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DISTRICT ADMINISTRATION

A Field Trip Report by

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REPORT OF FIELD

August

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This is a report on the field trip I took from August 15 to 25, 1962. This is not a research paper. I departed Lahore by private car on August 15 and drove to Murree where I attended the conference of Directors and Advisors of NIPA on August 16 and 17. In Murree I also interviewed the Sub-divisional Magistrate, Muzzafer Qadir. On August 18 I drove to Abbottabad (Hazara District) where I conducted interviews in the office of the Deputy Commissioner. In the afternoon of August 21 I departed for Nowshera. The following day I arrived at Saidu Sharif, Swat, having stopped off at the office of the Political Agent of Malakand Agency on the way. On August 22 and 23 I observed the Executive Development Conference which was being put on by PIDC and Harvard University in cooperation with the Ford Foundation. All of the participants were business executives, except for two or three public administrators. One public administrator was Siraj Yusuf Khan, C.S.P., who was a member of Group III in the 105 Project. On August 23 I interviewed the Chief Secretary of Swat and returned to Lahore on August 24 and 25, stopping in Rawalpindi on the night of August 24.

The arrangements for all of my interviews and reservations for my various stop-overs were made by Rafiq Inayat, Deputy Director of the Civil Service Academy. The original plan was that Rafiq would accompany me and together we would collect data on district administration. Rafiq

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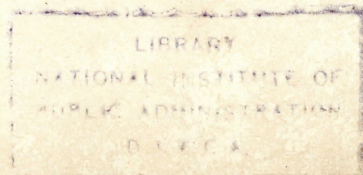
needed data for the forthcoming session at the Academy and I was interested in orienting and educating myself about district administration. The day before my departure Rafiq's wife became ill and he was unable to accompany me so I made the trip alone. However, Zahid Sharif, research assistant from the Academy was sent to Abbottabad to gather some material and we worked together during that period. He stayed in Abbottabad the rest of the week to carry on more intensive investigations. Our time in Abbottabad was especially profitable because the D.C., having been alerted to our coming, assigned a young C.S.P., Sahibzada Imtiaz, who has been stationed in his district for training, the task of preparing material to be presented us.

What follows is an account of my first exploration into district administration in Pakistan. The material is almost entirely descriptive and relates primarily to the judicial and revenue functions in the district. This write-up should be regarded as nothing more than rough notes. Undoubtedly there are errors which resulted from my taking incomplete notes or from my ignorance which prevented me from asking clarifying questions. Most of what is presented here may be commonplace and widely known. I am writing it up for my own record simply because it is new to me and may be of assistance to others who are at a similar stage of knowledge about Pakistan. It is my hope that I may pursue this investigation further and, after I acquaint myself with some of the basics of district administration, I may be able to go on to more sophisticated collection and analysis of data.

Organization of the District

The Province of West Pakistan is divided, at the present time, into eleven Divisions, each under a Commissioner. The Divisions are in turn divided into Districts, under Deputy Commissioners. Districts are now being divided into Sub-divisions. In the past Sub-divisions were more common in East Pakistan. However, the Provincial Organization Commission recommended that wider use be made of Sub-divisions in West Pakistan and many Districts which did not have Sub-divisions are now being so divided. A Sub-division may include one or more tehsils. A Sub-division is headed by an Assistant Commissioner. Assistant Commissioners act as Sub-divisional Magistrates in the performance of their law and order function and as Collectors in the performance of their revenue collecting function. (The introduction of the full powers of the Collector at this level, I am told, occurred only last year). An Extra Assistant Commissioner may represent the D.C. in the tehsil, but the tehsil itself is headed by the tehsildar, who may be assisted by the naib-tehsildar.

The Hazara District, with District headquarters in Abbottabad, is in Peshawar Division and was formerly a part of the Northwest Frontier Province. The Deputy Commissioner is Mr. Muhammad Masud Zaman, C.S.P., who was appointed on April 5, 1961. The District is divided into four Sub-divisions: Abbottabad, Haripur, Mansehra, and Oghi. Oghi has been created very recently as a Sub-division. Each Sub-division covers only one tehsil.



There is an Assistant Commissioner in each Sub-division in Hazara District and each A.C. has the powers of Sub-divisional Magistrate and Collector, except in Abbottabad, where the A.C. is the Assistant Commissioner for the Hazara District and he has the powers of Additional District Magistrate as well as of Collector.

The Purpose of District Administration

The purpose and activities of district administration are well known. They include: maintaining of law and order in the district; ensuring that justice will be done and the rule of law shall prevail; assessing and collecting a number of taxes; ensuring that the land is properly administered and proper records are kept of the land; exercising various regulatory and control functions of government; controlling local government bodies; taking immediate action in case of calamity, disaster, and the like; registering all important events, such as births, deaths, etc.; and carrying on the development programs of the country.

These activities are usually grouped under three headings.

Collection of Revenue

The oldest function in the District is the collection of revenue. Until recently the D.C. was often called the Collector. This function includes the maintenance of records, administration of land, assessment of taxes, and the collection of these taxes and involves a hierarchy

which extends down from the D.C., through the tehsildar, the kanungo, to the patwari and the lambardar.

Law and Order

On one hand, the maintenance of law and order is a function of the police. There is a Superintendent of Police in each District, who is in direct command of the police force. However, the D.C. in his capacity as District Magistrate, is the head of the police. The Superintendent of Police reports to the Inspector-General of Police on all internal departmental matters and is independent of the Deputy Commissioner in these regards. However, for the general maintenance of law and order the Superintendent of Police is responsible to the D.C. in his capacity as District Magistrate.

On the other hand, there is the administration of justice which is a function of the judiciary. The District Magistrate is responsible for administering the Criminal and Penal Codes and he and his subordinates hear a broad range of judicial actions.

Administration

The third general function of the D.C. includes all the other above listed activities which are generally of an administrative nature. Most important today are those activities having to do with development.

Allocation of Time

The D.C. in Hazara District allocates every Tuesday to holding public interviews with citizens of his district. Actually, he says, he

must receive people and hear their problems almost every day. Every Saturday is court day and is devoted to judicial affairs. Ten nights a month, approximately two and a half days a week, he is supposed to be on tour in his District. This is a requirement fixed by the Board of Revenue so the implication is that the purpose is to deal with revenue matters. In fact, much of the touring today has to do with development activities.

The D.C.'s day in his office generally extends from 8 AM to 3 PM. He then takes lunch and rests until 5 PM. From 5 to 6:30 PM he engages in some sports and after that resumes work for about three hours. He says that all of his work on files must be done at home in the evening.

Sundays are often devoted to important meetings and catching up on the arrears of work.

I asked for an estimate of how much time he spends on his various activities. His estimate is as follows:

Revenue	20 - 30%
Law and Order	20%
Development	30%
Basic Democracies (Which includes development)	20 - 25%
Miscellaneous	10%

The D.C. is ultimately responsible to the Board of Revenue for his revenue function. He says that the Board of Revenue is constantly protesting that the D.C. spends too much of his time on development thereby sacrificing the revenue function. The Board of Revenue points out that development cannot take place without revenue.

The D.C. is ultimately responsible to the Home Department and the Chief Secretary for his law and order function and to the Divisional Commissioner and the Additional Chief Secretary (Development) for the development activities.

The Collection of Revenue

In his capacity of the Collector, the Deputy Commissioner is the head of the revenue organization in the District. His functions in this regard encompass three activities. First, those of a Collector of Revenue, having to do with the collection of land revenue, water rates, and other government dues which are recoverable. He supervises the arrangements for securing the payment of land revenue and other funds at the appointed times. He is personally responsible for the care of the government treasury at the District headquarters and for the punctual preparation and submission of public accounts.

Second, he acts as Registrar in regard to registration, mutation and partition of land, property, etc. The records and registers affecting land are deposited in his office and it is his duty, in co-ordination with the land records department, to maintain them in a condition of efficiency according to the system laid down for their preservation and correction.

Third, he acts as a Revenue Judge in cases arising out of the mutation and partition of land, ejectment of tenants, suits for produce and suits against lower revenue officials. He also decides, subject in many cases to an appeal to the civil courts, disputes regarding rent and other cases between landlords and tenants.

Basic Legislation

In performing these activities, the D.C. is responsible for enforcing the following acts:

Punjab Land Revenue Act

Northwest Frontier Province Tenancy Act, 1950

Martial Law Regulation No. 64 (having to do with land reform)

Manuals

Guidance in revenue work is provided by:

Land Administration Manual

Land Records Manual

Settlement Manual

Organization for Revenue Work

For revenue work the D.C. has a Revenue Assistant in District headquarters (along with certain other subordinates, which will be described below in the section on District headquarters) and an extensive organization which reaches down into each village.

The Revenue Assistant may be an Assistant Commissioner or an Extra Assistant Commissioner. In Hazara District he is an E.A.C. The Revenue Assistant is chosen because of his special aptitude for revenue work and this activity consumes his full time. The Revenue Assistant is in charge of the District Kanungo Office, headed by the District Kanungo, which is actually the Revenue Record Room in the District. The District Kanungo is the keeper of all records received from the kanungos and patwaris and he maintains, with the help of an Additional District Kanungo,

copies of all prescribed statistical registers for each assessment circle, tehsil, and the whole District. The Revenue Assistant also transfers and assigns patwaris.

