

ADMINISTRATIVE REFORM

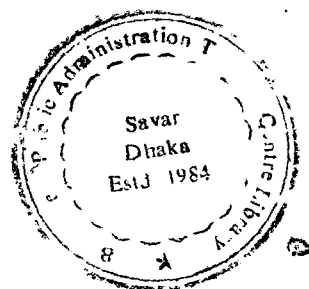
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REPORT

OF THE

PROVINCIAL REORGANIZATION COMMITTEE

Part I—WEST PAKISTAN



December 1961

VERIFICATION BY THE POLICE

PART 'A'

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Serial No.

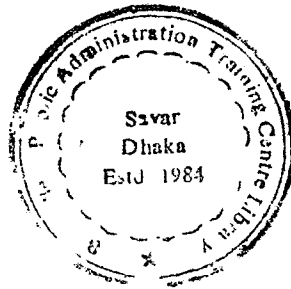
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INTRODUCTION

The Committee on Provincial Reorganisation was set up by the Government pursuant to a decision of the Cabinet taken in its meeting of 4th August 1961, the relevant portions whereof are reproduced below:—

"Cabinet decided that the present divisional set-up in the provinces is basically sound and should not be replaced with the zonal system. But sufficient delegation of powers has not taken place to, or is not being exercised by, the Commissioners and other divisional officers. There is need even to delegate the powers further to the Deputy Commissioners and other district officers to remove inconvenience to the people to the maximum extent possible.

(2) A Committee is, therefore, appointed of the following officers to make proposals on the subject:—

Mr. N. A. Faruqui, S.Pk., C.S.P.	Chairman
Qazi Anwarul Haque, S.Q.A., P.S.P.	Member
Mr. M. M. Ahmad, S.Pk., C.S.P.	„
Mr. A. G. N. Kazi, S.K., C.S.P.	„
Mr. David Khalid Power, S.Q.A., C.S.P.	„
Mr. M. A. Mozaffar, S.Q.A.	„

Mr. Zahur Azar, C.S.P., will be the secretary of the Committee.

(3) *The Committee should consider the following points:—*

- (i) Decentralize powers to the maximum for the benefit of the people. And as a corollary, delegate powers concerning the administration to the extent necessary for the performance of the task entrusted to the divisional and district officers;
- (ii) Financial and legal delegations;
- (iii) Consequential reductions in the provincial secretariat;
- (iv) Recruitment and postings to remain within regions/divisions up to a level to be specified;
- (v) Recruitment to the higher services on the Central Government's pattern of 20 per cent merit quota and the rest on regional quotas;
- (vi) Removal of the present disparity in pay to such extent as is possible, pending the report of the Pay and Services Commission; and
- (vii) Any other relevant consideration."

2. Subsequently, the task of the Committee was defined in the terms of reference communicated with the Cabinet Secretary's D.O. letter No. 2(1)-NGO/61, dated the 7th August, 1961, and reproduced in the Annexure. The membership of the Committee was also enlarged so as to include Mr. Hussain Haider, C.S.P., Commissioner, Co-operative Societies and Agriculture, East Pakistan.

3. The Committee decided to set up two provincial sub-committees under the chairmanship of Mr. M. M. Ahmad and Mr. K. A. Haque, respectively. Each sub-committee held detailed discussions with the various departments and government agencies in the province, lasting from 28th August to 24th October, 1961.

4. The meetings of the full Committee were held in Rawalpindi on 7th-8th September, 28th September, and a concluding series of meetings on the 27th-28th November, 1961. In its very first meeting, the Committee came to the conclusion that, before completing the entire exercise, there would be advantage in obtaining first the orders of Government regarding the basic issues raised in the Committee's proposals for departmental reorganisation. Unless this was done, there was a danger that the Committee might work on lines different from what the Government had in mind. The scheme of decentralisation, for instance, would depend largely on the new departmental structure envisaged by us. Each provincial sub-committee was, therefore, asked to prepare a paper containing its proposals in respect of the new departmental set-up, and obtain the approval of the Governor to the broad pattern. This was done.

5. We also decided to submit our report in two parts, each dealing separately with reorganisation in West Pakistan and East Pakistan. While there was general agreement on the broad principles of reorganisation stated in the chapter "The Task Before Us", we came to the conclusion that the application of these principles in practice should take into account the differing local conditions and administrative requirements of the two Provinces. For one thing, there are no administrative 'regions' as such in East Pakistan. For another, officers of sufficiently high status are not available in the field in East Pakistan to whom the full powers of provincial directorates could be transferred, as is being recommended by us in respect of many Departments in West Pakistan. While the necessity of decentralisation is felt in both the provinces, the problems of West Pakistan are somewhat different from those of East Pakistan.

This report, therefore, concerns West Pakistan. We will submit our report on East Pakistan after some further investigation which is in progress.

6. We have confined our inquiry to the Government departments and directorates according to our terms of reference. It was represented to us that the principle of decentralisation should also be extended to semi-autonomous bodies like the provincial corporations as many of them deal with matters of great interest and concern for the public. We recognise the force of this contention and suggest that a direction may be issued to these bodies to undertake a similar exercise in respect of their working and organization, particularly in the regional and local areas.

7. We should like to express our thanks to all who have helped us in completing our work within a short period of three months. The Provincial Governments generously provided all possible assistance to the secretariat of the Committee at Lahore and Dacca, including accommodation, transport and other facilities. At our request, they also appointed a special committee in each province to examine certain aspects of the 'delegation of powers' and 'simplification of procedures'. The names of the members of these committees are given in Appendix X.

8. We are also grateful to all heads of departments and directorates for furnishing detailed data in respect of their headquarters and field set-up, and for helping us further by oral discussion of many questions.

9. Lastly, the Committee would like to place on record its deep appreciation of the very valuable work done by its secretary, Mr. Zahur Azar, C.S.P., without whose untiring labours and background knowledge of the problems of provincial reorganisation, the Committee would not have been able to deal with its task adequately.

10. Some of the chapters have an annexure or two which follow each chapter concerned immediately. The appendices, however, appear at the end of the report.

ANNEXURE

TERMS OF REFERENCE

1. To ensure that matters affecting the daily life of the people are decided locally as far as possible, what further delegation of powers should be made to the:—

- (a) Commissioners and other divisional/regional officers;
- (b) Deputy Commissioners and other district officers; and
- (c) Basic Democracies?

2. In the interest of effective decentralisation and economy, what changes should be made in the:—

- (a) Provincial Secretariat;
- (b) Attached Departments;
- (c) Divisional/Regional offices; and
- (d) District Offices?

3. Should any of the powers, delegated or to be delegated to the Commissioners/Deputy Commissioners and regional, divisional and district officers of Departments, be exercised by them on the advice, or with the approval, of the Local Council concerned?

4. What changes should be made in the organisation of the Services in respect of:—

- (a) local recruitment and posting of government servants below specified levels;
- (b) regional representation in Services not recruited on regional, divisional or district levels;
- (c) levels of transferability of government servants in each department;
- (d) administrative control and discipline of government servants?

5. What action should be taken to secure the equality of remuneration of officers drawn from the various integrating units in West Pakistan, pending consideration of the recommendations of the Pay and Services Commission?

6. What further financial delegations are possible to:—

- (a) Secretariat Departments;
- (b) Attached Departments;
- (c) Commissioners;
- (d) Other divisional/regional officers;
- (e) Deputy Commissioners and other district officers?

7. What rule-making powers can be delegated to authorities subordinate to the Provincial Government?

8. To make proposals on any other incidental and relevant matters.

CHAPTER I

THE TASK BEFORE US

The avowed policy of each Provincial Government is to bring the administration closer to the people and to secure that their problems are settled, as far as possible, within their own areas by competent local authorities. Despite the efforts made earlier to achieve this objective, the administration has, by and large, continued to suffer from the defects of over-centralization. Paradoxically enough, this over-centralization exists side by side with inadequate supervision and control. In many departments, particularly in West Pakistan, the head of the directorate has a completely unrealistic span of control, and he finds himself unable to supervise effectively the operations of his department extending over more than 3 lakh square miles, and having problems of great variety and complexity in the different regions of the province. The result is that the provincial heads of departments who have the powers of control and supervision are unable to exercise them effectively, while the regional and divisional officers either do not enjoy these powers or do not exercise them properly.

