	are
Enquiries progress.	Enquiries. progress.	Enquiri <del>es</del> progress.	Enquiries progress.	Enquiries progress.	Enquiries progress.	Enquiries ^s progress	Enquiries progress.
9	80	æ	:	~	5	4	10
:	ణ	126	<b>61</b>	10	1	:	61
275 <b>day</b> s.	271 days.	:	a f	264 days.	399 days.	:	132 days.
6	21	68		Ħ	6	:	13
3 1 1 9	15   8   24 1	12   194 82	57	13 6 21 2	$\begin{bmatrix} 3\\ 5\\ -\end{bmatrix}$	T	5   15 10
<ol> <li>Negligence of duty.</li> <li>Misconduct.</li> <li>Miscipropriation.</li> <li>Bribery.</li> </ol>	1. Misconduct. 2. Negligence of duty. 3. Misappropriation.	<ol> <li>Unsatisfactory work 112   194 68</li> <li>Misconduct. 82  </li> </ol>	1. Negligence of duty.	<ol> <li>Misconduct.</li> <li>Negligence.</li> <li>Embezzlement.</li> </ol>	1. Misappropriation. 2. Bribery. 3. Misconduct.	М.А.	<ol> <li>Misappropriation.</li> <li>Negligence of duty.</li> </ol>
23. Chief Engineer, P.W.D. (B&R), Jaipur.	24. Registrar, Rajasthan High Court, Jodhpur.	25. Registrar, Board of Revenue, Ajmer.	26. Collector, Banswara.	27. Collector, Bharatpur.	28. Collector, Jaisalmer.	29. Collector, Pali.	30. Collector, Sirohi.

# B. Statement indicating the average time taken at various stages of departmental enquiries (Embezzlement cases).

A study was conducted of the cases of departmental enquiries relating to embezzlement & mis-appropriation, obtained from the Commissioner, Departmental Enquiries, with a view to ascertaining the average time taken at each stage of the proceedings. The following statement indicates the average time spent at each stage.

<b>S</b> . <b>N</b> o.	Stages of departmenta enquiries	.1	in cor	npletio		No, of cases on the basis of which average cal-
						culated.
1. Compl	etion of audit	••	••	7	•••	9
2. Compl	etion of preliminary enquir	y		5	10	3
	ng of charges, statement ations against all delinquent		2	10	6	5
4. Servic	e of charge-sheet		q	1	6	16
	tion of records and wri ement of defence	tten ••	<u>_</u> 1	11	27	19
6. Appoin	ntment of Enquiry Officer	87)	97	• •	19	6
7. Compl Offic	etion of enquiry by Enquire	uiry	प्रते	11	26	8
8. Issue o	of final show cause <b>n</b> otice	••	••	••	23	6
9. Reply	to show cause notice		••	1	9	4
10. Issue	of final orders	••	••	4	••	4

cvı

### APPENDIX XXI

## **DELEGATION OF POWERS**

# (Reference: Chapter VI Page 128)

### A. Service matters :

The following powers should be delegated to the levels indicated in each case :

1. Secretariat.—Only such matters as indicated in Chapter III(C) should be dealt with in the Secretariat.

2. Heads of Departments. (i) Postings and transfers of the officers of the State Services drawing salaries in scales with a maximum of Rs. 800/- or less.

(ii) Promotions to the posts of district level officers and equivalent posts according to rules for a period of six months, or till Government orders on the recommendations of the Departmental Promotion Committees are issued, whichever is earlier.

(*iii*) Powers to take disciplinary action and inflict minor punishments on the officers of the State services posted in their departments.

**B.** Regional Level Officers.—(i) Appointments, postings and transfers of ministerial staff of and above the status of Upper Division Clerks except Office Superintendents and Stenographers.

(ii) Transfer of officials belonging to the subordinate services of the State within their respective regions.

(iii) Powers to take disciplinary action against and inflict minor punishments on officers of the subordinate services.

4. District Level Officers.—(i) Appointments, postings and transfers of Lower Division Clerks and Class IV servants.

(ii) Powers to take disciplinary action against and inflict minoru punishments on members of the ministerial staff other than those enumerated at sub-item (i) above.

(*iii*) Power to censure, according to rules, officers of the Subordinate Services working under their administrative control for defaults committed by them.

5. Heads of Offices: (if gazetted officers).—(i) Powers of appointments of Class IV staff.

(ii) Powers to inflict minor punishments on Lower Division Clerks and the penalty of Censure on ministerial staff of higher status.

		<b>B</b>	DELEGATION OF ADMINISTRATIVE POWERS	ADMINISTRATI	VE POWERS		
			Present	ent	Proposed	ed	
No. Ren	Number of Service Rale* 2	Nature of power 3	Authority to which the power has been delegated. 4	Extent of Power 5	Authority to which the power is proposed to be delegated. 6	Extent of power. 7	oo Bemarke.
7 (8) (i)	•	To waive age rest- riction under spe- cial circumstances in the case of Class IV servants and ministerial Govern- ment servants.	Heads of Departments	5 years	Heads of Departments	ants 10 Years	
00		To order transfer of officers,	Heads of Depart. A ments Class I.	All holders of ] posts, the maxi- mum pay where of does not exceed Rs. 750/- except members of R.A.S. and Rajasthan	of Heads of Depart- axi- ments Class I. e of sed. ept A.S. han	All holders of posts the maximum pay whereof does not exceed Ra. 800/- except members of R.A.S. and Rajas- than Accounts Ser- vice.	ay ay of er-
29		Power to inflict minor punishments.	Any authority which has power to make a subs- tantive appoint- ment to the post	Full powers.	<ul><li>(i) Heads of Departments.</li><li>(ii) Regional</li></ul>	Infliction of minor punishments on the officers of the State Services. Infliction of minor	nor he ate

punishments on the officers of the subordinate ser- vices.	Infliction of minor punishments on members of the ministerial staff and officers of the Subordinate Services working under their admi- nistrative control.	Infliction of minor punishments on Lower Division Clerk and penalty of 'censure' on all mi- nisterial staff of higher status.	Upto 6 months when the maximum pay of the post does not exceed Rs. 800/- with the exception of the posts held or to be held by R.A.S. officers.
Level Officers.	(iii) Distt. Level Officers.	(iv) Heads of Of- fices (if ga- zetted).	Heads of Dep <b>ar</b> t- ments Class I.
Leve			Upto 4 months when the maxi- mum pay of the post does not ex- ceed Rs. 750/- with the excep- tion of the posts held or to be held by R.A.S. offi- cers.
which the Govt. servant holds.	स	प्रमेव जयने	Heads of Depart- ments Class I.
			(i) Power to make Heads of Depart- Officiating appoments Class I. intment in respect of clear temp- orary vacanoies.