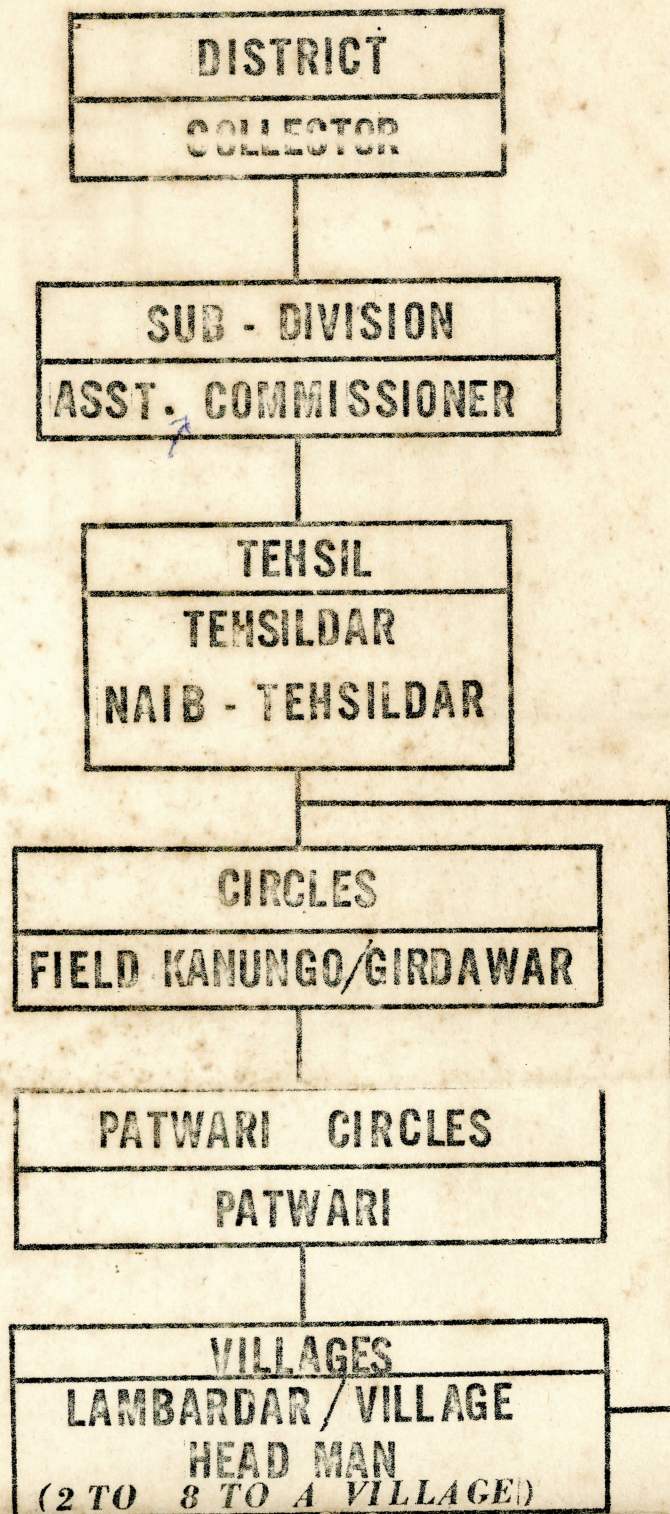
The records in the Revenue Record Room in Hazara District extend back to the 1870s. The office has, in addition to the District Kanungo and Assistant District Kanungo, a Record Lifter, who extracts records as needed, and a Revenue Bill Clerk, who prepares pay bills, etc. for patwaris and kanungos.

The field organization begins with the Sub-divisions, headed by Assistant Commissioners. The Sub-divisions have one or more tehsils, under tehsildars. The tehsildar may, but does not always, have a naib-tehsildar as an assistant. His duties are generally the same as those of the tehsildar.

Within the tehsils are circles in charge of the field kanungo/girdawar. (Kanungo means "law enforcer" and girdawar means "one who tours."). The field kanungo conducts the crop inspection with the patwari and checks mutations recorded by the patwari. The tehsildar then attests all land mutations.

Under the field kanungos are the patwaris who are in charge of patwari circles. The patwari circle encompasses one to four villages. The patwari himself is now a government official. The patwari keeps a Record of Right for each estate in his circle. Within each estate is a lambardar, or village head man. There are two to eight lambardars in each village. The lambardar actually collects the revenue. He is not a government servant, so he receives his income by keeping 5% of the revenue he collects.

THE REVENUE HIERARCHY



COLLECTION OF REVENUE

DEPUTY COMMISSIONER
AS
COLLECTOR

REVENUE
ASSISTANT

DISTRICT KANUNGO
OFFICE

ABBOTTABAD
SUB DIVISION

ASST. COMMISSIONER

TEHSIL

TEHSILDAR

HARIPUR

SAME

MANSEHRA

SAME

OGHI

SAME

CIRCLES
KANUNGO/
GIRDAWAR

CIRCLES
KANUNGO/
GIRDAWAR

PATWARIS PATWARIS

PATWARIS

PATWARIS

LAMBARDARS

The Land Revenue System

Settlement -- preparation of cadastral records. Settlement occurs when cadastral records are prepared for every plot of land in a given area, agreement is reached in regard to ownership and tenancy of every plot of land, and the land is assessed for purposes of land taxes. The first Settlement in many areas goes back to the early days of British rule and involved the very difficult and complicated act of settling rival claims to land in tribal areas. The Settlement produces the Standing Record of Rights (Misli Haqiat), which is supposed to be revised every forty years. When it is revised special officers are appointed to conduct the Settlement, land taxes are reassessed (taking various factors into account), change in ownership and tenancy are registered, etc.

Annual Record of Rights. Changes which may occur after Settlement are reflected in the Annual Record of Rights (Jamabandi) which is maintained by the patwari. Actually, these revisions occur every four years. The Jamabandi contains all that is contained in the Misli Haqiat except that it is brought up to date. It consists of two parts: the tenants portion and the landlord portion. Each plot of land is assigned a khasra number by the Settlement. The Jamabandi records for each kasra the size of the plot, who owns it, who cultivates it, what is cultivated, and how much is realized.

The revisions in the Record of Rights are made on the basis of two other records the patwari maintains. The Crop Inspection Register is

used to revise the tenant portion of the Jama bandi. This Register reports for each field exactly what was grown, who was the cultivator, etc. The patwari records this information in association with the field kanungo.

The Mutation Register is used to revise the landlord portion of the Record of Rights. Entries in this Register are made by the patwari and attested to by the tehsildar. Any sale, transfer, mutation, or partition of land is recorded here.

One more record is kept by the patwari, although it does not appear to figure in the revenue system. This is the Village Statistical Registrar, which is also called the Red Book (Lal kitab). Every conceivable statistic related to the land in the villages is recorded here: the plots of land, kind of soil, kind and amount of irrigation, number of bullocks, plows, horses on the land, etc.

Kinds of taxes. There are now two kinds of taxes -- the fixed and the fluctuating. A third kind -- the permanent tax -- is of only historical interest, being in effect in East Pakistan from 1793 to 1950.

The fixed tax is used in areas dependent upon rain. At the time of Settlement agreement is reached that a certain area should produce a certain income at each harvest. That amount is broken down and assigned to each plot of land regardless of the crop grown. However, in case of serious crop failure the fixed tax may be suspended or remitted in whole or in part.

The fluctuating tax is usually used in areas which depend upon irrigation. This is a tax which is assessed on each harvest and it relates to the kind of crop.

The assessment of land revenue. Land is assessed by the patwari. He makes a field-to-field survey in collaboration with the field kanungo and prepares the estimate of assessment. The estimate is checked by the kanungo and sent through the naib-tehsildar to the tehsildar. The tehsildar sends the estimate of the entire tehsil to the Collector's office, where the estimates of the District are consolidated and forwarded to the Commissioner for approval.

Crop cutting experiment. The procedure by which the tax is calculated is based on a crop cutting experiment. The Board of Revenue first classifies all the possible kinds of soil on which crops might be grown. Test plots of each kind of soil are selected and each possible kind of crop is grown on each test plot over a ten year period. Thus, the average annual yield for each kind of soil is calculated.

The next step is to calculate the commutation price. This is an estimate of the average price for each commodity during the next five years. The average annual yield is multiplied by the commutation price to determine the expected value of each crop on each kind of soil. Production costs are subtracted from this price.

Using these figures the patwari is supposed to have a basis for assessing the value of the yield of each commodity on each plot of land in the circle for which he is responsible. The government collects 25% of the assessment made by the patwari.

Collection of the tax. The patwari keeps the records and makes the assessment. He does not collect the tax. That is done by the lambardars.

The patwari gives a copy of the estimate to the lambardar who collects the sum and deposits it in the treasury of the tehsil headquarters. He keeps 5% of what he collects for his services.

The tehsildar informs the Collector's office of the funds collected. The Collector fixes the date for depositing the revenue, which date he can extend. The Collector can order the confiscation of the lambardar's share in case of delayed payment.

In case a tax is not paid, the naib-tehsildar or the tehsildar can put the defaulter in the revenue jail for ten days, after which action against the defaulter is taken by the Collector. The Collector has the power to waive the punishment.

Suspension and remission of land revenue. In case of crop failure because of floods, locusts, or any other calamity, the Collector has the power to suspend the demand for the whole or a part of the land revenue for a year, and in cases where ultimate recovery would entail real hardship, to allow an absolute remission of the demand.

Whenever a crop failure occurs and there is a demand for the remission of revenue, the patwari makes a field-to-field survey and prepares the estimate of loss (Kharaba). The kanungo makes a composite check of the report and forwards it to the tehsildar. The naib-tehsildar

and the tehsildar are supposed to spot check 50% of the list and submit it to the Revenue Assistant, who is supposed to spot check 25% of the list.

The report goes to the Collector who can check whatever he wants to and decrease or increase the sanction of kharaba and can suspend the collection of a suitable portion of the revenue, subject to the adjustment which may be required when the Financial Commissioner has passed on the proposed assessment.

Revenue Cases

The Collector has full powers to try civil cases involving revenue matters or rights in the land. Under him the Assistant Collectors are of two grades and they can also hear certain cases. The Revenue Assistant, the Sub-Divisional Magistrate, and sometimes the tehsildar act as first grade Assistant Collectors. I am told that the Sub-Divisional Magistrates in Hazara District now have all the powers of the Collector to hear cases, thus relieving the Collector of this duty. The naib-tehsildars are always second grade Assistant Collectors and tehsildars are sometimes second grade Assistant Collectors.

Revenue Officer Court Cases

Two kinds of revenue cases are heard: revenue officer court cases and revenue officer cases. The revenue officer court cases are tried under court procedure set forth in the Code of Civil Procedure. Examples

of such cases are: rent cases (failure to pay rent; a joint owner does not get his share); irrigation and water right cases; redemption of mortgages; partition cases (a question of ownership when land is divided).