2. Another undemocratic feature of the provincial administration is that there is little accountability or sense of public service at the local levels. Decisions affecting vitally the day-to-day life and welfare of the people are taken in departmental insularity. There has no doubt been some change in this respect with the coming into being of the Basic Democracies, particularly in areas where the new institutions have been more active than in others. But a great deal of leeway has yet to be made up before the goal of an administrative machine not only responsible to the people but responsive to their needs and requirements is achieved.

3. A well-known source of inconvenience and hardship to the public is the red-tape that continues to impede prompt disposal of business in Government offices. The procedures in many of these offices are often complicated and cumbersome, even in dealing with such trivial matters as the deposit of a few rupees into Government account. The full benefits of decentralization will not be realised until the procedures for the exercise of delegated powers are made simpler and more rational than at present.

4. We have conceived our task to be primarily that of producing a scheme of provincial administration based on decentralization and yet effective supervision and co-ordination the elimin-

ation of wasteful layers of administration, and greater co-operation between the administration and the people. We have also sought to remove disparities in Service matters and lack of co-ordination between the various agencies of the provincial administration. With these objects in view, we have based our proposals on the following broad principles:—

- (i) shortening of the chain of command and the elimination of unnecessary or wasteful tiers of administration;
- (ii) effective delegation of authority to regional, divisional and district levels in all departments, particularly in the executive and financial spheres;
- (iii) assignment of an effective role to Basic Democracies in the fields of development and administration;
- (iv) proper representation of all areas in the Services at various levels, and decentralization of the present system of appointments, transfer and administrative control;
- (v) simplification of procedures in Government offices in dealing with public business; and
- (vi) strengthening of the position of Commissioners and Deputy Commissioners as 'co-ordinators' and 'supervisors' of all Government activities in their areas (through Divisional and District Councils where necessary) without diluting departmental responsibility in technical and administrative matters.

CHAPTER II

RE-ORGANISATION OF DEPARTMENTS

In dealing with departmental reorganisation, the Committee has attempted the attainment of the following objectives:—

- (i) shortening of the chain of command by reduction of administrative tiers as far as possible;
- (ii) location of executive authority in the field as low as possible consistent with the status of the officer wielding that authority.

2. At the provincial headquarters, as a rule, there are two high-level government functionaries in the case of most departments:—

- (a) the Secretary to Government; and
- (b) the head of the attached department.

It is the duty of the secretary to deal with problems of policy and planning, while it is the function of the head of the attached department to act as the technical adviser of Government in policy formulation, and to implement that policy. The heads of attached departments, being essentially executive officers, have retained more or less tight control over field operations—which has led to the over-centralization of the administration.

3. According to our examination, the provincial departments fall broadly into three categories: —

- A. Departments where the nature of field operations is such that they require centralised control of a single *operational* head. In the case of such departments, a head of attached department located outside the secretariat is necessary.
- B. Departments where the operational work could be decentralised to regional or divisional officers. Such co-ordination as is necessary could be done by the technical chief operating from the secretariat as a secretary to Government or as a technical adviser. In such cases, the existing powers and functions of the head of the attached department at provincial headquarters can be entrusted to the regional or divisional heads.
- C. Departments where implementation can be completely decentralised, but where the work load is such that it is uneconomic to appoint regional heads of

departments of high status. There are only a few departments in this category. In such cases, implementation could be entrusted to the Commissioners with the assistance of the divisional officers of the department concerned.

Here too, the present provincial headquarters of the attached department concerned will not be needed and, wherever necessary, a technical adviser could be appointed within the Secretariat.

4. Keeping the above categorisation in view, we have made detailed recommendations for the reorganisation of the provincial departments in West Pakistan in Appendix I. Briefly speaking, the various attached departments have been categorised as under:—

Category "A"—Where head of attached department located outside the secretariat is considered essential.

- ✓ 1. Advocate-General.
2. Solicitor.
3. Police Department.
4. West Pakistan Rangers.
5. Civil Defence Department.
6. Public Service Commission.
7. Anti-Corruption Department.
8. Public Health Engineering Department.
9. Directorate of Labour.
10. Industries Department.
11. Printing and Stationery Department.
12. Game Department.
13. Fisheries Department.

Category "B"—Where head of attached department outside the secretariat is not considered necessary.

1. Irrigation Department.
2. Electrical Inspectorate.
3. Public Works Department—Buildings and Roads.
4. Town Planning Department.
5. Education Department.
6. Health Department.
7. Co-operation Department.
8. Agriculture Department.
9. Animal Husbandry Department.
10. Forest Department.
11. Food Department.

12. Board of Revenue including the Directorate of Land Records.
13. Prisons Department.
14. Auqaf Department.
15. Public Relations Department. ✓

Category "C"—Where there will be no head of attached department and the regional heads will work under the operational control of the Divisional Commissioners.

1. Directorate of Excise and Taxation. ✓
2. Directorate of Reclamation and Probation.

5. Apart from the new role of the Commissioners in Category "C" departments, it is necessary that the Commissioners should act generally as the eyes and ears of Government in the divisions. This is necessary as the Government, and the head of the attached department sitting at provincial headquarters, are far away from the scene of operations. Besides, the Commissioner as head of the division and as chairman of the Divisional Council must be given an over-all position over all departments working within the division. At the same time, the Commissioner must not assume technical or disciplinary control over departments of which he is not directly in charge.

The Commissioner should generally be in charge of the good name of the provincial administration in his division and for looking into the grievances of the people brought to his notice in the meetings of the Divisional Council or outside. He should have the power to co-ordinate all governmental activities within the division, particularly in the developmental field, not only through Divisional Councils but even otherwise.

For all these purposes, the Commissioner should be competent to hold periodical discussions with all regional/divisional heads of departments, to call for reports from them (with papers of the case whenever necessary) and to report cases to Government in the relevant department whenever he cannot resolve a matter by discussion locally.

CHAPTER III

DELEGATION OF POWERS

Our terms of reference on this subject are:—

- (i) To ensure that matters affecting the daily life of the people are decided locally as far as possible, what further delegation of powers should be made to the:—
 - (a) Commissioners and other divisional/regional officers;
 - (b) Deputy Commissioners and other district officers; and
 - (c) Basic Democracies?
- (ii) What further financial delegations are possible to:—
 - (a) Secretariat Departments;
 - (b) Attached Departments;
 - (c) Commissioners;
 - (d) Other divisional/regional officers; and
 - (e) Deputy Commissioners and other district officers?
- (iii) What rule-making powers can be delegated to authorities subordinate to the Provincial Governments?

2. We have already referred to the over-centralization of administrative authority in the various departments. This has continued notwithstanding the efforts recently made in both the Provinces to decentralise the administration by greater delegation of powers to field officers. Effective decentralisation has not, however, taken place for the following reasons:—

- (i) the delegations have in some cases been nullified by the executive fiat of heads of attached departments who have, in actual practice, concentrated effective authority in their own hands;
- (ii) the delegation have been made largely in respect of matters relating to the internal management of government offices or the terms and conditions of government servants, with which the public are not directly concerned; and
- (iii) in the sphere of executive powers, with which the public are most vitally concerned, very little delegation has taken place.

3. Our recommendations in the previous chapter on "Re-organisation of Departments" will prevent the first abuse. The heads of directorates as a centralising force in most of the development and nation-building departments will disappear, and executive functions in these departments will be pushed down to the regional or divisional level. This would be the first and most important step in the decentralization of powers, currently exercised at the provincial headquarters.