4. 35 & 50.

	61	m	7	ъ	G	2
		(ii) Power to make Heads of Deptts. Officiating appoint- Class I. ment in a perma- nent vacancy whe- re Officiating pro- motion from a lower cadre is not possible.	Heads of Deptts. - Class I. er	Upto 4 months when Heads of Deptts. the maximum Class I. pay of the post does not exceed Rs. 750/-except to a post held or to be held by R.A.S. officers.	Heads of Deptts. Class I.	Upto 4 months when the maximum pay of the post does not exceed Rs. 800/- ex- cept to a post held or to be held by R.A.S. officers.
		(iii) Power to make temporary ap- pointment in a permanent vacan- cy by making of- ficiating promo- tion from a lo- wer cadre	Heads of Deptts. Class I.	Upto 4 months when the maxi- mum pay of the post does not ex- ceed Rs. 750/- provided senior most person lo- cally available is promoted.	Heads of Deptts. Class I.	Upto 4 months when the maximum pay of the post does not exceed Rs. 800/- provided senior mo- st person locally available is promo- ted.
к;	38	Power to issue gene- ral or special orders allowing acting pro- motion to be made in place of Govt. servants treated as on duty.	Administrative De- partment of the Govt.	Full powers.	(i) Heads of De- partments.	Upto 4 months when the maximum pay of the post on which promotion is to be made does not ex- ceed Ps. 800/- ex- cept to a post held or to be held by R.A.S. Officers.
					(ii) Administra- tive Deptts. of the Govt.	Full powers in all other cases.

(i) Heads of De- Extension upto one partments. week in each case in respect of ministe- rial services and class IV servants.	Full powers in all other cases.	Full powers in respect of ministerial and Class IV servants.	
(i) Heads of De- partments.	(ii) Administra- tive Deptts.	Heads of Deptts.	
Full powers within the maximum li- mit of 30 days in circumstances na- rrated in rule 136 of P.S.R. on such	further condi- tions as the ad- ministrative de- partment may think fit to im- pose in each case.	Full powers.	Service Fules.
Administrative De- partment of the Government.		Administrative De- Full powers. partment of the Government.	er to the Fajasthan
Power to extend Administrative De. Full powers within joining time. partment of the the maximum li- Government. mit of 30 days in circumstances na- rrated in rule 136 of P.S.R. on such		Power to retire go- vernment servants who have comple- ted 25 years quali- fying service.	"The Fules in this column refer to the "ajasthan Service Fules.
136.		244 (2).	*The
ల			

oxi

OWERS.
INANCIAL I
TION OF F
DELEGAT
ç

S. No.	S. No. Nature of power	Authority to which the power is delegated at present and the extent of power delegated.	Authority to which the power is proposed to be delegated and the extent of power.	Remarks.
1.	હ્ય	ຕ່	चं	ы.
1. To	To sanction re-appropriations sub-	-0		

Ì

- To sanction re-appropriations subject to the conditions mentioned in para 118 and 119 of the budget manual.
- (a) From one major, minor or subordinate head to another within the same grant in the Appropriation Act.
- (b) From one sub-head to another within the same minor head.
- 2. To sanction permanent advance De in respect of Subordinate Offi- le cers. I



- All Deptts. of Government and the Rajasthan High Court, provided that it does not involve the undertaking of recurring liability.
- Departments of Government, Collectors and Class I Heads of Departments upto Ps. 250/- for any office or officer & other Heads of Departments upto Rs. 150/- for office or officer.

Full powers to Administrative Departments to sanction re-appropriation from one minor head to another in the case of non-plan expenditure.

All Heads of Departments provided that it does not involve the undertaking of any recurring liability. Full powers to be exercised by Heads of Departments in consultation with Accountant General.

provision, in case of buildings the To carry out, subject to budget maintenance of which is entrusted to him:--ର୍ଚ୍ଚ

repairs.

- (ii) Ordinary repairs to departmental buildings under their through their own control agency.
- Execution of petty construction and repairs works (buildings and roads) otherwise than through the Public Works Department. ÷
- To sanction advances for departmental purposes for meeting expenditure in connection with the fairs, functions, festivals etc. organized or celebrated through the departmental agency. i.

(i) Original works and special Departments of Government and Class I Heads of Departmentsupto Rs. 5,000/- in each case.

Other Heads of Departmentsupto Rs. 2,500/- in each case. Full powers to Heads of Departments. The Chief Conservator of Forests tion of estimates, maintenance of will exercise powers to get the work executed up to capital cost of Rs. 2,500/- subject to observance of usual procedure for execution of works namely, preparameasurement books etc.

powers subject to the conditions Administrative Department of the Government to have full laid down in this connection.

Departments of Government and Class 1 Heads of Departmentsupto Rs. 10,000/- in each case.

Other Heads of Departmentsupto Rs. 5,000/- in each case. Subject to budget provision the district level officers and above to have full powers to carry out both ordinary & special repairs.

to be competent to get these works The Chief Conservator of Forests executed subject to usual conditions up to capital cost of **R**s. 20,000/-.