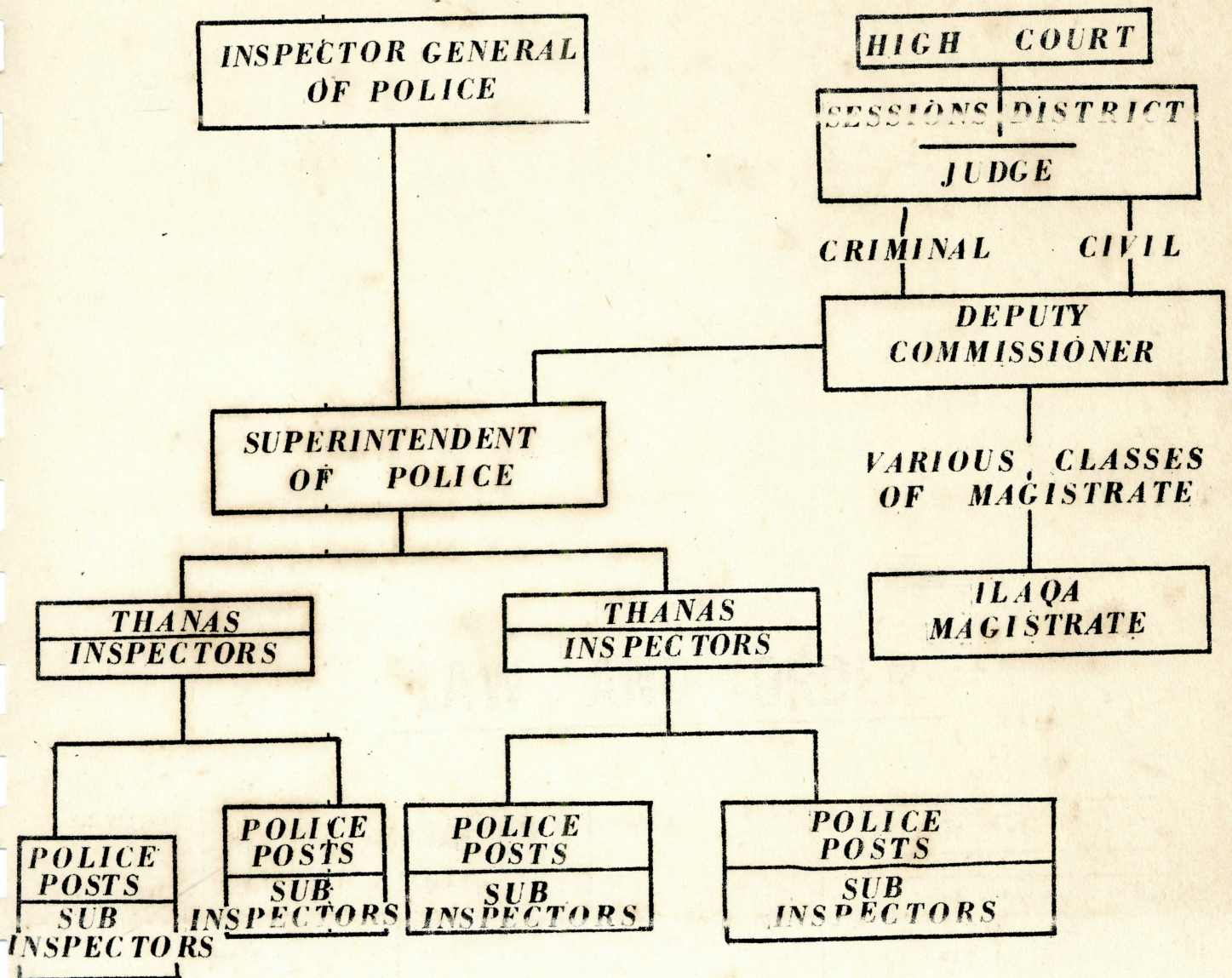
Revenue Officer Cases

These cases are tried by the revenue officer as an officer. No procedure is specified for handling these cases. These might include demarcation cases (fixing of boundaries); collection of land revenue cases (a person has defaulted, he is summoned; if he does not pay his land may be attached); irrigation and distribution of water cases (a person takes too much water; or does not get any water); mutation cases (involving keeping the Record of Rights up to date); land acquisition cases; partition cases; and lambardar cases. The latter needs more explanation. Ordinarily the position of lambardar passes from father to son. But, if a son no longer holds land in the village he does not qualify to serve as lambardar. Hence, a controversy may have to be resolved over the appointment of a new lambardar.

Law and Order

The D.C. has both executive powers and judicial powers in regard to the maintenance of law and order in his District. The executive powers relate to his jurisdiction over the police in his District and his power to protect the community against anticipated crime. His judicial powers relate to his authority as District Magistrate to administer criminal justice.

LAW AND ORDER



Executive Powers

It has already been pointed out that the head of the police force in the District is the Superintendent of Police who is under the Inspector-General of Police. However, in regard to the maintenance of law and order, the Superintendent of Police is subordinate to the District Magistrate. Transfers of Station House Officers (i.e., police officers in charge of police stations) up to the rank of Sub-Inspectors are approved by the D.C. He makes annual reports on all Station House Officers.

The internal administration of the police is a departmental matter. The Superintendent of Police has one or more Assistant Superintendents and Deputy Superintendents at the Headquarters, and a number of inspectors and Sub-Inspectors who are in charge of the police stations. (Police stations are called thanas, not to be used with the use of the word in East Pakistan to apply to that sub-unit of the District which is called tehsil in West Pakistan). A police station usually serves 10 to 15 villages.

A Police Station, which is headed by an Inspector, has the following ranks of officials under the Inspector: Sub-Inspector, Assistant Sub-Inspector, Havaldars, and Constables. Within a Police Station there are several Police Posts (Chowki), headed by Sub-Inspectors. Under the Sub-Inspectors in the Posts are the following ranks: Moharraris (who register complaints), Havaldars, and Constables.

In the thanas all crimes are reported and most of them investigated, warrants of cognizable-cases obtained and served, births and deaths in rural areas recorded, accidents reported and likely breaches of peace prevented.

The District Magistrate can direct police officers to register a case or not register a case. He can check and guide investigations and can take judicial action against any irregularities. He can also report against any police officer in his District for misconduct or neglect of duties.

To protect the community against anticipated danger or breach of peace, the D.C. can do several things. He can ask persons suspected of bad character, or persons who are habitual offenders, to post a bond. If the person then engages in crime, the bond is forfeited and the person is put behind bars.

When it appears to the D.C. that there is the likelihood of an immediate breach of peace, he can haul up a person and ask him to post security bond.

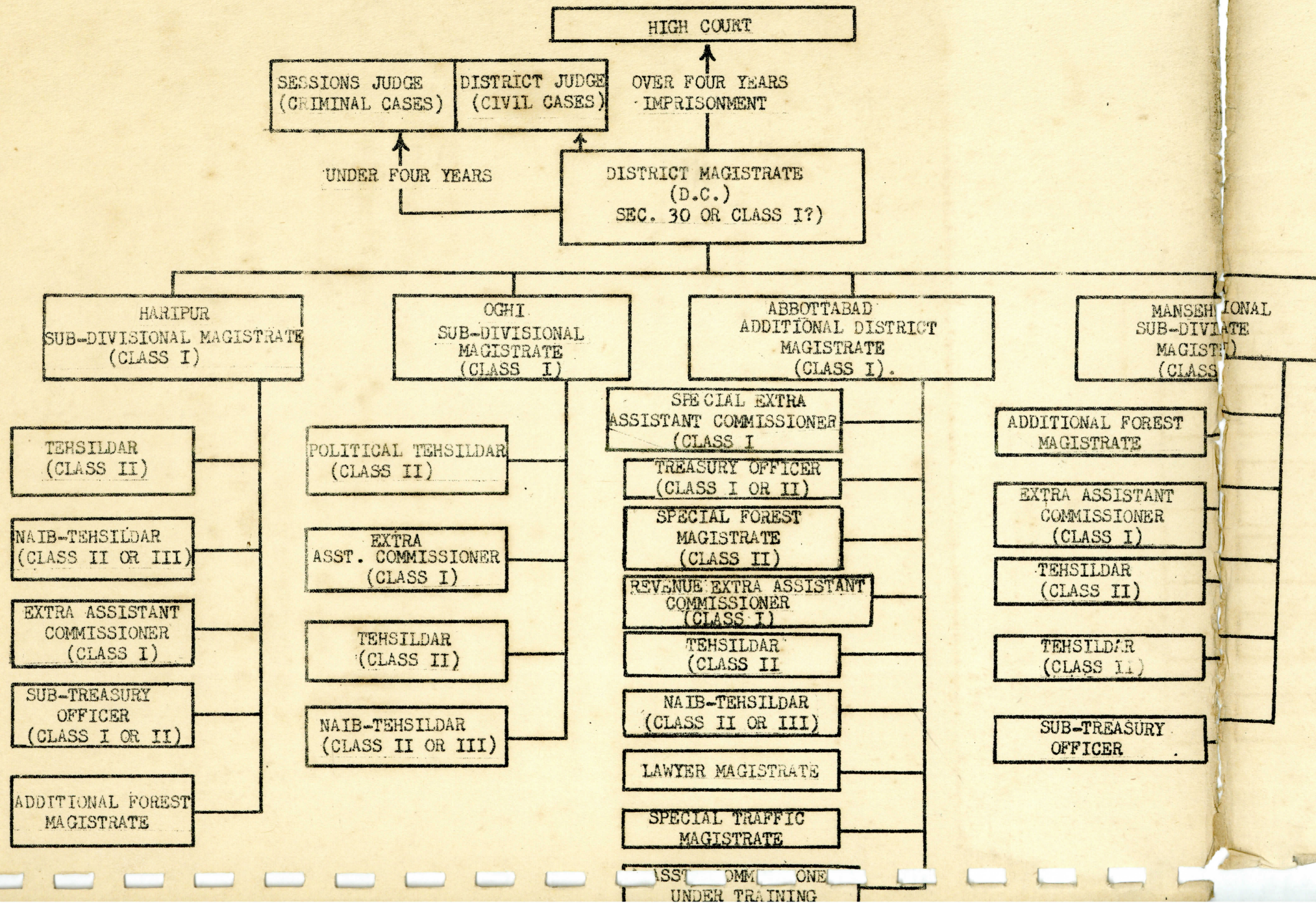
Under Section 144 the D.C. can do other things to protect the community, such as prohibit blasting and quarrying of stone, prohibit processions, or prohibit cars on certain roads. There are no appeals to Section 144 prohibitions.

The above listed executive powers of the District Magistrate may also be exercised by the Sub-Divisional Magistrate. When they are exercised by the Sub-Divisional Magistrate, these actions, except those under Section 144, may be appealed to the District Magistrate.

Judicial Powers

Source of powers. The powers of District Magistrates are set forth in several basic acts. The powers are defined in the Code of Criminal Procedure. Offenses are defined and punishments prescribed

HIERARCHY FOR ADMINISTRATION OF JUSTICE



in the Pakistan Penal Code. The Evidence Act of 1872 defines what is admissible in court cases. In addition, in areas where they apply, the D.C. has powers under the Frontier Crime Regulations. Many other acts -- local and special laws -- define a great number of specific crimes.

Frontier Crime Regulations. The District Magistrate hears most criminal cases on appeals. However, he hears cases under FCR in the first instance. This procedure will be described first and then the normal judicial procedure will be described.

FCR originated in 1901 and was applied to newly settled areas in the frontier. It was based on the assumption that in the frontier when a crime occurs, the guilty person is usually known, even though there may be no witnesses to the crime. There are tribal and family feuds and other sources of crime which follow rather predictable and understandable patterns. However, if normal judicial action were applied to these cases, it was felt, persons called as witnesses would be reluctant to give evidence, and, indeed, often there would be no witnesses. In any case, the evidence would be unreliable. Therefore, a different method of trying cases was felt to be necessary. This was provided by the Frontier Crime Regulations. FCR can be extended to areas not now subject to them by action of the Governor on recommendation of the Home Secretary.