4. In addition to the decentralised structure of departments, however, it would be necessary to delegate more specific powers to officers at all levels, especially in regard to matters of day-to-day concern and interest to the people.

For the purpose of delegation, the powers with which the Government functionaries are concerned may be considered under four broad categories as follows:—

- (i) Administrative powers, *i.e.*, powers relating to personnel administration (including the power of appointment, disciplinary action and transfer) and also powers conferred under service and departmental rules relating to the terms and conditions of government servants and the working of government offices.
- (ii) Financial powers, *i.e.*, the powers of incurring expenditure (within or outside budget allocations) on account of creation of posts, sanction for works and schemes, purchase of stationery and office equipment and other items.
- (iii) Executive powers, *i.e.*, powers conferred under various laws, statutory rules, departmental codes and executive directions (of Government and other competent authorities) relating to the distribution of executive responsibility in each department/directorate.
- (iv) Legislative powers, *i.e.*, power to make laws, ordinances, regulations, rules and by-laws.

Administra-
tive Powers

5. In respect of administrative powers, the public are not directly concerned with matters relating to the terms and conditions of government servants, or with the internal working of government offices, except to the extent that the increased efficiency resulting from delegation may also affect the disposal of public business. But the delay in the disposal of service cases is a frequent source of complaint from the Services who constitute an articulate element of our society. As these powers are connected with the question of recruitment and control of government personnel, we have considered them in a succeeding chapter on the "Re-organisation of Services".

6. As regards financial powers, the public are not concerned with the authority necessary for the purchase of stationery and office equipment, etc. The people are, however, keenly interested in the provision and sanction of funds for development works, agricultural and other loans and so on. In view of its importance, we have considered this matter in a separate chapter on "Decentralization of Financial Control".

7. Executive powers represent the most vital area of authority affecting the common man and the community. These powers relate to such matters as the grant of permits and licences of various types, distribution of seeds, fertilizers and other agricultural necessities, disposal of land, fixation of sites for projects, extension of visa applications, grant of outlets from irrigation channels, and countless other matters which bring the public directly into contact with the administration at all levels.

8. The extent to which authority for the disposal of such matters has been centralised will be clear from a few illustrations.

In a simple matter like obtaining the supply of water through an intervening or a new water course, the competent authority at present is the Chief Engineer in certain areas and the Superintending Engineer in others. Obviously, relief in such a matter should be obtainable at the district level.

Students from un-recognised schools seeking admission in primary or middle schools have at present to get permission from the District and Divisional Inspectors of Schools, respectively. This is a case where the power should obviously vest in the local headmaster.

In some departments the power of renewal of certain types of licences, although a routine matter, vests only at the divisional level or above, e.g., the renewal of working licences for ginning factories. This power could easily be given to the district officer of the department concerned.

For special quotas of sugar for ceremonial occasions, like marriages and deaths, applicants have to go all the way to the district headquarters. This could easily be left to the food officials at the tehsil level subject to a system of allocations for each district.

9. It is obvious that no standard pattern of delegation, applicable to all departments, can be laid down in the case of executive powers. We have, therefore, prepared separate proposals in respect of each department. Our detailed proposals are in *Appendix II*.

These delegations, combined with simpler and less cumbersome procedures in government offices recommended by us in a succeeding chapter, should result in considerable relief to the public.

Legislative
Powers.

10. As regards legislative powers, it is usually necessary to locate them at the level of high policy and planning. In respect of most matters, this will have to be the provincial level. The broad framework of laws will be laid down by the Parliament or Provincial Legislatures, depending on the distribution of subjects between the Centre and the Provinces. Within this framework, the authority to make rules should remain with the Provincial Government in the various departments, unless the legislature itself confers this power on an authority subordinate to Government.

In respect of matters of local and regional importance, *e.g.*, by-laws and regulations framed by Basic Democracies, the authority to approve them should be decentralised to the 'controlling authorities', *i.e.*, Commissioners and Deputy Commissioners. The Provincial Government should retain only the authority to frame 'model' regulations and by-laws for the guidance of Basic Democracies, but it should be left to the Councils to adopt them with the necessary modifications to suit the local conditions.

Delegation
to Districts.

11. The present-day responsibilities of the Deputy Commissioners fall under four broad heads—

- (i) Maintenance of law and order.
- (ii) Collection of land revenue and other government dues.
- (iii) Development activities.
- (iv) Co-ordination of governmental activities in the district.

12. For the maintenance of law and order, we feel that the District Magistrate has all the powers that he needs under the Criminal Procedure Code, the Police Act, 1861, other laws and the orders of Government. It is, however, necessary to guard against two factors:—

- (i) Interference from above. The primary responsibility for the maintenance of law and order is that of the District Magistrate. It should not be diluted in any way. The Commissioner, as a senior and experienced officer, and the Provincial Government, as the final authority for the maintenance of law and order in the province, may issue advice or directives. But in doing so they should not interfere with the discretion of the District Magistrate to deal with a law and order situation as it arises or develops.

- (ii) Lack of effective control over the machinery for the enforcement of law and order, *i.e.*, the district police. We feel that the recent orders of the Government give the District Magistrate effective control over the district police, but the working of these orders should be watched and any defects noticed removed. A review of the working of these orders should therefore take place after one year of their promulgation.

13. As regards the collection of land revenue and other Government dues, the Deputy Commissioner and other district officers enjoy sufficient powers and authority. We have proposed the delegation of some further powers to the Deputy Commissioner for the disposal of land and its acquisition for public purposes. Land being the most valuable asset of the Provincial Government, we do not propose an extensive measure of delegation, particularly as past experience has shown that such powers have been misused.

14. As regards development activities and the co-ordination of governmental operations in each district, the recommendations made by us in paragraph 5 of Chapter II regarding the over-all functions of the Commissioner should apply *mutatis mutandis* to the Deputy Commissioner so far as his district is concerned. We have made further proposals in this respect in our chapter on Basic Democracies.

15. Other delegations proposed by us for officers of the district level are contained in *Appendix III*.

CHAPTER IV

RE-ORGANISATION OF SERVICES AND DECENTRALISATION OF THEIR CONTROL

In examining the questions referred to us, we have been guided by the following principles:

- (i) the various Services should be representative of the different regions of the province;
- (ii) administrative control over the Services should be decentralised to the maximum extent feasible;
- (iii) levels of transferability of government servants should be raised so that inter-regional transfers, particularly of government servants in the lower grades, are avoided;
- (iv) the present inequality of remuneration for the same post in the case of officers belonging to different integrating units in West Pakistan should be removed; and
- (v) the Service cadres should be re-organised in the light of the new structure of departments envisaged by us.

SERVICE CADRES

2. At present, there are 14 provincial services in West Pakistan. Of these, two services, *i.e.*, P.C.S. (Executive) and P.C.S. (Judicial) are unclassified. The remaining services have class I and class II cadres.

3. We consider it necessary that provincial cadres should be maintained in the case of Class I services and the Provincial Civil Service (both Executive and Judicial branches) for the following reasons:—

Class I Services and P.C.S.

(i) it is essential that Class I services should have a province-wide outlook and a varied background of experience by serving in the different regions of the province, as they constitute an important element for the unity of the province.

(ii) the number of Class I posts in each department being limited, regional Class I cadres in the case of many departments are likely to be very small. In case such cadres are created, it would cause difficulties in personnel management, *e.g.*, differences in the promotion prospects of their members in the different regions and inadequate manning of cadres in backward regions like Quetta and Kalat divisions.

(iii) in would be easier to fill posts carrying high responsibilities in the provincial secretariate and such of the attached departments (or directorates) as are retained, if there are combined cadres of Class I services.

We, therefore, recommend that the provincial cadres of these Services should continue, subject to the provision of balanced representation for the various regions, discussed in paragraphs 6—11, *infra*.

Class II Services.