Heads of Departments should be to sanction these advances up to Rs. 5,000/- for each occasion for purposes as cluding training programmes and provided in Col. 2 and also insurgical and other camps. competent

	2	3	4	νĢ
To obta dent o nery I	To obtain standard forms by in- dent on the Printing & Statio- nery Department.	Full powers to Heads of Depart- ments who may delegate this power to Heads of Offices sub- ordinate to them.	Subject to budget provision full powers to the Heads of Offjces.	
To mal tioner	To make petty purchases of sta- tionery and stores locally.	To all Heads of Departments upto Rs. 50/- in each case subject to a limit of Rs. 500/- per annum who may delegate it to Heads of Offices subordinate to them subject to a limit of Rs. 10/- in each case and Rs. 100/- per annum provided the Superintendent Government Press concerned is unable to make this supply.	To all Heads of Departments upto Rs. 50/- in each case subject to a limit of Ps. 500/- per annum and to all Heads of Offices upto Rs. 25/- in each case and Ps. 100/- per annum provided the Superinten- dent Government Press concern- ed is unable to make this supply.	
To get other	To get printing work done at other than a Government Press.	To all Heads of Departments upto a limit of Rs. 500/- in each case who may delegate it to Heads of Offices subordinate to them who may exercise this power subject to a limit of Rs. 10/- in each case and Ps. 100/- per annum provid- ed the Superintendent, Govern- ment Press concerned is unable to do the work.	To all Heads of Departments upto a limit of Rs. 500/- in each case who may delegate it to Heads of Offices subordinate to them who may exercise this power subject to a limit of Rs. 25/- in each case and Rs. 100/- per annum provid- ed the Superintendent, Govern- ment Press concerned is unable to do the work.	
To dire working and alle	To direct the payment on the last working day of a month of the pay and allowances of a government	Full powers to Departments of Government and class I Heads of Departments subject to the obser-	Full powers to all Heads of Depart- ments subject to the observance of rules prescribed therefor.	

servant where the first 3 days of the following month are public holidays.

vance of rules prescribed therefor.

 Powers to sanction refunds of the Coll revenue or receipts of the Depart- me ments concerned.

Collectors and Heads of Depart- Co ments Class II up to Rs. 1,000/- mo in each case.

Collectors and Heads of Departments other than Class I upto Rs. 5,000/- in each case.



# APPENDIX XXII

## REGISTRAR OF COMPLAINTS/REPRESENTATIONS/RECEIVED FROM THE PUBLIC.

# (Reference Chapter VI Page 132)

3. No.	Date of receipt	Officer by whom received	Orders passed by the officer concerned
1	2	3	4
	ates of issue of commun calling for report/infor if any.		issue of reminders g to Column. 5
<u> </u>	5	antilling -	6
	of receipt of reply to th munication at Col. 5.		Date on which final orders passed
	7	8	9

N. B.—This Register should be put up to the Office Superintendent/Head Clerk once a fortnight and to the Officer-in-charge once a month.

सत्यमेव जयते

# APPENDIX XXIII

# STATEMENT SHOWING THE NUMBER OF CASES PENDING DISPOSAL FOR OVER SIX MONTHS.

(Reference: Chapter VI Page 135)

Name of Department/Section...... Month ending......

Olemification	No.	of Cases	pending	disposal	
Classifica ⁺ ion	Below 6 months	6 months to 1 year	l year to 2 years	Over 2 years	Total
1	2	3	4	5	6
<ol> <li>Files pertaining to reference from the Government of India and other States pen- ding final reply or disposal.</li> <li>Files pertaining to assu- rances given to Rajasthan</li> </ol>	UNN.				
Legislative Assembly pend- ing final reply or disposal.	Y (6)	(2)			
3. Files other than items 1 & 2 pending final disposal.	सन्धमेव ज	यते			
TOTAL					

over 6 months.

7

Section Officer, ......Department.

## APPENDIX XXIV

## STATEMENT INDICATING THE PROGRESS OF PREPARATION OF DEPARTMENTAL MANUALS.

(Reference : Chapter VI Page 125)

A. List of Departments in which Departmental Manuals have been finalised.

- 1. Forest.
- 2. Irrigation.
- 3. Insurance.
- 4. Directorate of Employment.
- 5. Board of Revenue.
- 6. Directorate of Primary & Secondary Education.
- 7. Rajasthan High Court.
- 8. Jagir.
- 9. Prisons.
- 10. Police.
- 11. Public Works Department (B&R).
- 12. Public Works Department (Health).
- B. List of Departments in which Departmental Manuals have been prepared but are under examination.

सत्यमेव जयत

- 1. Co-operative.
- 2. Food and Relief.
- 3. Economics & Statistics.
- 4. Mines & Geology.
- 5. Printing & Stationery.
- C. List of Departments in which Departmental Manuals are under preparation.
  - 1. Lajasthan Canal Board.
  - 2. Rajasthan underground Water Board.
  - 3. Agriculture.
  - 4. Directorate o. Sanskrit Education.
  - 5. Directorate of Local Bodies. Archaeology and Museums.

- 7. Animal Husbandry.
- 8. Colonisation.
- 9. Devasthan.
- 10. Directorate of Technical Education.
- 11. Rajasthan State Electricity Board.
- 12. Archives.
- 13. Directorate of Oriental Research.
- 14. Social Welfare.
- 15. Rajasthan State Roadways.
- 16. Directorate of Medical & Health Services.
- 17. Local Fund Audit.
- 18. Industries and Supply.
- 19. Transport.
- 20. Elections.
- 21. Public Relations.



# APPENDIX XXV

# WEEKLY ARREARS STATEMENTS

(Reference : Chapter VI Page 135)

<u>a</u>			N	o. of receipts in		
S. No.	Name of the dealing Clerk	Brought forwar from the previo week	rd Receiv	Received during the week		
1	2	3		4		
hand	<u></u>	~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~				
	with during he week	For 3 days and 3 under	3 to 7 days	Over 7 days.		
	5	6	7	8		
Total	Initials of the Clerk	subject Remarks of ce Supdt, Cler	/Head v	marks of Super- isory Officer		

# APPENDIX XXVI

## MONTHLY STATEMENT OF CASES PENDING DISPOSAL FOR OVER A MONTH, FOR DEALING CLERKS/ASSISTANTS.

(Reference : Chapter VI Page 135)

Name of Section......Name of Clerk......Month.....