Under FCR the D.C. makes the decision whether these Regulations or normal course procedure should apply in a given case. If he decides that FCR should apply, he appoints a jirga (a council of elders)

selected from the village or the tehsil, in which the crime occurred. The jirga consists of respected elders in the community. Together with the Magistrate who has been appointed to the case, they go to the scene of the crime and collect evidence from all possible persons. In the process of collecting evidence the normal rules of evidence do not apply. The individual jirga members each present their findings to the district magistrate. No lawyers are used and the defendant has no special way of defending himself. The D.M. decides whether the person was guilty or not and he writes the judgment.

Under FCR no death penalty can be imposed and the maximum punishment is fourteen years imprisonment. There is no appeal of the verdict under FCR, but the decision may be reviewed by the Commissioner only. He cannot collect new evidence but he may appoint a new jirga to collect new evidence if he sees fit. It is not clear to me if he can reverse the decision of the D.M. on the basis of the record without collecting new evidence.

Civil cases may similarly be handled under FCR but I do not know if this is very common.

Classes of judges. Normal court cases are tried by one of four classes of judges or, if the crime is serious, like murder, it must be tried by the Sessions Judge. (The Sessions Judge tries criminal cases. When he hears appeals in civil cases he is acting as the District Judge).

The four classes of Magistrates are:

Section 30 Magistrate -- He must have at least five years experience as a magistrate. He deals with serious crimes, such as abduction, adultery,

robbery, etc. He may give up to seven years imprisonment. Appeals go from him to the Sessions Judge if the penalty is less than four years and to the High Court if it is over four years. Section 30 Magistrates may sometimes be under a Sub-Divisional Magistrate who does not have Section 30 powers. Thus, Section 30 refers to the powers of a Magistrate, not to his position in the hierarchy.

Class I Magistrate -- He may impose up to two years imprisonment and up to Rs. 111 fine. Appeals go from him to the Sessions Judge. The District Magistrate and Sub-Divisional Magistrate are Class I Magistrates. Extra Assistant Commissioners are normally Class I Magistrates also.

Class II Magistrates -- He may give six months and a fine up to Rs. 100. Appeals go to the District Magistrate who may have the appeal held by a Class I Magistrate, or he may hold it himself. The tehsildar normally is a Class II Magistrate, the naib-tehsildar may be Class II or Class III, and Sub-Treasury Officers are Class II (and sometimes Class I) Magistrates.

Class III Magistrates -- He may give one month and Rs. 50 fine. Appeals go to a Class I or Class II Magistrate.

Origination of normal court cases. Normal court cases originate in one of two ways, by direct complaint to the courts or through the police. In the former case, a person with a minor complaint goes to a petition writer who drafts the complaint. These petition writers are not in the employ of the District but they must meet certain standards

to be permitted to draft petitions. They are paid by the plaintiff for drafting the petition. The petition goes to an ilaga magistrate or a Sub-divisional Magistrate. (An ilaga magistrate is a lower level magistrate serving a given area which includes a group of police stations). If the magistrate feels that a wrong has been done, the accused is summoned and tried. If he does not, the case is dismissed. If the magistrate is in doubt he may refer the matter to the police for investigation.

The other way is the familiar way of a complaint going to the police who enter the complaint in the general diary, conduct an investigation, and bring the accused to court. The procedure in West Pakistan is somewhat different from East Pakistan. In the East Wing, all complaints come directly to the Sub-divisional Magistrate who takes cognizance of the case. He then assigns the case to one of the magistrates under him for trial or he may keep the case to try himself.

In each Sub-division in West Pakistan there are various police stations. The police stations are grouped into areas under an ilaga magistrate. All cases originating in the area of an ilaga magistrate will be tried in that area by him. If he does not have adequate powers to impose the proper punishment because of his class, then he may pass the case on to a magistrate who has sufficient powers.

The Sub-divisional Magistrate in Murree reported that almost all of his criminal cases had to do with land, such as usurpation of rights, ejectment of tenants on the basis of non-payment of share of produce, neglect of land, lack of improvement, or partition suits. This is

understandable because arable land is in such short supply in this mountainous area. However, in his previous post in a tribal area, almost all the criminal cases he tried had to do with women. There was much enmity and rivalry among the four tribes in that area. It was quite common that men gave way to their "elemental passions" and "outraged the modesty of women." Sometimes they walked in homes and observed women, or they molested women or girls, or committed rape or abduction.

Civil Cases

I did not collect much information about civil cases. There is a Code of Civil Procedure which governs these cases. Many civil cases have to do with land. Cases originate with Class III and Class IV sub-judges. On appeal, civil cases go to the District Judge, who is also the Sessions Judge for criminal appeals.

Conciliation Courts Ordinance

Civil cases below a certain amount of money and certain minor criminal acts may be handled by Conciliation Courts. These were created so that the load of the magistrate could be lightened, relieving him of minor cases. No lawyer is needed. The person in the Conciliation Courts attempts to settle the grievance without

I am told that the people do not have much faith in Conciliation Courts and prefer not to have their case handled by them. Therefore, they have the petition writer draft their petition in such a way that they can get their complaint before a Sub-divisional Magistrate.

Administration

Although the administrative activities of the Deputy Commissioner, especially in the field of development, are his most important functions today and consume the greatest portion of his time, I have the least to report on these activities. There are several reasons for this. First, these activities are the least formalized and regularized. No codes or manual exist to guide the D.C. and his subordinates in this work. Second, the persons in district administration receive little or no training in administration, either at induction or subsequently. Even the C.S.P., until recently, received no training, and now they receive only a bare minimum of training. Everything district administrators know about administration must be learned in the field by trial and error, and to judge by some experiences which were reported, not too effectively. For example, one C.S.P. reported that he was recently assigned the task of doing an O & M study of the Licensing Branch in Hazara District. He said that he did not have the slightest knowledge of how to begin -- but he would somehow bumble through.

This is unfortunate, because the principle problems which were reported everywhere were administrative problems. Chief among them was corruption. But others included: delay in getting administrative approval, lack of staff training, poor and irregular communications, lack of authority to take action, etc.

The problem of corruption is widely known. It is interesting that three different persons, when asked to give examples of corruption,

all cited the tradition of passing money to the patwari. His records are the official and legal basis of land administration and revenue collection. Undoubtedly there are cases of falsification of records in return for a bribe. But I am told that what is more common is that he expects to be paid for every action he performs. The record he keeps may be accurate and correct; but there may be great delays in his doing his required task unless he receives what he expects. Thus, transfers, mutations, and partitions of land may not be completed until he records them.

The general feeling is that at the lowest level almost every clerk takes bribes and it is almost impossible to prevent them from doing so. People are used to giving bribes, government servants are used to accepting them -- and that is the way of life here. The explanation can be found in the force of tradition, the poor education of most people, the low level of pay. The feeling was that corruption at higher levels is less common but does exist.

Much was also said about the problem of delays in administrative action, especially in getting Secretariat approval for programs which are submitted by the districts. The Secretariat is accused of being unresponsive to new schemes and proposals. A scheme may be submitted at the beginning of the new fiscal year in July or August. Approval, if it comes at all, often does not come until May or June. It is then too late to begin because the fiscal year will soon run out and the funds appropriated for that year have to be appropriated on the basis of a new proposal. The system of not ~~ig~~ was claimed to be one of the major reasons for this delay.

Administrative Authority of the D.C.

I am told that all field representatives of the Departments in a Division are placed under the supervision of the Commissioner. However, the D.C. does not have similar power within his District. He works as a coordinator -- with no sanctions or official power to coordinate. Even the authority to submit negative reports about departmental representatives within his District has been withdrawn. Therefore, his effectiveness depends primarily upon his strength of character and the force of his personality. Control comes from "generating confidence." If the D.C. has the knowledge, he commands respect. One might ask how he gets the knowledge if his selection does not depend on his knowledge and no provision is made for him to acquire knowledge of development or administration during his training.

What the D.C. does, then, is to have monthly meetings with the representatives of technical departments in his District. This way he can be kept informed about what they are doing. In addition, touring is also an excellent source of information. The D.C. attempts to see that all such activities are directed toward common goals which meet the needs in his District. He is responsible for reporting the pace of progress in his District, but he is not held accountable for the work of the technical departments.

Basic Democracies Wing

There is a Basic Democracies Wing in the District Headquarters of Hazara under an Assistant Director. He has a Basic Democracies

office staff to assist him. There is a Development Officer with a small staff in each Sub-division, except Abbottabad, where there is a Supervisor (See Appendix X).

Administrative Duties of a Sub-divisional Magistrate

The Sub-divisional Magistrate in Murree has a number of duties, in addition to those having to do with law and order and revenue collection, which are briefly described.

Chairman of Municipal Committee. In this capacity he is responsible for twelve primary schools, four dispensaries, and a municipal library with over 10,000 volumes. The Municipal Committee maintains all roads in Murree, provides civic facilities to tourist (there are 10,000 permanent residents but 83,000 tourists come in a year), provides street lighting, and runs the fire brigade. New projects which are being planned are a dairy farm, an escalator running up the hill in Murree, and improved drainage and sewage. At present, only five percent of the houses have water borne sewage.

Chairman of Tehsil Council. The Sub-divisional Magistrate serves as chairman of the Tehsil Council, the parent body of the Union Council, and is also a member of the District Council. The Tehsil Council prepares school schemes, plans for dispensaries, and generally deals with problems of health, education, and communications. The number one problem in this tehsil is agriculture, where the average holding is one-third of an acre. A seminar has been held on this problem and efforts are being made to make people aware of their

plight. All possible solutions are being discussed. One action being taken now is to encourage fruit farming.

Illicit cutting of trees is another problems. The mountains around Murree are being illegally denuded. Soil erosion is resulting. The tehsil is attempting to prevent this cutting. It is also providing low cost fuel wood to discourage illegal cutting.

Another scheme being considered by the Tehsil Council is to begin an Industrial College to give students technical education. Particularly, an effort is being made to encourage the carpet industry.

Chairman of Cooperative Bank. The Cooperative Bank deals with rural problems of means of loans. It has a manager, a cashier, and five clerks.

Other duties. Other duties consist of the protocol activities of receiving and looking after VIPs, serving as notary public to register deeds and titles, and looking after the treasury.