4. In the case of Class II services, we recommend that clearly defined *regional sub-cadres* should be created within the existing provincial cadres. Class II officers should be distributed among these sub-cadres. The strength of sub-cadres should be determined on the basis of:—

- (a) the number of posts within the jurisdiction of the regional head concerned;
- (b) deputation reserve for filling posts at provincial headquarters and for other deputation posts; and
- (c) normal provision for training and leave reserve.

Subordinate Services.

5. In the case of Class III and Class IV services, regional, divisional or district cadres (depending on the service) will be appropriate.

REGIONAL REPRESENTATION IN THE SERVICES

6. As we have recommended regional, divisional and district cadres for Class III and Class IV services, the members of these services will be locally recruited and in the circumstances, the question of regional representation in these services will not arise.

Direct Recruitment to Class I and Class II Services.

7. For the purpose of *direct recruitment* to Class I and Class II services, the province of West Pakistan may be divided into six zones:—

- (1) Peshawar and D. I. Khan divisions, excluding the Tribal Areas;
- (2) Tribal Areas of former N.-W.F.P., including the Frontier States;
- (3) Rawalpindi, Lahore, Sargodha, Multan and Bahawalpur divisions;
- (4) Khairpur and Hyderabad divisions;
- (5) Karachi division, excluding Lasbela district; and
- (6) Quetta and Kalat divisions and Lasbela district.

8. We have considered it necessary to recommend a separate zone for the Tribal Areas (including the Frontier States) of N.-W.F.P. These areas have a population of 2,332,653 compared with the population of the settled districts of Peshawar

posts in each Department. We, therefore, recommend as follows:—

<i>Class of Service</i>	<i>Transferability</i>
Class I and P.C.S.	.. Officers should be assigned to regions on semi-permanent basis and transferred only after they have attained a fairly high grade indicated in the ANNEXURE (column 2).
Class II	.. No transfers except in special circumstances discussed in paragraph 17 below.
Non-gazetted subordinate services	.. No transfers outside the region (or division district) to which the cadre pertains.

17. Members of Class II services and of Class I services (below the level of transferability) may, however, be transferred from their regions in the following circumstances only:—

- (i) to man posts at the provincial headquarters. It is desirable that the secretariat and the attached department headquarters should be representative of different regional interests; and
- (ii) to ensure equality in the promotion prospects of government servants serving in the various regions. This equality will not be maintained if a Class II officer, due for promotion to Class I, is not transferred when the vacancy does not exist in his own region but outside.

18. The authority to transfer government servants should be decentralised to the maximum extent feasible. We recommend as follows:—

<i>Class of Government servant</i>	<i>Transferring authority</i>
(i) Class I—up to and including grade in ANNEXURE (column 3).	Heads of attached departments in Category "A".
	Regional heads of departments in Category "B".
	Divisional Commissioners in Category "C".
Above grade in ANNEXURE (column 3).	Government.
(ii) P.C.S. Officers not holding superior posts.	Commissioners within the division and Government outside the division.
P.C.S. Officers holding superior posts, e.g. of Deputy Commissioner.	Government.
(iii) Class II and Subordinate Services.	Regional head, or appointing authority if latter is lower in status than regional head.

19. Disciplinary control should be decentralised as far as possible. A distinction should, however, be drawn for this purpose between the punishments of dismissal, removal or

Discipline.

reduction in rank, and other penalties. Only the Appointing Authority should be competent to impose the extreme penalties of dismissal, removal and reduction while the authority to impose other punishments, including suspension, should be decentralised. Consistent with this principle, we recommend the following scheme of disciplinary control over different classes of Government servants:—

<i>Class of Government servant</i>	<i>Punishing authority</i>
(i) Class I and P.C.S.	.. Government for penalties of dismissal removal and reduction; Regional head Divisional Commissioner for other punishments up to grade indicated in column 3 of ANNEXURE.
(ii) Class II—	
Category "A" Departments ..	Heads of attached departments.
Category "B" Departments ..	Government for penalties of dismissal, removal and reduction; Regional heads for all other punishments.
Category "C" Departments..	Government for dismissal, removal and reduction; Commissioner for other punishments
(iii) Subordinate non-gazetted services.	Regional, divisional or district head of department concerned, 'i.e.', appointing authority.

20. There should be only one appeal to the next higher authority against any punishment imposed on government servants. There will thus be no appeal outside the region in case of subordinate and Class II services, except where an *original* order of punishment is passed by the regional head or the Divisional Commissioner, when the appeal will lie to Government.

21. These powers, conferred under the Civil Service Rules and Departmental Rules, relate to leave, travelling allowance, G. P. fund, joining time and other matters relating to the terms and conditions of government servants. In respect of these powers, considerable delegation has already been made by both the Provincial governments to the subordinate officers but there is scope for further delegation. Accordingly, we recommend as follows:—

- (i) All appointing authorities should have the powers indicated in *Appendix IV* in respect of the government servants whom they are competent to appoint.
- (ii) The transferring, suspending and other disciplinary authorities should have the powers indicated in *Appendix V*.

- (iii) In the case of departments in category "B", the regional heads should also have powers of the appointing authority, shown in *Appendix IV*, in respect of Class II officers within their jurisdiction, except those enumerated under items 1—5, 7, 11, 12, 14, 15—18 and 20.

In the case of departments in category "C", the Commissioners should have these powers.

EQUALISATION OF REMUNERATION IN WEST PAKISTAN

22. Consequent upon the integration of West Pakistan, some disparity has arisen in the remuneration paid to government servants coming from different units of origin. After integration, uniform scales were prescribed by the West Pakistan Government for all fresh appointments, and the pre-integration government servants were given the choice to opt for the new scales or the old scales obtaining in their unit at the time of integration. The problem, therefore, arises only in the case of superior posts for which the new West Pakistan scales are lower than the old scales of some integrating units.

23. There was a wide disparity of remuneration in the old scales of some posts *above the Class I senior scale level* in the various integrating units. This has caused considerable heart-burning among officers of the smaller integrating units who receive unequal remuneration for holding posts of higher responsibility in the enlarged province of West Pakistan, as compared with their colleagues from the bigger units. We have listed these posts in *Appendix VI*, which gives a comparative statement of the new and old scales of these posts.

24. It would appear that the disparity in the standards of remuneration of officers entitled to the old scales of pay, on appointment to such posts, can be removed only if they are allowed the highest scales admissible to any such officer in any of the integrating units. In all cases, the highest scales are those which were prevalent in the former Punjab province. We, therefore, recommend that these scales may also be made admissible to officers originating from the other units, subject to the same conditions under which the Punjab officers have been allowed the old scales. Thus, for instance, an engineer from one of the smaller integrating units should on appointment as Chief Engineer in West Pakistan, receive the higher remuneration of Rs. 2,500 instead of Rs. 2,000, so long as he fulfils the conditions which would entitle a Punjab officer to this scale at present.

25. For non-gazetted posts, the new scales are generally better than the old scales. In the case of Class II posts, the scales in the various integrating units are almost identical with the new West Pakistan scales. The same position obtains in the case of posts carrying senior Class I scale. Consequently, no disparity of any significance arises in the case of these posts.

ANNEXURE

(PARAGRAPHS 16—19 OF THE CHAPTER)

<i>Department</i>	<i>Grade of transferability for Class I Officers from one region to another</i>	<i>Grade upto which disciplinary action can be taken or transfer made by Regional Heads in respect of Class I Officers</i>
Irrigation	.. Superintending Engineer	Executive Engineer.
Electricity	.. Inspector ..	..
Buildings and Roads Department.	Superintending Engineer	Executive Engineer.
Town Planning Department	Director ..	..
Education	.. Director ..	Inspector of Schools.
Health	.. Director ..	Civil Surgeon.
Public Health Engineering	Superintending Engineer	..
Labour	.. Director ..	..
Co-operative	.. Registrar ..	..
Agriculture	.. Director ..	Officer in Senior Class Scale.
Animal Husbandry	.. Director ..	..
Forest	.. Conservator ..	Divisional Forest Officer.
Fisheries	.. No Class I officer in the regions.	..
Game Department	.. No Class I officer in the regions.	..
Food	.. Director ..	..
Industries	.. Deputy Director ..	..
Printing and Stationery	.. No Class I officer in the regions.	..
Revenue	.. Deputy Commissioner ..	P.C.S.
Anti-Corruption	.. S.P./Assistant Director ..	..
Police	.. S.P. ..	..
Jails	.. Director ..	..
Judiciary	.. District Judge ..	..
Local Fund Audit	.. Examiner ..	..
Savings Organisation	.. No Class I officer in the regions.	..
Law		..
Information	.. Director ..	..