Current No. & date of receipt	From whom re- ceived	Brief title	Present stage
1	2	3	4
	(11-4)	1	
Reasons for delay in disposal	Remarks of Offi- cer Incharge	Orders of Head of Department/Offic	
5	6	7	8
	सन्द्रमान जय		

# APPENDIX XXVII

# **RESULTS OF THE TIME-MOTION STUDY OF SECRETARIAT FILES.**

(Reference : Chapter VI Page 136)

Forty-two files of the Secretariat Departments selected at random were studied with a view to ascertaining the average time taken at each stage in dealing with a paper under consideration on these files. The number of files studied from each of the Departments selected for the purpose is mentioned below :---

S. No	Name of De	partn	nent	e77853			No. of files studied
1	Revenue	••	A	(28) j	à		6
2	Irrigation	••	96		S	• •	7
3	Power	••	. 63	11851	8	••	11
4	Education	••		T A TY		••	4
5	Home	••		04464			3
6	Co-operative	••	· . 64	SALES S	A	••	4
7	Finance		03	160.37	B	• •	7

The approximate average time taken at each stage in dealing with a paper under consideration in the Secretariat as revealed in the timemotion studies is as follows :---

	Average time taken in depart- ments (in days)										
s. 1	lo. Stages			Revenue	Irrigation	Power	Education	Home	Cooperative	Finance	Average for the Secretariat in (days)
1	2			3	4	5	6	7	8	9	10
1	Diarist		•••	1.5	1	1.2	1	1.6	1	1	1.1
2	Despatcher	••		6	1.7	1.1	3.5	1.6	1.5	<b>2</b>	2.5
3	Typist	••		1.1	1.4	2.8	.5	• •	4,5	2.7	2.1
4	Dealing Clerk	• •	• •	8.1	<b>9.4</b>	4.3	8	<b>2</b>	8	4.3	6.3
5	Accountant	••	• •	••	••	• •	1	••	••	••	1
6	Section Officer	C	••	<b>2</b>	3	1	4.7	1.3	2	1.4	2.2

**exxii**i

1	2		3	4	5	6	7	8	9	10
7	Assistant Secretary	•••	2.8	4.6	1	4.5	1	4.2	3	3
8	Deputy Secretary		3.6	3.1	4.6	6.7		4	3.1	4.8
9	Secretary		3.6	2.6	<b>2.3</b>	<b>5.2</b>	••	5.2	11.7	5.1
10	Accounts Officer	•••	1	֥	1		••	••	1	1
11	Budget Officer	• •	••	••				• •	.3	.3
12	Officer on Special Duty	••	1.1	1	• •			••		1
13	Chief Secretary		• •			.5	••	• •		1.2
14	Deputy Minister	••	1.3	1.1	1	7.2			••	2.6
15	Minister		6.8	2	2.6	2.7			1.4	3.1
16	Chief Minister			2.4	1.7				.3	1.4

The average time taken in references to the consulting departments of the Secretariat was also studied, and the results are indicated below:---

8. No.	Reference Department		Average time taken in a reference	Remarks
1	2		3	4
1	Finance Department	÷	3.1 days.	
2	Law Department		3.3 days.	
3	Planning Department		4.7 days.	
4	Appointments Department		2.6 days.	

# APPENDIX XXVIII

# **REGISTER OF SANCTIONS.**

(Reference : Chapter VII Page 143)

S. No.	Nature of pro- posal received.			receipt posal.	With whom pending.	
1	2	3	4		б	
		~				
Re	asons for delay.	Remarks of the in-charge.	Officer.		s of th <b>e He</b> ad of Department.	
	6	7		8		
		म्यूम स्वमेव	्रि (२) नयने			

## APPENDIX XXIX

### STANDARDIZED FORMS FOR PROPOSALS FOR SANCTIONS.

(Reference : Chapter VII Page 142)

(a) Proposal for sanction to confirm a Government servant in his appointment.

GOVERNMENT OF RAJASTHAN

.....Department.

From,

Τо,

The Secretary to the Government,

No.

Date

Sir,

It is requested that he may kindly be confirmed on this post with effect from......(date).

Shri......was recruited as.....with effect from......consequent on his passing the......Examina-

tion conducted by the Rajasthan Public Service Commission/.....in the year...... He was appointed on probation for......years. During this period he was required to undergo theoretical/practical training in.....Department/School/Institution. The period of probation will be over by ...... (date). He has also passed the prescribed examination held in the month.....as required under..... (Service Rules). His work during the probationary period has been satisfactory.

It is requested that he may kindly be confirmed on..... (post) with effect from......(date).

Yours faithfully,

Designation.....

(b) Proposal for sanction of crossing the efficiency bar.

GOVERNMENT OF RAJASTHAN ... DEPARTMENT From, ................. .......... . . . . . . . . सत्यमव जयत The Secretary to the Government, Date

Subject :- Sanction for crossing of Efficiency Bar by Shri. ...... (name with designation).

Sir,

No.

To.

Shri.....(post) in this Department in the scale of ......has reached the stage of efficiency bar at Ps...... His next date of increment falls due from .....(date).

OR

He has worked steadily and to the best of his ability.

His integrity is beyond doubt.

He has given definite proof of his competence to perform satisfactorily the full duties attached to the charges which officers of his rank are called upon to perform.

It is requested that Government sanction to cross efficiency bar and to draw Rs......per mensem in the scale of......with effect from......may kindly be issued.

Yours faithfully,

Designation .....

(c) Proposal for sanction to undertake work for a private person or body and acceptance of fee.

# GOVERNMENT OF RAJASTHAN

.....Department,

From,

Τо,

No.

Date.

exxviii

### Subject :-- Permission to Shri.....to undertake ....... (name of work or job) with.....and to accept fee of Rs......thereof.

Sir,

The President/Secretary.....Corporation/Institution has requested this Department to entrust the work/job of......to Shri......(name and designation) on the payment of fees of Rs......per mensem for a period from......to....../lumpsum fee of Rs......

Shri.....has agreed to undertake this work on the payment of fees as mentioned above. This will not cause dislocation or detriment to his normal duties and due regard has been paid to the general principle enumerated in rule 13 of the Rajasthan Service Rules.