Staff. To perform these various functions, the Sub-divisional Magistrate is assisted by this staff:

Municipal Committee

- 1 Chief Officer
- 1 Assistant Secretary
- 1 Octroi Superintendent
- 1 Sanitary Inspector

1 Fire Brigade Superintendent
1 Tax Inspector
25 Clerks
1 Stenographer

Tehsil Council

1 Development Officer
3 Clerks
15 Secretaries in 15 Union Councils

Sub-divisional Magistrate's Office

1 Stenographer
1 Reader
1 Assistant Clerk

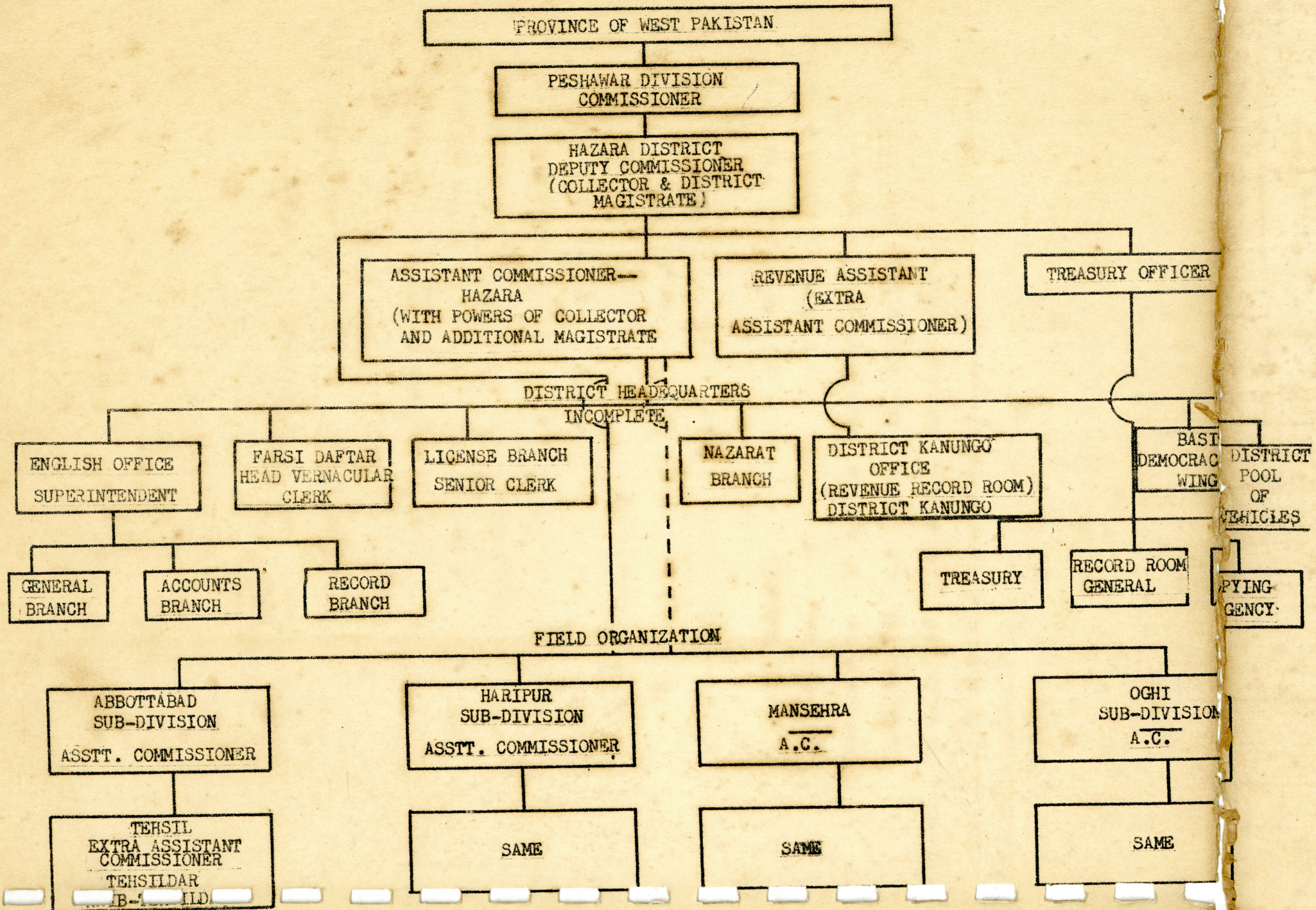
Revenue work

1 Tehsildar
1 Assistant Tehsildar
2 Field Kanungos
Patwaris

District Headquarters

The Deputy Commissioner has an extensive headquarters staff to assist him in his work. Immediately under him is an Assistant Commissioner who has the full powers of Collector and relieves the D.C. of many of these functions, serves as Additional District Magistrate

DISTRICT ORGANIZATION



and hears all class II and class III appeals, is responsible for all ilaga magistrates, and has all the branches of the English Office under his management.

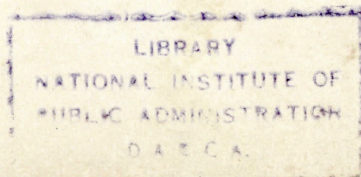
English Office

The English Office is under the immediate direction of a Superintendent, who is a class II officer. He heads the three branches within the English Office.

The only thing that distinguishes the English Office from the Farsi Dafter, or Vernacular Office, is that all of the work is conducted in English and all of the records are in English. Even the reports which go out from the Farsi Dafter are usually in English. But there is no distinguishable difference in the kind of work handled by one office or the other.

The three branches in the English Office are the General Branch, the Accounts Branch, and the Record Branch.

General Branch. The General Branch handles jail inspections, the Red Cross, teacher complaints, cinema licenses, lottery cases, and the use of loud speakers in public areas, as examples. The staff in the General Branch include: one Assistant, one Military Clerk, one Local Fund Clerk, and one Development Clerk (for the Kaghan Valley). (A detailed list of the duties of each staff member in the General Branch is included in Appendix I).



Accounts Branch. The Accounts Branch prepares budget estimates, maintains service records of the District, prepares annual establishment returns, posts and transfers clerks, gives cycle and fan advances, etc. The office consists of one Assistant, one Senior Clerk, and one Junior Clerk (See Appendix II).

Record Branch. Letters to District headquarters are received, opened and distributed by this office. (See Appendix III for a list of the staff in this branch and the work each performs).

Farsi Daftar

The Farsi Daftar, or Vernacular Office, is under the direction of the Head Vernacular Clerk, and includes three positions.

District Revenue Accountant. The District Revenue Accountant is also called the Sadar Wasil or the Baqi Nawis (the man who keeps records of what has been collected). The D.R.A. keeps the land revenue accounts as well as the accounts of other departments. He checks the demand and the collection statements, i.e., the statements of what revenue is due and what revenue has been collected, which the tehsildar submits. He brings any errors or omissions to the attention of the D.C. He also supplies the figures to be embodied in the demand and collection statement and the balance statement supplied by the D.C. to the Commissioner.

Statistical Writer. This person has the responsibility for preparing the monthly criminal statement, the monthly revenue case statement, the monthly refund of fine statement, the prisoner statement, and other reports of activities in the District.

Peshi Clerk. The Peshi Clerk is one who places work before others. He puts up lambardari cases, reports on long-term prisoners, grants permission for the prosecution of government servants, and many other kinds of reports. (See Appendix IV for a detailed list of the duties of the District Accountant, the Statistical Writer, and the Peshi Clerk).

License Branch

The License Branch is under the direction of the Assistant Commissioner, Hazara, and consists of one senior clerk. The branch is responsible for granting, renewing, and issuing licenses for firearms. However, licenses for the 45 caliber pistol are handled by the provincial licensing office.

Nazarat Branch

The Nazarat Branch is also under the direction of the Assistant Commissioner, Hazara. This branch consists of one District Nazir (or inspector) and one Assistant District Nazir. These persons perform the following functions, among others: disburse pay and travel allowance bills, maintenance of Dak Bungalows and their accounts,

reservations in Dak Bungalows and Rest Houses, arrangements for camping of VIPs and other high ranking officials, etc. (See Appendix V for a detailed list of functions).

District Kanungo Office

The Revenue Assistant discussed above is responsible for the District Kanungo Office, which is under the direction of the District Kanungo. This is the Revenue Record Room which contains all revenue records going back to the 1870s in Hazara. The work of the District Kanungo is largely one of correspondence on a great variety of subjects. (See Appendix VI for a list of the functions of the District Kanungo). He also inspects the work of the patwaris and other kanungos.

The Revenue Record Room has three positions: the Assistant District Kanungo, the Record lifter, and the Revenue Bill Clerk. The Assistant District Kanungo maintains returns and records. The Record Lifter extracts records. The Revenue Bill Clerk prepares pay bills for patwaris and kanungos and does a number of other things. (See Appendix VII).

Record Room - General

This office is under the Treasury Officer but is supervised directly by an Assistant in Charge. He is aided by a number of assistants. (The duties of the Assistant In Charge and his assistants are listed in Appendix VIII). All the files of criminal and civil cases and revenue cases are stored in this Record Room. In Abbottabad the Record Room is a large, four-story stone building. Almost

every square foot of space, except for narrow aisles, is covered with wooden shelves which reach from the floor to the ceiling. All records are wrapped in small cloths and tied into a bundle. I am told that any record in this immense building can be found within half an hour. I did not check this!

Copying Agency

The Copying Agency is also under the general supervision of the Treasury Officer. The office consists of one Copying Examiner (senior clerk), one Copying Agent (junior clerk), and ten copyists. The latter are not paid by the government. The task of this office is to copy cases which are requested for some reason. The citizen who requests a case to be copied pays for this service and the Copyist keeps half of this fee. (See Appendix IX).

District Pool of Vehicles

The motor pool is under the District Pool Controlling Officer. All vehicles in the District, including those belonging to the Provincial Departments, except Police and Health, are supposed to be under the control of the central motor pool. WAPDA maintains its own motor pool.

Requests for a vehicle go to a junior clerk who assigns whatever car is available, even if it is not the car belonging to the department of the person requesting the vehicle. The using-department pays Ps. 31 a mile to the department which owns the vehicle. Ps. 31

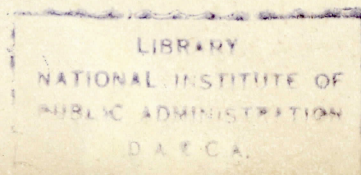
is a very small amount and scarcely covers operating costs; it is certainly insufficient to cover depreciation of the vehicle. The Public Works Department, which has its vehicles in the District Pool, calculates the cost of operating a vehicle to include depreciation and therefore insists that it be paid Ps. 75 a mile for the use of its vehicle. An interesting administrative problem!

The District Pool does not employ mechanics, so when a vehicle must be repaired, the Pool requests bids and gives the repair job to the mechanic who submits the lowest bid.

Administration in the State of Swat

Data on administration in the State of Swat has been supplemented by information contained in Fredrik Barth, Political Leadership Among Swat Pathans (London: The University of London, The Athlone Press, 1959).