CHAPTER V

DECENTRALISATION OF FINANCIAL CONTROL

It was represented to the Committee that no effective decentralisation of administration can take place unless the present system of financial control is also decentralised to the maximum extent feasible. In both provinces, some financial decentralization has already taken place by means of delegation of greater powers of financial sanction to the administrative and attached departments as also to their local and regional officers. We, however, consider that nothing short of a complete overhauling of the present machinery of financial control is indicated if concrete results are to be achieved, requiring among other things far-reaching reforms in the present system of budgeting and accounts.

We have accordingly divided our recommendations into long-term and short-term proposals. Our short-term proposals are intended particularly to deal with the difficulties experienced under the present system in getting on with the execution of schemes and projects of local importance.

2. At the secretariat level, decentralisation of financial control may be achieved by introduction of Financial Advisers Scheme in the provinces. We have dealt with the re-organisation of the Finance Department in Chapter II (Appendix I) and made recommendations regarding the appointment of the Financial Advisers in the various departments. Decentrali-
sation of
financial
control at
Secretariat
level.

3. At present administrative departments in the provinces have substantial financial powers in their own right, which are comparable to the financial powers delegated by the Central Government recently to the administrative ministries. A matter in respect of which powers had previously been delegated may be referred to the Financial Adviser for his views at the discretion of the administrative department concerned, but such a reference may not be a condition precedent to the exercise of powers conferred on the department.

4. Subject to the availability of funds in the budget or through a post-budget allocation, the administrative departments should have full powers to issue expenditure sanctions where no relaxation of financial rules or civil service rules is involved. Only cases pertaining to the matters indicated in the *Annexure* need be referred to the Finance Department for advice.

5. The introduction of Financial Advisers Scheme in the Provinces will be conducive to the decentralisation of financial control. Full benefits of this scheme can, however, be reaped only when:—

- (i) Budgets are formulated on a programmatic and performance basis; and
- (ii) Accounting organisations and procedures are improved and accounting made prompt and accurate.

Budgetary
reforms
necessary
for decen-
tralisation.

6. The form in which the Central and the Provincial budgets are being prepared is out of date. It is a legacy from the past when the maintenance of law and order and collection of revenues were the main activities of Government and the objective of the budget was to maintain a balance between revenue receipts and revenue expenditure. Now that emphasis of the governmental activities has shifted to social and economic development, the budget should clearly indicate the physical targets to be achieved by the various items of expenditure provided for. *The physical targets should be expressed as far as possible in quantitative terms by selection of suitable work measurement units.* The cost of each unit should be determined and financial allocations made for the units of work to be achieved during the year.

Thus, for instance, the Finance Department could fix the cost per bed or per out door patient in a Government hospital, leaving it to the Health Department to utilize the funds to the best possible advantage without any further control from F. D. Similarly, funds could be made available to the P. W. D. on the basis of a specified amount per mile of road of particular specifications for purposes of maintenance, leaving it to the administrative department to determine the staff and methods of work necessary to achieve the desired results.

7. Adoption of a performance budgeting system will be of considerable help in the decentralisation of financial control. It is not of much use providing high level Financial Advisers if they are tied down to our present *line-item type of budget* which is rigid and spells out every small detail. With the introduction of the performance budgeting techniques, the need for direct control by the Finance Department over expenditure in respect of establishment, will no longer exist as financial relationships between the expenditures to be incurred and the objectives to be achieved will have been worked out and will be constantly kept under review by the Finance Department. *This will ensure that the results achieved are commensurate with the expenditure incurred.* A performance budget will thus provide considerable flexibility in the operations of the executive departments and will be a challenge to the ingenuity of the Financial Advisers to keep the costs to the minimum for attainment of the objectives in view.

8. We would also like to point out that the present budgetary classification does not make the budget a suitable instrument of Government's economic policy. The budgetary classification should be modified to make it more meaningful in economic terms. The line of demarcation between 'capital expenditure' and 'revenue expenditure' and 'revenue receipts' and 'capital receipts' needs to be reviewed. The budgetary classification has to be modernised and many major and minor heads of accounts which are completely out of date have to be carefully examined and their content determined afresh.

9. Consequent on the promulgation of the new Constitution, the budgetary procedures will have to be carefully reconsidered in line with the constitutional requirements. We would suggest that an expert committee may be set up as soon as possible to review the budgetary procedure and the form of the budget, with a view to removing the defects pointed out above and to bringing them in line with the new constitutional pattern.

10. One of the main hurdles that has come in the way of adoption of modern performance budgeting techniques is the inadequacy of our present accounting arrangements. *The Provincial Government have hardly any Accounts staff.* The accounts are being maintained by the Accountants-General and Comptrollers, who are not subject to the administrative control of the Provincial Government. There are no Provincial Accounts Services and the accountant in the provincial departments is merely a clerk. This has resulted in complete confusion in the maintenance of Provincial Accounts. There is considerable delay in the compilation of accounts. Large amounts are booked under 'suspense' heads which are not cleared for years. This makes it impossible to work out the financial relationships between expenditures and achievements or to keep such relationships constantly under review. In such circumstances, performance budgeting becomes impossible and accounts cease to be an effective tool of management and control.

11. Even budgeting in accordance with the present pattern is becoming increasingly difficult. *The accuracy of budgeting is dependent on accurate accounts expeditiously compiled.* In the present context, when the final accounts figures are not available until two to three years after the expenditure is incurred, budgeting degenerates into mere guess work. It is not surprising that there are variations between the budgeted amounts and the amounts actually spent. Under the Financial Advisers Scheme, the Secretary of the Ministry has been declared to be Principal Accounting Officer and has been held responsible for ensuring that the actual expenditure is kept within the budgetary allocation. However, in the absence of proper accounts, the Secretary will be

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quite helpless and will be unable to perform the duty assigned to him. This will create serious complications when Parliamentary control over expenditures is introduced under the Constitution.

12. We understand that Government have engaged a firm of foreign consultants for advising them on the improvement of accounts. The consultants have already submitted an interim report. No tangible steps have, however, been taken to effect any improvements in the accounts organisations and procedures. We should like to emphasise the extreme urgency of this task. *Effective control of expenditure by the Legislature or the Executive will be impossible unless accounts are improved.*

Flexibility
in the
budget,

13. Real decentralisation in financial control can be brought about through the Financial Advisers Scheme only if there is a built-in flexibility in the provincial budget. This will require the adoption of performance budgeting techniques. Pending improvements in budgeting and accounting procedures, however, we would suggest that the following steps should be taken in the interest of decentralisation:—

- (i) A substantial lump sum provision may be made in the budget for development schemes of local importance in each division. This provision should be spent by the Divisional Councils. Each Divisional Council should furnish an annual report in respect of schemes financed out of this grant.
- (ii) Budgetary provisions for development need not be made rigidly specific. Thus, for instance, when a certain number of schools are to be provided for, the location of each school need not be shown in the budget itself and should be left to be decided by the regional head and the Divisional Council concerned, within the budgetary allocation for a particular region.
- (iii) Special lump sum budget provisions may be made at local/regional levels for unforeseen expenditure, on (a) Establishment and (b) Contingencies, in order to facilitate the removal of bottlenecks in the execution of schemes held up on account of minor omissions in the budget. These funds should be placed at the disposal of heads of attached departments in Category 'A', regional heads (in consultation with the Commissioner) in Category 'B' and the Divisional Commissioners in the case of departments in Category 'C'.