The fee received by Shri.....shall be/shall not be subject to the provisions of Rule 47 of the Rajasthan Service Rules and accordingly he will be/not be required to credit one-third of the fee to the General Revenues of State under the head.....

Yours faithfully,

Designation....

(d) Proposal for grant of honorarium.

सत्यमेव जयत

## GOVERNMENT OF RAJASTHAN

.....Department.

From,

То,

The Secretary to the Government,

.....

No,

Sir,

Shri.....is/are required to perform special work/additional work of ......is/are (details of work to be mentioned). This work is neither legitimate part of his/their duties nor it is otherwise obligatory, yet it has to be carried out in public interest.

This work can be done by devoting considerable continuous extra labour and time over and above the normal duties and working hours for which he/they is/are not to be compensated in any other form.

In sending this proposal, due regard has been paid to the general principle enunciated in Rule 13 of the Rajasthan Service Rules.

The expenditure is chargeable to head.....

Yours faithfully,

Designation .....

(e) Proposal for sanction of time-barred payment.

GOVERNMENT OF RAJASTHAN

.....DEPARTMENT

From,

..........

To,

The Secretary to the Government,

.....

No.

# Subject: -Sanotion to the payment of time-barred salary/Travelling Allowance/Grade increment/Allowance claim of Shri.....

Sir,

The time barred Salary/Travelling Allowance/Grade increment/ Allowance claim of Shri/Smt......for the period from...... to......amounting to Rs.....(in words) is sent herewith. Payment of the claim could not be made in time for the reasons that .....(reasons to be recorded).

The claim has otherwise been found in order and remains unpaid so far. The certificates prescribed in Finance Department order No...... dated......are sent herewith along with the bond executed by the Government servant.

The amount is chargeable to the budget head......, wherein there exists sufficient provision to meet these expenses.

It is, requested that Government sanction for the payment of timebarred bill under Rule.....of the General Financial and Accounts Rules may kindly be conveyed.

Yours faithfully,

Designation .....

(f) Proposal for sanction to undertake journey outside Rajasthan.

GOVERNMENT OF RAJASTHAN

..... DEPARTMENT.

From

.....

То

The Secretary to the Government,

No.

Dated

Sub. -Sanction for journey outside Rajasthan.

STR,

 (name & designation) to attend the office/meeting/conference at..... working.

I, therefore, request you kindly to accord sanction to allow the on.....(date).

Yours faithfully,

Designation .....

(g) Proposal for extension of appointment of a temporary Government servant.

GOVERNMENT OF RAJASTHAN ......DEPARTMENT From ........................ The Secretary to the Government, 

No.

To

Date

Subject. -- Extension of appointment of a temporary Government servant.

SIR.

Shri.....(name) was temporarily appointed as..... (designation) with effect from..... of Finance Department Order No. F. 6 (9) F.Dt/A/P/58, dated the 19th June, 1958, under Rule 35/50 of the Rajasthan Service Rales. The pre-

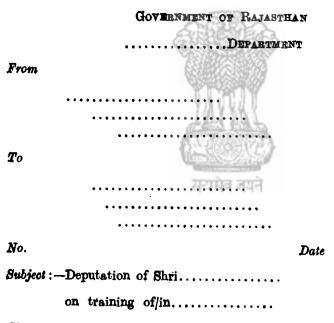
As required under rule.....of the..... Service Rules, a requisition has been sent to the Rajasthan Public Service Commission for holding examination for recruitment on the post/for convening meeting of departmental promotion Committee to fill in the pest but as this work is likely to take a few weeks' time more, it is considered

### cxxxii

Yours faithfully,

Designation .....

(h) Proposal for sanction of deputation of Government servants on training.



Sir,

Shri.....is at present working as ..... since..... In pursuance of Government policy/instructions, it is recommended to depute him on training of/in..... This will enable him to acquire higher proficiency in his work and will result in bringing about improvement in the working of the Department.

The period of training is for a duration of ......months. During the absence of the officer on training Shri......will look after the current duties/will hold full charge of the post under rule 35/50 of the Rajasthan Service Rules. It is, therefore, recommended that Government sanction may kindly be accorded on the following terms :---

- (i) The period of training will be treated as on duty under rule 7(8) of R.S.R.
- (ii) The officer will draw pay in accordance with the provision of rule 35 of R.S.R.
- (iii) He will be allowed travelling allowance and daily allowance at the rate of......per mensem/compensatory allowance for the duration of the training according to Finance Department order No......dated.....
- (iv) He will execute a bond prior to proceeding on training to serve the State for a period of......years......months.
- (v) The fact of having acquired the training will not entitle him to promotion or higher emoluments.
- (vi) The training shall be completed during the stipulated time.

The expenditure is chargeable to the budget head.....out of the current year's provision.

Yours faithfully,

Designation .....

सत्यमेव जयते

# APPENDIX XXX

# STATEMENT SHOWING THE EXPENDITURE ON TWENTY-SIX SERVICE STATIONS. ENGINE AND CHASSIS SERVICES AT THE 26 DISTRICT HEADQUARTERS OF THE STATE

(Reference : Chapter VII Page 146)

# I. Non-recurring Expenditure :

(a) Permanent Fittings :

		<		TOTAL	••	<b>P</b> s.	1 <b>,43,</b> 000/-	
4.	Car Washers	••	No	2	••	Rs.	26,000/-	
<b>3</b> .	Washing Platfo	rms	••	• •	••	Rs.	18,000/-	
2.	Water Tanks (w	ith nece	ssary G.I	. Pipes)	• •	Rs.	<b>52,000</b> /	
1.	Ramps	••	••	••	••	Rs.	52,000/-	

... . . . .