The nature State of Swat emerged in the period between 1917 and 1926, and has become firmly established in the upper two thirds of the valley which extends for 120 miles. Through it flows the Swat River which originates in an extension of the high Himalayan chain at an altitude of 19,000 feet. As it reaches the valley it lowers to a height of 3,000 feet and widens its course, but it is still flanked by barren mountains between 6,000 and 10,000 feet high. The valley contains an estimated 400,000 inhabitants.



Attempts by prominent leaders to establish domination over all Swat appear to have been made throughout the period for which historical records are available. Eventually one man emerged, Abdul Wahdud, the Badshah, who appeared to be able to hold control of the entire valley. In 1926 the British recognized the Swat State and the Badshah was given the title of Wali and an annual subsidy. By this time, only a few very prominent Khans remained who could rival him in power. These were soon reduced through factional struggles, and the Badshah gained undisputed control of Swat.

Nevertheless, the organization of local leaders in opposed blocs continued, as did attempts to limit the Badshah's powers by supporting his rivals. His main deputy, Hazrat Ali Khan (the son of a Chitrali slave), and his son and heir Jahanzeb, became the spearheads of the opposed blocs. The defeat of the heir's block in 1935 led to his enforced absence from the State for some time; but later similar intrigues drove a wedge between the Badshah and Hazrat Ali, leading first to the recall of the heir and then to the banishment of Hazrat Ali, and his brother, in 1944. In 1949, the Badshah abdicated so as to devote his whole time to religious pursuits, and Jahanzeb became Wali, appointing his senior son as heir. The strong current of pro-Pakistani sentiment eventually led the new Wali to make concessions, both internal and external, which culminated in the partial incorporation of Swat in the administered territories of Pakistan. Swat, along with Dir and Chitral, now are a part of the Political Agency of Malakand. However,

the Political Agent is stationed in the village of Malakand, which is outside of these princely states and no representative of the Government of Pakistan is stationed in any of these states.

Swat provides for its own law and order. It collects its own revenue and uses what it collects in Swat. The Pakistan Five Year Plan does not apply to Swat. Communication and business with Pakistan is handled through the Political Agent.

Administration, and government in general, are highly personal in Swat. The Wali claims absolute power, and conceives of his administration as a "family concern" in which duties and responsibilities are informally delegated, at his pleasure, to trusted individuals. The Wali is his own Prime Minister. There is no cabinet. There are ministers whom he may consult, but there is really no fixed division of responsibilities between departments, so in a sense it could be said that there are no departments.

The State is divided into thirty-five tehsils, each administered by an appointed tehsildar and an appointed qazi (judge) who is consulted at the discretion of the tehsildar. Groups of tehsils are united under seven hakims. Tehsildars and hakims are responsible to one of the three mashirs of Upper Swat, Lower Swat, Kohistan, and Buner respectively, who are in constant consultation with the Ruler. Information and appeals travel upwards in this hierarchy, while instruction and decisions are passed downward and implemented by it.

The personnel of this organization are civil servants, many of them of Saint caste. They are frequently transferred and rarely permitted to serve in their native area. An estimated 3000 people are civil servants in Swat. There is no formalized system of hiring or handling people in the civil service.

The traditional groups and their areas are also recognized, and their leaders, formally recognized as Khans and Maliks, form a second hierarchy of administration. They may be acclaimed by the landowners of their group or selected by the Ruler; except in very special cases they are the leaders of local alliance blocs which, with some support from the center, are able to dominate the area. Thus, if a Khan loses his local following, the Wali is forced to recognize the leader of the rival bloc as Khan. This is because judicial and executive powers are exercised by the Khans over their areas, and they must themselves supply the coercive force necessary to exercise such powers. Information and appeals pass upward through this hierarchy to the Wali, but minor executive decisions are taken autonomously. Appeals may however also shift from one framework to the other; an appeal from the decision of a tehsildar may be taken to a Khan, and vice versa.

Special agents are also distributed throughout the area and report to regional superiors, but this third framework is covert.

Relations between local administrators in these differing frameworks are generally strained, and characterized by opposition and an approximate balance of power. The Wali clearly manipulates the organization to maintain such a balance.

The police forces permanently on duty, which are distributed between eighty fortresses in different parts of the State, have a strength of two thousand, and are controlled by the tehsildar in the tehsil where they are stationed.

The militia numbers about ten thousand, only a part of whom are active at any one time. The militia is used extensively for public works. Officers and men hold contracts whereby in return for annual payments in grain they are called on to serve for six weeks in every year, the officers are overseers, the men as laborers, particularly in road and bridge building. Army commissions may be held by Khans but not by tehsildars. Only the supreme commander may order mobilization. As the members of the army resident in any one district are about equally split between the opposed blocs, no local officer can mobilize them on his own authority; thus prospective rebels are effectively prevented from using the militia. The private bodyguard of the Wali and the Badshah form separate groups under their own officers.

The finances of the State are administered, on behalf of the Wali, by the Wazir-i-Mal. He is assisted by a treasurer and a small staff. The main income of the State derives from a tax of two-thirteenths of all agricultural produce. The right to collect this tax in each area is auctioned by the finance minister through the local tehsildars. The person who buys tax rights is given no assistance in collection; in other words, he must command sufficient authority to control the area. Bids are thus made only by politically powerful persons, usually the leaders of local blocs. If unable to collect the amount expected, they have to make up the difference; if they collect more, they retain the excess. Complaints by landowners who claim to have had more than the legal two-thirteenths extracted from them are directed to the tehsildar. The bulk of the grain thus collected is stored in regional depots and paid out locally in salaries to army, police, and administrative personnel.

Finally, the existence of several specialized branches of the State organization should be mentioned, such as the extensive and growing educational system and an expanding free medical service.

The Wali is assisted by a Chief Secretary and a Private Secretary, and holds daily court, where he may be approached by any subject. His decisions automatically overrule those of others. He is, furthermore, in constant telephonic communication with administrators in the districts. One of the first acts of the Badshah after his selection

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as Wali was the construction of telephone lines from the capital to the main local centers. The radial pattern of construction offered the further advantage that while he had direct communication with every place, persons in the different centers could not communicate with each other without his knowledge.

Furthermore, he maintains the centralized political pattern without having to vest absolute local powers in any single hierarchy of officers. As well as by requiring frequent consultations by telephone, he systematically balances the persons in authority in any area against each other. Locally dominant leaders are recognized and their powers made use of, for example in collecting taxes. Since the rivalry between blocs is expressed by competitive bidding at the tax auctions, the profits made by leaders from tax rights are apt to be small. The Army, which can be mobilized only from the center, constitutes the final sanction against leaders. Moreover, the Wali maintains a rough balance between the blocs by supporting now one and now the other. The powers of the Khans are offset also by those of the appointed administrators, such as the tehsildars -- who are transferred frequently to prevent collusion with local leaders. Their local powers of subversion are further limited by their dependence on the local police officers -- independently appointed by the Wali -- for actual force.

Finally, the execution of this policy to the extent that it is not actually in the hands of the Wali, is delegated to a small number of trusted pwers around the Wali. And as an additional check (besides the net of "secret" informants) this whole administrative apparatus may at any time be by-passed through a personal appearance at the Wali's court -- although an unsuccessful appeal to this court generally implies uncomfortable consequences for the applicant.

Generally, the feeling conveyed by the Chief Secretary was that administration was not a problem in Swat. Things were simple there and had a way of getting done without too much trouble. I wondered if any effort was made to train people. This was said to be unnecessary. Persons began as clerks; they learned on the job; if they proved themselves, they were promoted. That was all that was necessary. One person from Swat was sent to NIPA/Lahore, but the Chief Secretary expressed the view that the value of that training was nil.

APPENDIX I

English Office, General Branch

1. Head Clerk: Rs. 120-10-250
2. Military Clerk: Rs. 75-6-105/7-150
3. Local Fund Clerk: Rs. 75-6-105/7-150
4. Development Clerk: Rs. 75-6-105/7-150

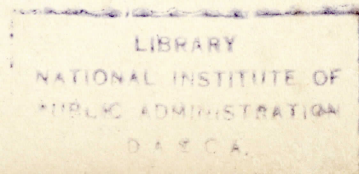
Duties of Head Clerk

State prisoner case with its budget estimates.
Appointment of jail visitors.
Forest cases.
Education cases of settled area as well as merged area of Hazara district.
Pakistan Red Cross, societies, Hazara.
Fire sufferer cases.
Application of Central and Provincial Acts of Rules Cases.
Petroleum and Excise cases.
Cases relating to social uplift and village aid program.
General political cases relating to Frontier Region and settled area.
Collection of various funds and maintenance of their records.
Crimematograph Act cases.
Use of Microphone, etc. in municipality area and lottery cases.
Opening of dispensaries and post offices.
Repairs of roads and barriers timings.
Treasury and coins correspondence.
Religious and festivals and public days programs.
Village defence rifles cases.
Opening of police posts and stations and correspondence regarding police strength.
Distribution of tribal publicity material.
Issue of radio sets and batteries and their repairs to tribesmen.
General correspondence to Government Transport Service.
Correspondence with National Bank of Pakistan.
Correspondence on the charitable institutions.
Formation of Islahi Committees.
Establishment of poor houses, and census of beggarable and disabled persons.
Inspection of courts and offices.
Opening of Gallis and other season posts.
Telephone installation.
Grant of sanads and model to civil authorities.

National housing plans.
Correspondence with rules of state.
Acquisition of land in Frontier Region and payment thereof.
Establishment of prisoners and society.
Establishment of society and associations in Hazara.
Monthly statement of minority community interest.
Monthly statement of political prisoners.
Monthly statement of publication of books.
Measures for safeguarding of Government funds.
Other miscellaneous cases.

Military Clerk

Passport for India and other countries.
Grant of citizenship certificate.
Mining mineral cases.
Verification of characters and antecedents.
Toll bar.
Registration of foreigners and grant of visas.
Verification of financial status of contractors.
Military pension and gratuity cases.
Workmen compensation cases.
Grant of military scholarship.
Treasury Inspection notes.
P.W.R. fund scholarship.
Accounts of other cases of district soldiers.
Deserter cases.
Minor and major revenue work.
Repair and extension of Government buildings.
Fixation of electric in Government buildings.
List of prices of arms and ammunition in F.R.
Police and arms forces of state verification.
Notification of holidays.
Registration of hotels and sarais.
Registration of birth and death and marriages.
Registration of books.
Registration of present printing presses.
Narrik rates.
Recovery of toll bar and its accounts.
Field firing cases.
List of assessor and jurors.
Verification of pensioners.
Distribution of army medals and stars.
Department examination of N.Ts and E.A.Cs.
Estates of Pakistan National and Foreign countries.
Military estates correspondence.
Maintenance of cash books, etc., with regard to the pay of other funds of DSS and A.S., Board.