Delegation
of Powers to
field officers.

14. For the purpose of financial delegations, we have divided the field officers in four categories:—

Category I—

Heads of attached departments falling in Category 'A'.

Regional and divisional heads in case of departments included in Category 'B'.

Divisional Commissioners in case of departments in Category 'C'.

Category II—

Officers-in-charge of independent offices in grade above the Senior Class I, and Deputy Commissioners.

Category III—

Officers-in-charge of independent offices in senior Class I scale.

Category IV.—

Other drawing and disbursing officers.

15. At present, schemes which involve capital expenditure exceeding Rs. 25 lakhs or revenue expenditure exceeding Rs. 5 lakhs have to be submitted to the Central Development Working Party and the Economic Committee of Cabinet for approval. We feel that the limit for submission of the schemes to the Economic Committee has been fixed too low. The Economic Committee should deal with major projects of national importance.

Delegation of Powers in respect of sanctioning of schemes and works.

We recommend that a scheme which does not involve capital expenditure of Rs. 50 lakhs or revenue expenditure of Rs. 20 lakhs need not be submitted to the Economic Committee of Cabinet and should be finally sanctioned by the Governor on the advice of the Provincial Development Working Party.

16. The administrative departments, in consultation with their Financial Advisers, should have powers to sanction development schemes and works involving capital expenditure of less than Rs. 5 lakhs or revenue expenditure of Rs. 50,000. Where these amounts are exceeded, development schemes shall be referred to the Provincial Development Working Party.

17. Officers in Category I should have power to accord administrative approval to schemes or works involving an expenditure up to Rs. 1 lakh.

The Chief Engineers should in addition have the power to accord administrative approval to irrigation and communications schemes involving an expenditure up to Rs. 2 lakhs and non-residential buildings involving expenditure of not more than Rs. 1 lakh.

18. Divisional Councils should have powers to sanction all schemes or works of local importance provided such schemes or works can be financed from the lump sum budgetary provision made for the purpose.

Sanctioning
Staff and
Establish-
ment.

19. As regards sanctioning of posts, it is clear that administrative departments will have full power to sanction them in consultation with their Financial Advisers, where the expenditure on such posts can be met from the budget provision, lump sum or otherwise, for Pay of Officers and Pay of Establishment. Such posts may be accommodated within the budget provision by retrenchment of existing posts or by utilization of savings which may accrue for other reasons.

20. Subject to budget provision, lump sum or otherwise, officers in Category I may have power to sanction all posts other than Class I posts, and officers in Category II all non-gazetted posts.

Sanctioning
of Contingent
Expenditure.

21. Contingent expenditure may be divided into two classes:—

- (i) expenditure on items specifically shown in the budget estimates in detail; and
- (ii) expenditure met from lump sum budgetary provision or allocation of funds where individual items are not specified.

22. In case of expenditure falling under the class (i) above, the various officers categorised in paragraph 14 should have the following powers:—

Officers in Category I	.. Full powers.
Officers in Category II	.. Each item not exceeding Rs. 10,000.
Officers in Category III	.. Each item not exceeding Rs. 5,000.
Officers in Category IV	.. Each item not exceeding Rs. 1,000.

In respect of contingent expenditure falling in class (ii) in the last paragraph, the officers should have the powers as indicated in *Appendix VII*.

Powers of
Re-appropriation.

23. Administrative departments and officers in Category I (*vide* paragraph 14) should have the powers to reappropriate funds within a grant subject to the following conditions:—

- (i) the re-appropriation does not involve undertaking of recurring liability;
- (ii) the re-appropriation is not made from a lump sum provision;
- (iii) re-appropriation does not increase an item which has been specifically reduced by Legislature or Government;
- (iv) no re-appropriation is made to or from the Primary Units—Pay of Officers and Pay of Establishment; and
- (v) no re-appropriation is made to provide funds for a new item of expenditure not contemplated by the Budget.

Disposal of
Surplus
Stores.

24. All administrative departments, in consultation with Financial Advisers, should have full powers to declare any stores surplus or unserviceable.

The powers which officers subordinate to the administrative departments should have are indicated below:—

Officers in Category I	.. Up to the value of Rs. lakhs.
Officers in Category II	.. Up to the value of Rs. 50,000.
Officers in Category III	.. Up to the value of Rs. 10,000.

25. The officers should have the power to sell surplus or unserviceable stores by auction as under:—

Officers in Category I	.. Full powers.
Officers in Category II	.. Up to Rs. 1 lakh.
Officers in Category III	Up to Rs. 20,000.
Officers in Category IV	.. Up to Rs. 5,000.

The amounts indicated above refer to *undepreciated book value*.

Refunds.

26. Officers in Category I should have full powers to order refunds in accordance with the rules or in pursuance of decisions of Courts in respect of which no appeal is proposed to be filed.

Officers in Category II may have similar powers in respect of refunds not exceeding Rs. 2 lakhs and officers in Category III may make similar refunds up to Rs. 50,000 in each case.

Suspension
of Re-
covery.

27. The administrative departments should have powers to suspend collection of Government dues for a period not exceeding one year.

The officers in Category I may have the same power for a period not exceeding three months.

Remission.

28. Remission of Government dues, otherwise than in accordance with the rules but not in relaxation of any rule, may be made up to Rs. 5,000 by the administrative department, in consultation with the Financial Adviser.

In case of remission in accordance with the rules, the administrative department and officers in Category I should have full powers.

Advances to
Government
servants.

29. An officer in Category I may sanction an advance to a Government servant for construction of a house, purchase of a house, or purchase of a car or any other motor conveyance or for purchase of typewriter.

Officers in Category II may also have power to sanction advances for purchase of motor-cycles, cycles, ponies and typewriters.

Write-off.

30. The administrative departments in consultation with the Financial Advisers may write off losses other than those due to

negligence or fraud up to Rs. 10,000; and an officer in Category I may write off such losses up to Rs. 2,000.

31. Administrative departments, in consultation with the Financial Advisers, may write off losses due to negligence or fraud up to an amount not exceeding Rs. 2,000, provided a report is sent to the Accountant-General.

32. Apart from the above powers, certain departments need special financial powers for carrying out their activities. Thus, for example, the officers of the Revenue Department have to be granted powers to dispose of land and to sanction taccavi loans and officers of the P.W.D. have to be given power to grant technical sanction and to enter into contracts for construction of works. Accordingly we recommend special powers for these departments as in *Appendix VIII*.

ANNEXURE

(Paragraph 4 of the Chapter)

*Cases in respect of which reference to Finance Department
will be necessary*

- (1) Scrutiny and approval of budget estimates and supplementary estimates.
- (2) Expenditure sanctions where a lump sum provision is made in the budget on the clear understanding that such a reference to the Finance Department will be made.
- (3) Expenditure sanctions where budget grant (in respect of internal expenditure or external expenditure) is to be exceeded.
- (4) Revision of scales of pay and allowances of government servants, any changes in terms and conditions of service of government employees and revision or amendment of Service Rules, Financial Rules, Regulations and Orders.
- (5) Conditions governing the sale or disposal of capital assets if the amount exceeds Rs. 50,000.
This does not apply to disposal of land, buildings and surplus stores in respect of which specific delegations have been made or proposed.
- (6) Changes in the scale of stores or equipment or in the design or specifications of accommodation.
- (7) Variation in the rate of recovery for services rendered by Government and the proposals affecting receipts of Government.
- (8) Re-appropriation from or to primary units relating to "Pay of Officers" and "Pay of Establishment".
- (9) Contracts and purchases to the extent specified below:
 - (a) all purchases or contracts the value of which exceeds Rs. 50 lakhs and where it is not proposed to accept the lowest tender. (If a contract extends over a period of time, its total value for the entire period of its currency will be taken as the value for the purpose of this limit).