# (b) Tools & Other Equipments:

1.	Fitter Chest-26 sets. (Cd Fix Spanner, Ring Spa Screw Driver etc., etc.)		Box Spann	er,	<b>R</b> s. 7,800/-
2.	Grease Funs-26 (Big han	dle typ	е)	••	<b>R</b> s. <b>3,900/-</b>
3.	Oil Cans (Pressure type) 5	52 @ 10	/ Jonate	••	<b>R</b> s. 520/-
4.	Funnels-52 @ 2.50	••		••	<b>Rs.</b> 130/-
5.	Trays-130 @ 2.00	••	••	• •	Rs. 260/-
6.	Hand Vices 26	••	••	••	Rs. 1,300/-
7.	Rubber Hose for water	•••	••		Rs. 650/-
8.	Almirahs-26	••	••	••	Rs. 5,200/-
9.	Workshop Tables-26	••	••	•••	<b>В</b> в. 2,600/-
10.	Oil Fitting Syringes - 26	3	••	••	<b>R</b> s. 1,850/-
			TOTAL	••	Rs. 16,370/-

### II. Recurring Expenditure.

At present there are district pools of the Government vehicles at all the district headquarters and there is already provision for a helper in seven district pools and a mechanic grade II in fourteen and a mechanic grade I in the remaining twelve districts. The mechanic grade II is not adequately trained and qualified to carry out the repairs. A mechanic of requisite qualification and training assisted by a helper will be necessary for each unit. The only additional recurring expenditure required for a servicing unit, therefore, would be for upgrading the post of the mechanic grade II to mechanic grade I in fourteen districts and creating nineteen posts of helpers. The financial liability on account of the recurring expenditure would, therefore, be as follows :---

(a) Salary:

(i) Mechanics	••	Additional expenditure for upgrading	<b>R</b> s. 5.880/-
		the post from grade II to grade I in	
		fourteen districts (scale for grade I	5
		Rs. 105-5-200 & for grade II Rs.	
		75-3-90-4-110-5-130-E. B5-160. The	
		difference between the average mon-	
		thly pay of grade I and grade II	
		(Rs. 153)	
		CONTRACTOR OF	
		1507 Web 25350485070	

(11) Helpers: 19	(Scale of pay Rs. 65-90)		<b>Rs.</b> 17,556
	777 9 8.6. 2		<del></del>
	THIN WHIT	TOTAL	Rs. 23.436

(b) Lubricants, grease and cotton waste etc. .. Rs. 52,000/-

### Summary :

I.	Non-recurring ex (a) Permanent fi		ð. 	••	Rs.	1,43,000/-	
	(b) Tools and E	nipment	8	••	Rs.	1 <b>6,3</b> 70/-	
				•		Ţ~1=1=7=	Rs. 1,59,370/-
II.	Recurring Expe	nditure.					
	(a) Salary	••	••	••	Rs.	23,436/-	

(b) Lubricants, Grease & Cotton wastes etc. .. .. Rs. 52,000/-

Rs. 75,436/-

## APPENDIX XXXI

## **REGISTERS OF INSPECTIONS**

### (Reference : Chapter VIII Page 157)

# A. TO BE MAINTAINED IN OFFICES INSPECTED.

The Register should be maintained year-wise and should contain entries relating to the inspections conducted in the preceding five years of the office concerned. As an index of the inspections conducted and compliance made, the following proforma may be adopted :—

S. No.	Date of Inspection		and Designa- inspecting Offi- cer.	pection	which Ins- Note was re- n the Office.
1	2		3		4
Da repo	te on which the com ort was sent to the Ins Officer.	pliance pecting	Signature of th of Office	ve Head	Remarks.
	5	S		6	7

The first few pages of the Register may be assigned to this basic information, the subsequent pages should be divided section-wise and should be in half margin. The important remarks recorded in each Inspection Note by the Inspecting Officer should be noted in the first half margin and the nature of compliance made in the second half margin. In token of having checked the compliance made, the Head of Office should initial each entry in the second half margine. The Head of Office himself should record his inspection note in this register.

### B. TO BE MAINTAINED BY REGIONAL LEVEL OFFICERS.

In the offices of the regional level officers, a 'watch register' relating to the inspections conducted by them and the officers subordinate to them should be maintained in the following pro forma:

S. No.	Designation of Inspecting Officer	Name of Inspect- ing Officer	Offices to be inspected in the course of the year, according to the instructions and periodicity.
	1 2	3	4

Dates on which the offices in column 4 were inspected	Dates on which inspection notes were recorded by the Inspecting Officer	Dates on which the compliance report was received by the Inspecting Officer from the Inspected Office functionary.	General remarks of the Regional Officer regarding the quality of inspection work.
5	6	7	8

The district level officers will naturally endorse copies of their own inspection notes to the regional level officers. Information regarding, the inspections conducted by the officer below the district level and the dates on which the compliance was reported should be sent to the regional level officers by the district level officers concerned, without undue delay. The regional level officers should review the position with regard to the inspections conducted by the officers subordinate to them and send their remarks to the district level officers once a quarter. The matter should also be discussed in the periodical meetings of the officers concerned. Definite remarks regarding the quality and quantum of inspections conducted should be recorded in the annual confidential reports of all supervisory officers.



## APPENDIX XXXII.

## PANCHAYATI-RAJ SET-UP.

### (Reference : Chapter IX-A Page 165).

### **Government Agencies**

### A. State Headquarters :

The administration of Panchayati Raj institutions at the State headquarters is the responsibility of the Development Commissioner, who is also ex-officio Secretary to the Government in the Development Department. He is assisted by the Joint Development Commissioner-cum-Deputy Secretary to the Government, Development Department, three Deputy Development Commissioners, one Director Training, one Assistant Development Commissioner and other technical staff. The Development Department exercises supervision and control over the activities connected with the development activities of the various departments concerned with rural development. Since the execution of the community development programmes in the field has mostly been assigned to the Panchayati Raj bodies, the Development Department is mainly responsible for the proper functioning of these bodies and with this object in view it provides necessary guidance to these bodies.

### B. District Level:

At the district level, the Collector is the District Development Officer who is assisted by a Deputy District Development Officer and an Assistant Engineer Irrigation for Block works. He has got an inspectorial staf for conducting the inspections of the Panchayats in the district. The District Development Officer is required to inspect and co-ordinate the activities connected with community development programmes and functioning of the Panchayati Raj bodies.