Local Fund Clerk

Pay of Secretaries, Local Bodies.

T.A. of Secretaries.

Honoraria of Moharrirs of Local Bodies.

Budget estimate for expenditure for Secretaries.

Monthly expenditure statements.

Half yearly revised budget estimate of Secretaries.

Savings and excesses statement.

Appeal cases of local bodies establishment.

All cases of all local bodies.

Accounts of Thandiani Hill Location.

The record (files) of this branch are held by him and he himself is to trace out the old references.

Kaghan Valley Development Clerk (Temporary)

Besides all correspondence relating to the Kaghan Valley Development the following subjects are also dealt with by him:

Cases regarding development of special areas of Hazara.

Cases regarding divisional development committee, Peshawar.

Cases regarding Divisional Council, Peshawar.

Cases relating to the District Development Committee.

Cases regarding development in the merged area of Hazara District.

Miscellaneous correspondence regarding new schemes of different department regarding development of Hazara district.

Submission of monthly progress reports to the Commissioner.

APPENDIX II

English Office, Accounts Branch

1. Assistant: Rs. 120-10-250
2. Senior Clerk: Rs. 75-6-105/7-175
3. Junior Clerk: Rs. 60-4-100/5-120

Assistant

Prepares budget estimates. Maintains the service records of the District establishment. Scrutinizes the travelling allowance bills. Prepares the annual establishment return. Pension cases of the District establishment and out department employees. Posting and transfer orders of the clerks and peons.

Senior Clerk

Prepares the pay bills of the establishment. Provident Fund Account. Medical charges claims of the officials and the officers, G/P. Fund Advance cases. Cycle and fan advances. Monthly expenditure statements under various heads of account. Maintains the leave account.

Junior Clerk

Assists the officials mentioned above.

APPENDIX III

English Office, Record Branch

1. Assistant: Rs. 120-10-200-10-250
2. Assistant Record Keeper: Rs. 60-4-100/5-120
3. Dispatcher: Rs. 60-4-100/5-120
4. Two Receipt Clerks for Miscellaneous and Secretariat Dak: Rs. 60-4-100/5-120
5. Assistant Local Fund Clerk: Rs. 60-4-100/5-120
6. Daftri One: Rs. 35-1-65

Assistant

He is responsible for maintaining and preserving the record for various branches of the district office. He is supposed to supervise the working of the subordinates as well as the library. He has to deal with the cases of Court of Ward Phulra Estate.

Assistant Record Keeper

On receipt of fresk dak the ARK fetches files from the racks and links the correspondence and thereafter passes on the files to the branch concerned.

Dispatcher

He issues the dak of the various branches of English Office and maintains the account of service stamps.

Receipt Clerks

All the papers received from other offices and the public are diarized by these officials in respective registers.

Assistant Local Fund Clerk

He is supposed to link the correspondence for Local Fund Clerk and to trace the files.

Daftri

He maintains the library and pastes the correction slips at the booklets of relevant rules. He too gets the dak signed by the A.C., Hazara.

APPENDIX IV

Vernacular Office

D.R.A. (Senior Clerk 75-6-105-7-175)

Maintenance of Taccavi Account.
Maintenance of L/R Account.
Maintenance of A.I. Account.
Inspection of Tehsil Account twice a year.
Maintenance of recovery account of other departments.
Monthly statements of demand, collection and arrear, of Govt. dues.
Remission/suspension of taccavi L/R cases.
Budgets of VII land revenue.
Budgets of Taccavi land revenue.
Preparation of Land Revenue Administration report.

H.V.C. Statistical Writer (Senior Scale)

Monthly criminal statement.
Monthly revenue cess statement.
Guzara cases.
Refund of fire case.
Entries of parcha received from courts.
Prisoners statement (monthly).
Recovery of Railway dues.
Recovery of fine cases.
Monthly statement of fines and refund thereof and preparation of budget estimates.
Monthly statement of traffic cases.
Forest fee cases.

Peshi Clerk (Senior Scale)

Entry of W/mill cases and their consignment and submission of recommendation report of higher authorities.
Lambardari cases.
Refund of non-judicial stamp paper.
Long term prisoners, release of probationers.
Sadr Registration Clerk.
Grant of Bora class to prisoners.
Grant permission for prosecution of Government servants.
Typing work of Reader to D.C.
Notice V/s 80 c.p.c. cases.
Magisterial and Revenue Powers cases.
Execution of Condemned Prisoners.

Urban Development Act.
Lunatic Cases.
Attachment of property of absconders.
Police diaries.
Power of Attorney.
Budget XI Registration
Entry of Revenue Miscellaneous cases in the relevant registers and
their consignment

APPENDIX V

Nazarat Branch

1. District Nazir: Rs. 120-10-300
2. Assistant District Nazir (Junior Clerk): Rs. 60-4-100-5-120

The functions of the above officials are:

Disbursement of Pay and TA bills, etc., and maintenance of their account roll, etc.
Cash accounts of all cash transactions.
Contingent expenditure of 34 heads and submission of DC Bills and receipts.
Recoupment of permanent advances of the courts.
Maintenance of Malkhana account.
Disposal of articles in the Malkhana.
Maintenance of Government stores, accounts.
Maintenance of Government store such as camp equipment, tents and other furniture, etc.
Maintenance of Dak Bungalows and their accounts.
Appointment of inferior staff in dak bungalow cases.
Reservation of Dak Bungalows and Rest Houses.
Maintenance of service lables accounts and distribution thereof to courts and offices.
Indenting of vernacular forms for courts, and issue.
Supply of furniture, forms, registers, and other stores to the courts and offices.
Despatch of dak to sub-divisions.
Arrangements for camping of VIPs and other high ranking officials.
Maintenance of Kutchery compound.
Arrangements for hot and cold weather supplies.
Disbursements of dak received from the sub-divisions.
Collection of conservancy tax from the petition writers.
Maintenance of Kutchery tea shop, etc., if any.
To prepare the pay bills of contingent staff and their disbursement.

APPENDIX VI

District Kanungo, Hazara

Rs. 120-10-250

Corrs: regarding attendance of S.O.K. and Patwaris in the Revenue and Bivil Courts.
Corrs: Pholi Pyazi.
Corrs: regarding demarcation of waste land and other Government and Local Bodies land.
Corrs: regarding tube wells in the district.
Corrs: regarding the supply of agricultural data and other information relating to tehsils and SDR office.
Corrs: regarding requisition of Government buildings (i.e. Revenue Records)
Corrs: regarding enlistment of patwaris candidates.
Allotment of land in Ghulam Mohammad Barrage to persons of the settled area and T.T.
Corrs: regarding miscellaneous applications being received from the higher authorities in connection with revenue records.
Collection of information from the Tehsil agencies in connection with flood, locust, and hailstorm, etc. (Nazul Afat).
Corrs: with consolidation department.
Corrs: with settlement department.
Corrs: regarding anti-locust campaign.
Corrs: regarding preparation of Public copy.
Corrs: regarding assessment of Land Revenue in Shergarh and Darband.
Corrs: regarding assessment of land revenue in Utman and Amazai.
Corrs: regarding enlistment of Kanungo candidates.
Corrs: regarding monthly meeting of revenue officers and preparation of statement for District and Division meetings.
Corrs: regarding hailstorm.
Corrs: regarding supply of chemical fertilizer by Agricultural Dept.
Corrs: regarding wages census.
Corrs: regarding inspection note recorded by the higher authorities.
Corrs: regarding preparation of Dhal Bacchs.
Corrs: regarding selection of naib-tehsildars.
Corrs: regarding estate duty.
Corrs: regarding reclamation of Banjer Jadeed and Qasim under Land Utilization Act.
Corrs: regarding resumption of Jageer.
Corrs: relating to Record Room with the Commissioner.
Corrs: regarding preparation of maps.
Corrs: regarding inspection of Girdawaris by the Gazetted Officer.
Corrs: and preparation of report on the operation of the District on Land Revenue Records.

Corrs: regarding prevention of cattle disease.
Corrs: instruction in respect of attestation of mutations.
Corrs: regarding land reforms.
Corrs: regarding acceptance of debt account of assigned land revenue and Jagir to Mily Pensioners.
Corrs: regarding kanungo examination.
Corrs: regarding collection of agriculture production and price.
Corrs: regarding production of tea.
Corrs: regarding distribution of wheat seed, and paddy seed.
Corrs: regarding camping ground and stallion stall at Haripur.
Corrs: regarding boundary dispute in Hazara District, between two states and with other district.
Collection of data from the Agriculture Department in connection with food.
Corrs: regarding development cases.
Corrs: regarding Grow More Food Scheme.
Corrs: regarding Tarbella Dam Project.
Corrs: regarding prohibition of rice on road site.
Issuing instructions to the Revenue Department which are being received from the higher authorities.
Attendance of courts in Mansehra Tehsil.
Typing work of all the District Kanungos Office, except Rev. BC.
Corrs: regarding supply of indent of form.
Inspection of patwaris and other kanungos.

APPENDIX VII

Revenue Bill Clerk

Rs. 60-4-100-5-120

Preparation of pay bills for 250 revenue officials (monthly)
Traveling allowance bills of the revenue staff of Hazara District.
Pension cases of the revenue staff.
Leave cases of the revenue staff.
Departmental cases against the revenue staff.***
Preparation of service records of 250 officials.
Preparation of leave chart.
Incorporating orders regarding suspension, reinstatement, etc.
Character rolls' maintenance.
Budget estimates preparation.
Monthly expenditure statements.
Fixation of pay of 250 revenue officials.
Census correspondence.***
Election correspondence.***
Annual establishment returns.
Arrear claims of the revenue staff.
Correspondence regarding General Provident Fund, etc.
Gratuity cases of the retired officials.

(The work of the Revenue Bill Clerk is purely of technical nature. The subjects shown above and marked as *** in fact does not relate to his official duty. These are contrary to the D.C.'s standing order, but still they are disposed of under the verbal orders. These subjects relate to the D.K., as laid down in the Punjab District Office Manual).

APPENDIX VIII

Record Room - General -

Assistant In-Charge, Record Room (120-10-25)

- Deals with correspondence with outer offices.
- Maintains registers of files forwarded to High Courts, i.e. High Court of West Pakistan, Peshawar; Commissioner, Peshawar Division, Peshawar; Commissioner, F.C.R.; Additional Commissioner (Revenue and District Judge, etc.
- Checking of files detected by office officials containing objections about court fees, etc.
- Destruction of files found for destruction by Destruction Muharrir.
- To deal with applications received from public and lawyers for inspection of files by them.
- To issue telegrams and letters, etc., to courts and offices to send files wanted by High Courts.