- (b) Any negotiated or single tender contract, the value of which exceeds Rs. 50 lakhs. (A limited or open tender, which results in one effective offer, will be treated as a single tender contract for this purpose).
- (10) Cases involving relaxation of financial rules or service rules having financial implications, other than cases in respect of which powers have been delegated.

CHAPTER VI

ROLE OF BASIC DEMOCRACIES IN ADMINISTRATION

To our mind, the main objectives of Basic Democracies may be stated in the following words:—

Objectives
of Basic
Democracies

- (i) to foster the growth of responsible leadership among the people through development of local initiative and enterprise and the management of public affairs;
- (ii) to develop local areas by the maximum utilization of local effort and resources and by the building up of the development plans from the grass-roots level;
- (iii) to enhance accountability of the administration at the local level by providing institutional check against the arbitrary exercise of authority by the local officers;
- (iv) to decentralize the administration and to co-ordinate it at appropriate levels;
- (v) to provide municipal services to the people through responsible local government institutions.

Keeping these broad objectives in view, we shall consider the role of Basic Democracies in development and administration as part of our scheme of decentralization.

ROLE IN DEVELOPMENT

2. From the reports received, it appears that Basic Democracies have already undertaken considerable public welfare activities in their areas, e.g., construction of embankments and roads, removal of water hyacinth, establishment of adult education centres, sinking of wells and tubewells, tackling of social evils and so on. Of these, the works of local development have been undertaken largely on self-help basis on the lines made familiar by the former Village AID programme.

3. We consider that the scope of these activities should be enlarged and the Basic Democracies should be placed firmly within the framework of the Development Administration as a whole. For this purpose two-fold action will be required, that is—

- (a) to associate Basic Democracies with the planning and implementation of the schemes of various development and nation-building departments; and

- (b) to create favourable conditions and provide necessary assistance to them for undertaking local development works on their own. This would supplement the schemes of Government departments and particularly take care of the special needs and requirements of local areas.

4. The task of orderly Development divides itself into three broad phases: planning, programming and implementation. We consider that the most effective contribution can be made by Basic Democracies in the first phase and, to a certain extent, in the third phase.

Planning. 5. At present, there is a tendency for plans of development to be prepared at the provincial and central headquarters, and nearly all decisions are taken at these levels. The need for decentralizing the planning process has been recognised for a long time. In the First Year Plan, it was stated in the following words:—

“Instead of being prepared and imposed from above, programmes—particularly in the sphere of rural development—should originate in the villages and proceed upward, so that their aggregate represents the needs, aspirations, and thinking of the people.”

It should, in our view, be possible largely to make up this gap through Basic Democracies. In the words of the Second Five Year Plan:

“A new dimension has been added to planning by the institutions of Basic Democracies.....It is probably in Development Planning that the best opportunities exist for democratic participation.”

6. We recommend that practical procedures should be set up immediately to associate Basic Democracies with long-term planning. The most appropriate basic unit for this purpose within the system would be the Tehsil Council. At this level, the interests of all union councils are represented through their chairmen; and the Tehsil level officers of the various nation-building departments are also members of the Council. Thus, it would be possible to combine maximum democratic participation with some administrative knowledge and skills at the basic level of planning. We think that this should yield People's Plans which are not altogether divorced from realism in their conception and knowledge of the resources available. It is the ignorance of the limited resources of Government that leads to unrealistic expectation and demands from the people. It is, therefore, necessary to take them into confidence and even to place the responsibility on them to plan within the resources available.

7. Accordingly, we recommend as follows:—

- (i) For the Third Five Year Plan, the Planning Commission should prepare an assessment of the available resources well in advance and allocate them between various sectors.
- (ii) The Commission should give guidance regarding targets and priorities in each sector and, to the extent possible, broadly indicate area-wise distribution of allocations.
- (iii) With reference to the estimated resources, each Tehsil Council should be required to prepare a development plan for its area. This plan should include activities in all sectors.
- (iv) The plans of Tehsil Councils should be discussed, and processed in the District Council and a district plan evolved therefrom for submission to the Divisional Council. At the divisional level, all district plans should be consolidated and given the final shape in which they are to be sent to the Provincial Government.
- (v) To ensure preparation of sound and realistic plans, committee level staff work should be done by Committees of District and Divisional Councils, recommended in paragraphs 18—20, *infra*.
- (vi) At the provincial level, the Planning and Development Department should co-ordinate the plans received from Divisional Councils, in consultation with the subject-matter departments concerned, and break them down sector-wise, for inclusion in the Third Five Year Plan.
- (vii) An allocation should be made in the Third Five Year Plan for “Local Development through Basic Democracies”. The allocation should be of such a size that it could be expected to make a definite impact on the development of local areas. In making this allocation, regard should also be had to the fact that Basic Democracies have now succeeded the Village AID Organisation in the important field of ‘community development’.

8. In the annual development programming, it is not possible to associate the Basic Democracies because of the short time available. But we recommend that:—

- (i) A suitable lump sum provision should be made in the development budget every year during the current Plan period for “Development works of Basic Democracies”, as distinguished from development schemes in the Government sector;
- (ii) The extent to which Local Councils should supplement this provision from their own resources, including

voluntary labour, should be indicated. By means of executive instructions, conditions may also be laid down under which government grant would be given, including the ratio between local funds and matching Government grant for the different divisions.

Each Divisional Council should be required to send an annual report in respect of the development activities undertaken with the help of this financial provision.

Implementation,

9. Basic Democracies will bear direct responsibility for implementing the schemes financed from their own resources and from the lumpsum provision discussed above—with the assistance of P.W.D. and other government departments, where necessary.

As regards schemes falling in the Government sector, Basic Democracies should be kept in the picture and given the authority to discuss in their meetings the progress of these schemes with the officers-in-charge.

Schemes of Basic Democracies,

10. For the implementation of the schemes of the Basic Democracies themselves, we recommend as follows:—

- (i) Ordinarily, the Basic Democracies should execute their own schemes, but in bigger projects—involving specialised technical work—they should be competent to seek the assistance of the Government department concerned which should be readily provided.
- (ii) Economic type of standard designs suited to the conditions of various areas should be evolved for the construction of buildings for dispensaries, schools, etc., so that they can be used for inviting tenders or for the execution of works under the supervision of the Councils themselves.
- (iii) The works of Local Councils costing Rs. 50,000/- or more should be executed by the P.W.D. Below this limit, the Local Councils should have the option to get the works executed by their own engineering staff or by the P.W.D.
- (iv) Major public health works of Basic Democracies should be executed by the Public Health Department. As regards minor public health works, the arrangements suggested for other construction works will also apply to them.
- (v) The *maintenance* of all major and minor works executed by or for Local Councils should be the responsibility of their own engineering staff, except in areas where such staff has still to be provided. In these areas, this additional responsibility may also be borne by the P.W.D., if possible.

11.. In respect of Government schemes processed through the Divisional Councils at the stage of planning, we suggest that—

Schemes of
Government
Departments

- (i) the Basic Democracies should be given the authority to ask for any information from the department concerned regarding the progress of implementation. If the District/Divisional Council is not satisfied with the progress of a particular scheme, it may bring the matter to the notice of the Deputy Commissioner/Commissioner for being taken up with the department concerned at the highest level.

But the Basic Democracies should not interfere in technical and disciplinary matters.

- (ii) At the stage of implementation, Local Councils should further decide such matters as the location of sites for new schools, hospitals and other works, as shown in the *Annexure*. Their advice on these matters should ordinarily be binding unless it is considered perverse in which case an appeal may be made to the higher tier whose decision should be final.

The scope of this 'advice' field may be extended as experience shows a growing sense of responsibility on the part of those entrusted with this power.