### II. Local Bodies.

### A. District Level: Zila Parishad.

The Zila Parishad comprises the Pradhans of the Panchayat Samitis in the district, Members of Parliament and the State Legislative Assembly, and President of the Central Co-operative Bank of the district and the district Collector, (who he is a non-voting member). There is a provision for co-opting some members to represent certain weaker sections of the Society.

### Powers and Functions.

A. The Zila Parishad is an advisory body charged with the responsibility of co-ordinating the activities of and giving appropriate guidance

to the Panchayat Samitis and Village Panchayats, and reviewing the progress of various developmental activities undertaken in. the district and advising the State Government in this respect. It is also consulted by the State Government regarding the preparation of the Five Year Development Plans for the district. In this connection it examines plans prepared by the Panchayat Samitis in the district and sends its comments to the State Government. It also advises the State Government regarding the programme which are administered by various departments of the government in the district.

It has not been authorised to raise any taxes or cesses directly, and is solely financed through State grants and donations. It distributes the grants allotted to the district between the various Panchayat Samitis, and examines and comments upon the budgets prepared by the Panchayat Samitis.

### B. Block Level: Panchayat Samiti:

All the Sarpanchas of the Panchayats falling within the area of a Panchayat Samiti are its members. There is a provision for co-option of certain members representing certain interests, and providing expert advice in the fields of administration, public life or rural development. A Krishi Nipun declared as such by the Zila Parishad is also a member. Members of the State Legislature are associate members of the Panchayat Samiti (They do not have voting rights).

It is an executive body which functions through its standing committees for different subjects. Its Chief Executive Officer known as Vikas Adhikari is normally drawn from the State Administrative Service. There is a team of Extension Officers who are subject-matter experts in their respective fields. At the Panchayat level the Village Level Worker functions as a multi-purpose man although he largely concentrates on agriculture production and looks after a group of Panchayats.

### Functions:

It is a primary responsibility of the Panchayat Samiti to properly execute the community development schemes transferred to it. Development schemes in the fields of agriculture, animal husbandry, rural sanitation, social education, village communications, co-operation, rural housing etc., are largely executed by the Panchayat Samiti in accordance with the plans for the area. Primary education has been transferred to the Panchayat Samiti and Primary Schools are run by it. Although the primary Health Centres have not been transferred to the Panchayat Samitis, they are required to function in close co-operation with the Panchayat Samitis. In the field of rural sanitation, Panchayat Samitis have their own Sanitary Inspectors who look after the Panchayat Samiti programmes.

Panchayat Samitis have their own sources of income raised through taxes, cesses, donations & contracts, besides the various grants and loans given by the State Government for specific purposes and schemes.

#### CXXXX

### C. Village Level Panchayats :

All the Panchas and the Sarpanchas of the Panchayats are directly elected by the people. Some members are co-opted to represent special interests. There is a Secretary to assist the Panchayat in the discharge of its duties.

### Functions :

Besides executing the schemes of the Panchayat Samiti in its area, it is respons ble for maintaining sanitary conditions, in the village, arrangements for light and drinking water, and looking after the public streets, bunds, bridges, grazing lands, village forests, abadi lands etc. It adjudicates village disputes which are of an executive nature.

Panchayats can raise their revenues by imposing the taxes and duties assigned to them and through voluntary contributions.

### Nyaya Panchayats :

The jurisdiction of a Nyaya Panchayat extends to a number of Panchayat Circles. Its members are directly elected by the people. The Chairman of the Nyaya Panchayat is elected by its members.

The Nyaya Panchayat has both criminal and civil jurisdictions. Offences punishable under sections 140, 160, 172, 174, 175, 178, 179, 180, 188, 202, 228, 264, 265, 266, 267, 269, 277, 278, 279, 283, 285, 286, 288, 289, 290, 294, 323, 334, 336, 341, 352, 356, 357, 358, 374, 379, 380, 381, 403, 411, 426, 428, 430, 447, 448, 461, 504, 506, 509, and 510 of the Indian Penal Code and offences under certain miscellaneous Acts are triable by the Nyaya Panchayat. The civil jurisdiction of the Nyaya Panchayat extends to the suits not exceeding Rs. 250/-, suits for damages not exceeding Rs. 250/- for breaches of contracts not affecting immovable property, suits for compensation for wrongly taking or injuring movable property not exceeding Rs. 250/- in value and suits for specific movable property not exceeding Rs. 250/- in value.

### APPENDIX XXXIII

## TYPE APPLICATION FORM FOR ALLOTMENT OF IRON AND STEEL AND OTHER CONTROLLED COMMODITIES.

(Reference: Chapter X Page 185)

## GOVERNMENT OF RAJASTHAN

### Industries and Supplies Department.

To,

The Collector,

District.....

## Sir,

I have the honour to request you that I may kindly be allotted the following articles :--

- 1. Description of the articles.....
- 2. Quantity required.....
- 3. Purpose for which required,....
- 4. Whether similar article was proviously obtained ? If so, when and in what quantity.....
- 5. Name and address of the person verifying the purpose at item 3, if any.....
- 6. Whether such recommendation is attached ? Yes/No
- 7. Remarks.

Date.

Signature of the Applicant. Address of the Applican.

### OFFICE NOTE.

1. Date and time effreceipt of application.

### onserii

- 2. By whom received.
- 3. Whether the applicant is qualified for the allotment of the commodity in question
- 4. Whether sufficient stock of the commodity in question is available with the stockist
- 5. General remarks.

·····

Signature,

Designation.



(to be detached and sent to the applicant)

## **Reply** to the applicant

From	The Collector,
	District
To	
	• • • • • • • • • • • • • • • • • • • •
	• • • • • • • • • • • • • • • • • • • •

## Sir,

## **CXXXXIII**

This is to inform you that......(state material and quantity) have been allotted to you. You may please obtain your material from......(State name and address of the stockist) before ......(state date of expiry).

## OR

Yours faithfully,

Collector,

District.....