Deputy Record Keeper, 1st (Junior Clerk 60-4-100-5-120)

- Receives daily dak and files received for consignment.
- Checks the files and finds out points for objection about shortage of court fees, etc.
- Passes complete and correct files for being passed on to the Bastas concerned.

Deputy Record Keeper, 2nd (60-4-100-5-120)

- Maintains general registers in which the judgments passed by courts in each of the files (except revenue files) are incorporated.

Muharrirs Darmad and Baramad (60-4-100-5-120)

- There are three officials one for each of the Tehsils of Abbottabad, Haripur and Mansehra. No Muharrir has so far been given before the new tehsil of Oghi and other newly-merged area.
- Forwarding of files of decided cases to all courts when they are wanted by the higher or lower courts for reference in the disposal of cases pending before them.

Supplying of files to the Copying Agency wanted for issue of copies.
Supplying of files wanted for inspection by lawyers and general public.
Obtaining of files back from Copying Agency after check about completion.
Receive files from Goshwara Muharrir and place them on proper bastas for being by Muharrir Goshwara in the Goshwaras.

Muharrir Goshwara (60-4-100-5-120)

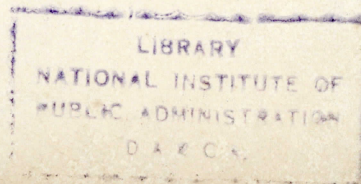
Enters daily files in the Goshwara Registers, ties them properly and places Bastas in shelves.

Muharrir Destruction (60-4-100-5-120)

Remains constantly busy in exploring the Bastas and searching out files liable for destruction.
Incorporates the destruction in Goshwaras.
Places the files then in the General Registers.
Produces the general registers with the files to the Assistant In-Charge for completion of the general registers about Destruction.
Arranges for the putting of destroyed files to fire.

Muharrir Overhauling (60-4-100-5-120)

Overhauls the files in Bastas in rotation.
Puts chits with the Bastas where old chits are dim or dirty.
Repairs the shattered sheets of the files.
Replaces old Bastas with new ones.
Dak despatch of all kinds.
Accounts of service labels.



APPENDIX IX

Copying Agency

1. Copying Examiner (Senior Clerk) Rs. 75-6-105/7-175

To receive and enter the applications in Register CD II and issue receipts thereof in form CD9.

To compare the prepared copies with the copyists and their attestation.

General supervision.

2. Copying Agent (Junior Clerk) Rs. 60-4-100/5-120

To enter all the applications in Register CDI and distribution of work amongst the copyists.

Collection of files from RRG and courts for copying purposes and their return.

To deliver the prepared copies to the applicants and defective applications as well.

To prepare the bills of remuneration of copyist both at HQ and in subdivisions.

To handle the cash, if any.

3. Copyists (3 English and 7 vernacular)

These are employed on the basis of daily wages and are entitled to the one half of the amount received in the District on account of copying and urgent fees and their duty is to prepare the copies.

APPENDIX X

Basic Democracies, Hazara

Assistant Director

D.O. Haripur

1. Senior Clerk, 1
2. Junior Clerk, 1
3. Peon, 1

D.O. Mansehra

1. Senior Clerk, 1
2. Junior Clerk, 1
3. Peon, 1

D.O. Oghi

1. Senior Clerk, 1
2. Junior Clerk, 1
3. Peon, 1

Supervisor Abbottabad

1. Junior Clerk, 1

AD/BD Office Staff

1. Senior Clerk, 1
2. Steno Typist, 1
3. Junior Clerk, 1
4. Peon, 1

Assistant Director: The Assistant Director will be in charge of Basic Democracies work in the district, and will exercise operational control over the staff of Basic Democracies under the general supervision and control of the Deputy Commissioner.

He may call meetings of Development Officers/Supervisor in the district as well as of Secretaries of Union Councils for the purpose of explaining the instructions regarding Basic Democracies and giving direction.

He should inspect all Local Councils in the district and for this purpose he should remain in tour for at least ten days in a month. Under instructions of the Deputy Commissioner, he may also inspect Town Committees and Union Councils.

The annual confidential report of Supervisor/Development Officers will be initiated by the Tehsildar/Sub-Divisional Magistrates. The Assistant Director will record his remarks as regards his technical proficiency and forward the report to the Deputy Commissioner for his remarks.

The Assistant Director should be made in charge of the work of local bodies as well as Basic Democracies in the Deputy Commissioner's office. The staff pertaining to these sections in the Deputy Commissioner's office should be placed under the charge of the Assistant Director and the D.C. may delegate such powers of disciplinary control in respect of this staff as may be necessary to enable him to function effectively.

Casual leave for Assistant Directors will be sanctioned by the D.C. and earned leave will be sanctioned by the Government.

Travelling allowance bills will be signed by the Deputy Commissioner.

The Assistant Director will initiate proposals for the transfer of Secretaries of Union Councils within the district for orders of the Deputy Commissioner.

The Assistant Director will be responsible for implementation of the Training Program for the staff and councilors of the Basic Democracies within the District in accordance with instructions received from Government and the Commissioner's office. He will also be responsible for organizing district seminars and meetings of Basic Democrats in consultation with the Deputy Commissioner.

The Assistant Director, Basic Democracies, is drawing and disbursing officer for his and supervisor's office.

Development Officer

The Development Officer will be the Secretary of the Tehsil Council where the Sub-Divisional Magistrate is Chairman.

He will be in charge of all Union Councils within the Tehsil and will exercise operational control over the Secretaries of Union Councils, subject to the administrative control of the Sub-Divisional Magistrate.

He will inspect all Union Councils in the Tehsil and for this purpose should spend, at least, ten days in a month of tour.

He will work under the direct supervision of the Sub-Divisional Magistrate under the general administrative control of the Deputy Commissioner.

The Assistant Director in the district will exercise operational control over the Development Officer.

The Development Officer, may call meetings of Secretaries, Chairmen or members of Union Councils for explaining the instructions relating to Basic Democracies.

The annual Confidential report of Development Officer will be initiated by the Sub-Divisional Magistrate who will pass it on to the D.C. The Assistant Director will also record his remarks regarding the technical proficiency of Development Officer before passing it on to the D.C. for his remarks.

Casual leave of Development Officer will be sanctioned by the Sub-Divisional Magistrate under intimation to the Assistant Director while earned leave will be sanctioned by the Government.

The Development Officer should also look after the publicity work of Basic Democracies in the Tehsil.

The Development Officer is drawing/dispersing officer for his staff.

Supervisor

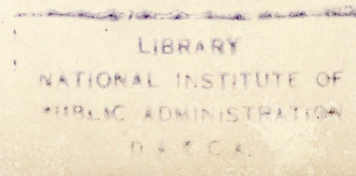
The Supervisor will be Secretary of Tehsil Council and will supervise all Union Councils in the Tehsil under the supervision of the Tehsildar.

The Assistant Director will have operational control over the Supervisor in the District.

The Supervisor will exercise operational control over the Secretaries of Union Councils in the Tehsil and will inspect all Union Councils for which purpose he should remain on tour at least ten days in a month.

The Supervisor may convene meetings of Secretaries of Union Councils to explain policy instructions received from Government/Controlling Authority. He may also convene meetings of Chairmen of Union Councils and members in consultation with the Chairman Tehsil Council.

He will be responsible for organizing the people for community development work.



He will be responsible for implementing the training program for the staff and Councillors of the Basic Democracies and also make suggestions for organizing the training program.

His casual leave will be sanctioned by the Chairman Tehsil Council. Earned leave will be sanctioned by the Commissioner.

He will be responsible for general activities of Union Councils and will also organize meetings of Chairmen and members and local leaders under instructions from the Chairman Tehsil Council and Assistant Director.

Assistant Director's Office

Senior Clerk

Maintains discipline in the office.

He will receive all fresh dak and put up to AD/BD the first thing in the morning and then at 1400 hours.

When the dak is seen and sent to him he will immediately give it to receipt/record clerk for registration. The receipt clerk after registration will give to the clerk concerned.

He will deal with all B.D. letters and will thoroughly read them and understand them and dispose of all the dak which is received from the Union Councils in the district, D.O's offices, Commissioner's office and from the Government.

The scrutiny of budget of Union Councils, taxation proposals and by-laws will be his duty.

He may be given any other work besides mentioned above. He will also perform the duties of other clerks when they are on leave or sick.

He also is to perform the duties of an accountant and any other matter relating to the accounts. He has to prepare budgets, estimates, etc.

Steno-Typist (Senior Clerk)

All sort of typing work of the office.

Deals with all the resolutions passed by the Union Councils in the district, and the minutes of the meetings of Union Councils.

Takes dictation, prepare tour notes, etc.

Deals with all correspondence made in connection with the Muslim Family Law and Conciliation Courts Ordinances and also attends to the court of Collector in revision petitions filed against the orders of the Conciliation courts and Arbitration Councils, produces rules/regulations, just to assist the court and to look after the interest of the Union Councils.

He will also attend to the work of other clerks in case they are sick or on leave.

Junior Clerk

He is primarily responsible for the work of a diarist and record keeper and also despatch. Maintains registers of receipts/despatches and will perform all the duties of a despatcher and diarist.

He will be responsible to file the letters in proper files and will keep the record neat and clean and properly paged. Performs all the duties of a Record Keeper.

He is also responsible to maintain up to date the stock register and stationery registers of AD/BD office, and will ensure that the register of stationery is physically checked in the end of each month.

He will collate necessary material for the monthly B.D. report and to put up draft in the last week of every month.

Also to perform the duties of other clerks in their absence on leave, etc.

D.O.'s Office

Junior Clerk

To perform the duties of a despatcher, receipt clerk and Record Keeper.

Senior Clerk

To perform all the duties of a senior official in the office and deals with all sorts of routine dak received in the office from different tiers of Basic Democracies, and other departments.

Is responsible for maintaining discipline in the office.

সোফিস্টিকেশন প্রসিকিউটর কেন্দ্র এলাখার
নাজার, ঢাকা।

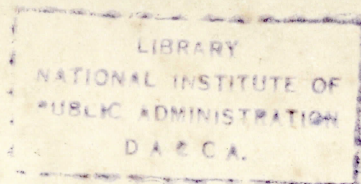
Is the accountant for the D.O's staff and does all the accounts work.

Supervisor's Office

Junior Clerk

His duties are as follows:

Handling of dak, diary, typing, filing, cyclostyling, despatch, accounts cash book, maintenance of stock registers and stationery registers, proceedings and correspondence of different Union Council meetings.



লোকপ্রশাসন প্রশিক্ষণ কেন্দ্র গ্রন্থাগার
সভার, ঢাকা।