E	R	R	A	Т	A	
		-			_	

### (i) TEXT

S. No.	Page No.	Para/Column.	Line or Item/line	For	Read
1	4	1.2.8	10	straight away	straightaway
2	8		21	introdue	introduce
3	10		23	embazzlement	embezzlement
4	19	3.8.3	16	Cmmission	Commission
5	26	3.11.2	8	that special	that a special
6	31	3.13.11	2	I his	This
7	41	3.15.9	6	pre-requisities	pre-requisites
8	44	8.15.14	3 3	proposal so	proposals of
9	48	Note 3	3 from the bottom	Inspectorate Offices	Inspectorate of Of
10	53	Col 8	between 8 and 9		Add "one Lower Di sion Clerk"
11	53	Col 1	last two lines		delete these lines
12	53	Col 2	below 19		Add "5. Gazette establishment ex
					cept Tehsildars".
18	60 60	3.23.1	last line	o her	other
14	63		10	mill	will Dataset
15	64	3.27.5	10	Departments	Department
	<b>6</b> 9	4.1.1	6 0003	bovernment	government
17	70	4.0.10171.0	1 ANNE	beome	become
	79	4.2.10/061.2	Item 1	Japur	Jaipur
19	80	4.2.15	2	strenghened	strengthened
20	93	5.5.10	2	complete	compete
21	94	5.5.14	18	choise	choice
22	96	5.5.20	4 979	It was	It has
23	97	5.6.2	8	Calender	Calendar
24	97	5.6.3	4	Calender	Calendar
25 24	109	5.11.8	3	anthorities	authorities
· ·	116	5.13.9	10	hierachy	hierarchy
27	148	7.11.1	3	legimate	legitimate
28 29	154		7 and 8 from bottom	price so should be fix- ed as to	so as to
29 30	156		5.	requiire	raquire
30 31	167		last but one.	news	views Zil : Parishads
32	171	0.0.0	4	Zila Parish unds	
	176		last	1968	1963.
33	179	9.11.1	7	in.	8n
34	182	10.2.2	last	of all levels	at all levels
35 36	183	10.3.1	2	harrassment	haracsment
37	188	<b>C</b> -1 <b>e</b>	13	The	the Districts
38	188 194	Col 3	1	District	Districts
39 39	194		Item 37 (ii)/2	permotion	promotion
10	197	Col 2	4	para	paras.
41	205	Col 2 Col 2	1 Thorn 105/9	Collectors	Collector government
12	205	Col 2	Item 105/3	Vovernment	Cumulative
13	205	Col 2	Item 107/4	Cummulative	cumulative
4	205	Col 2	Itom 107/8	c immulative	officer
15	208	Col 2	Item 111/9	officers	necessarily
6	-	Col 2	Item 116/6	necessary	even
10	210	Col 2	Item 140/2	evven Decestralization	Decentralisation
18	211	Col 2	Item 141/1	Decestralisation	heard
19	211	Para 3	Item 143/6 l	heared Normeeland	New Zealand
50	228	Para 10	2 and 3	Newzealand Newzealand's	New Zealand's
51	228	Para 10 Para 10	zana s 4	Nowzealand's	New Zealand
52	228	Para 13	4	Newzealand	New Zealand
53 53	229 229			Newzealand	
53 54		Para 14 Para 8	2 3	Newzealand	New Zealand
/ <b>I</b>	200	- 013 0	U	Department	Departments

### oxxxxvi

5. No.	Page No.	Column	Item/Line	For	Read
1. 2.	(a) jiii	2	19 Q 8 (b)/last	Committee nsuring	Committees ensuring
3.	iii		line	_ 3	and
4.	vi		Q 8 c/2	nd sub-	fields
5.	vii		Q 2 (ii)/4	filds	urban
6.	×ii		$Q_{4}(b)/2$	ubran 225/	delete
7.	xii		Q 4 (d)/4	335/-	indicate
8.	xxiii		$Q_{5}(0)/3$	ndicate	Department
9.	TXIV		$\mathbf{Q} 1 (h) / \mathbf{last}$	Dpartment	
lő.	XXVII		$Q_{2}(o)/1$	timeby	timby according
ì.	XXVII		$Q_{2}(a)/5$	cording	reasons
2	xxvii		$Q_{2}(a)/6$	reas s th	the
13.	xxix		$Q_{(a)} = \frac{Q_{(a)}}{Q_{(a)}}$	puble	public
	XXIX		Q (a)/2 Q (b)/5	affars n	affairs in
5.	XXIX		$\mathbf{Q}_{(d)}^{(0)}$	dealng	dealing
6.	XXIX		$\mathbf{Q}(d)/6$	n his	in this
7.	XXXI	3	Item 24	350	650
8	xxxii	2	Item 13	Pr ncipals	Principals
9	xxxii	2	Item 17/2	Publ o	Public
0.	XXXVi	5	Item 3/last	131170	13170
1.	<b>xliv</b>	•	line 4	Page 53	Page 35
22	1	6	Total	31,06,280	31,26, 680
23,	líii	4	Item 8/8	A/o Clerks 26	A/o Clerks 2
4.	lix	7	Item 1/1	4022	4020
5.	lxiii	2	Item 45	Home (E) Depart.	Home (F) Depart-
			Lilla	ment	ment
8.	lxx	5	Item 64/1	9,100	8,100
7.	x vii	Heading	line 1	Farming	Framing
8,	Ci-	6	Item 20/1	113 days	213 days
29.	Cvi		Itom 4/3	minoru	minor
10.	Cxvi	Heading	line 1	Registrar	Register
И.	Cxviii	. 0	Item c (4)	0	of
2.	Cxviii		Item c/8	1 1 1 1 1	Add '6' before Ar-
			•		chaeology.
3.	Схх	Heading	line 1	Statements	Statement
4.	Cxxxiv	Heading	line 2	Services	Bervice
15.	Cxxxiv		Item b (2)	Funs	Guns
36.	Cxxxvi		Item I À/4	responsibiity	responsibilit_
17.	CYXXA	iii iii iii iii iii iii iii iii iii ii	Item II Å/6		delete 'he'
18.	CXXXX	i	Item 4/1	proviously	previously
B9,	Ciiii	i	last but three	Applican	Applicant
			line		

# (ii) APPENDICES.