ROLE IN ADMINISTRATION

12. In the administrative sphere, the object should be to encourage Commissioners, Deputy Commissioners and other Divisional and District Officers to consult the Local Councils in as many matters affecting the public welfare and administration as possible. We have in the *Annexure* indicated the matters in which consultation with the Councils would be compulsory. In addition, the officers would be well advised to consult them even in many other matters which are within their own discretion. This consultation should particularly be useful in the maintenance of law and order, removal of sectional and communal differences, reforms of all types and public reactions to measures which affect the people.

13. Without affecting the generality of the proposals, we would recommend by way of illustration that in the law and order field—

- (i) The Local Councils should progressively become the most effective forum for the settlement of local feuds and disputes. The establishment of Conciliation Courts has given a new importance to this role of the Union Councils. In addition to the powers already given to Union Courts, we recommend that they may

also deal with simple revenue cases of partition, appraisal of produce, fixation of rent and so on, up to the value of Rs. 500.

(ii) Union Councils should organise village defence parties on the lines of *thikri pehra* in the former Punjab. These parties can render yeoman's service in controlling crime and the danger of raids. This is envisaged under Article 28(3) of the Basic Democracies Order, enabling the taking of "special measures to secure village defence and security".

(iii) District and Divisional Councils should be associated actively with the rehabilitation of offenders released on *probation*. This assistance can take the form of finding gainful employment for them and helping them generally to be admitted back into the community.

Committees
of Councils.

14. It would be necessary to evolve a practical procedure for the discussion and decision of the matters to be referred to the Local Councils. We, therefore, recommend that standing committees should be constituted in the Tehsil, District and Divisional Councils to deal with cases coming from various departments. Separate committees may be set up for some subjects like Education, while the same committee can deal with connected subjects like Agriculture and Minor Irrigation.

15. The Standing Committees should also deal with the development schemes relating to each of these subjects.

16. The Standing Committees should be given large powers to act on behalf of the general body of the Council concerned. This is necessary as frequent meetings of the full Councils will not be feasible for dealing with the day to day matters concerning the administration.

Need for
collaboration
between offi-
cials and
non-officials.

17. We visualise the participation of Basic Democracies in administration as a growing rather than a static relationship. For our main purpose of decentralization, the value of the Local Councils lies in the fact that they can prove a useful check on the exercise of delegated powers. We hope that our proposals, when implemented, will help in fostering the concept of the Commissioner-in-Council and the Deputy Commissioner-in-Council, particularly in the field of development. Progress in this respect will depend largely on the manner in which the duties we have proposed are carried out by both official and non-official members of Basic Democracies. This relationship will take time to mature, particularly in view of the barriers that existed in the past between Government officials and the public whom they were supposed to serve. On the one hand, it would be necessary that Government officers progressively adapt themselves to their new role of sharing

authority with the people. On the other, the people's representatives will have to be educated, through training and experience, in handling their new responsibilities and making full use of the opportunities for public service provided by Basic Democracies.

18. Systematic plans must, therefore, be devised to bring about a fuller appreciation and understanding of the concepts and working of Basic Democracies both among the officials and the members of the public. The Government has already taken some steps for the dissemination of knowledge regarding Basic Democracies, but we think that more efforts are needed in this direction. Accordingly, we recommend as follows :—

- (i) The Bureau of National Reconstruction should produce literature in simple and easily intelligible language on Basic Democracies. Some literature already exists, but it is in separate pamphlets which need to be put together and brought up-to-date;
- (ii) The Provincial Government should send copies of this literature to each member of Class I and Class II services and require him to render a certificate to the Head of his office that he has read and fully understood its contents.
- (iii) Every new entrant to Government service (Class I and Class II) should be supplied with this literature;
- (iv) At all staff colleges, academies and other training institutes for Government servants, the subject of Basic Democracies should form an important part of the courses of training;
- (v) The working of Local Councils, their achievements and problems, should be discussed in the Conventions of Basic Democracies held in the districts and divisions. The lines on which the participation of the people in administration could be made more effective and meaningful should also be considered at these conventions, in order to reflect the point of view of the Councillors themselves on this subject.

- 22. Chakbandi ..
- 23. Remodelling of outlets and channels, new *mogas* and altering size of *mogas*.
- 24. Shifting of outlets, transferring area from one outlet to another or from one channel to another, splitting of outlets, construction of culverts or minors, and distribution of less than 100 cusecs, drains and escapes and silt clearance.
- 25. New reclamation outlets
- 26. Rotational supply due to shortage of water in the canals.

A for 21 on prepage.

NOTES—(i) The present Canal Advisory Committees of Executive Engineers should be abolished and their functions entrusted to Irrigation Committees of the District/ Divisional Councils.

(ii) Procedure for consultation with the Councils concerned should be simple so as to avoid delay in giving effect to the proposals.

Where the area in question concerns one or two Union Councils, the initiating official should hold discussions with the Councils concerned.

Where the area is larger, consultation would be more useful in the Tehsil Council.

REVENUE

- 27. Opening of new *patwar* circles and adjustment of their boundaries. Union Councils should be consulted regarding area to be included in a Circle.
- 28. Distribution of relief to flood victims. Distribution should be made through Union Councils.

- | | |
|--|--|
| 29. Conciliation in cases of agrarian disputes relating to such matters as rent, partition, appraisal of produce, etc. | The new Conciliation Courts set up at Union level should be given powers to settle cases of rent, partition and appraisal of produce up to the value of Rs. 500. |
|--|--|

ROADS

- | | |
|-------------------------------------|--|
| 30. Construction of new link roads. | Location should be decided by the Divisional Councils. |
|-------------------------------------|--|

TRANSPORT

- | | |
|-----------------------------------|--|
| 31. Regional Transport Authority. | The non-official members in each Regional Transport Authority should be appointed from among the members of Divisional/District Councils only. |
|-----------------------------------|--|

CHAPTER VII

SIMPLIFICATION OF PROCEDURES

Delegation of powers by itself will not provide an answer to the difficulties of the public. Often, these difficulties arise not from the absence of authority at the local level but from the fact that the procedure in the Government offices is lengthy and cumbersome, and the official concerned may make it appear even more so unless his palm is greased. People have often to wait for hours, and sometimes days, outside the office of the Deputy Commissioner, the Excise and Taxation Officer or the Executive Engineer, before they can get a job of work done. A poor man coming from the village often has to waste several days before he can complete the steps necessary for depositing a paltry amount of Rs. 5 or so in the treasury in respect of a payment made to Government. The procedures become even more lengthy where any payments are to be made by, or on behalf of, the Government.

2. A number of these procedures are a legacy from the past and appear to be quite out-moded in the context of changed circumstances. Others embody far too many checks and counter-checks, making it necessary for an applicant to run to a number of Government offices and officials before his application can be finally disposed of. More often than not, he is required to fill and get attested a plethora of forms, distinguished by circumlocution and involved language, often beyond the comprehension of the average literate citizen. All this serves to invest Government business with an aura of mystery for the man in the street and is far removed from the objectives of a popular and democratic administration.

3. The investigation of procedures is a big subject and, by and large, a neglected field of study. We have not been able to find much guidance in this matter in most of the available reports on administrative reorganisation. We have, therefore, been able only to make a few suggestions, illustrative rather than exhaustive of the subject, and indicating the lines on which further studies should be undertaken. For this purpose, we would divide the difficulties of the public into two categories, that is—

- (i) difficulties common to a number of Government offices, e.g., deposit of money into Government account, supply of copies of documents, unsatisfac-

tory conditions of waiting outside offices, verification of antecedents and financial position of applicants, and so on; and

- (ii) difficulties peculiar to some departments and offices like Excise and Taxation, Passport Office, P.W.D. and others.

4. Our recommendations in Appendix IX are, therefore, in two parts.

Part I deals with the difficulties common to most Government offices, and Part II with difficulties in respect of particular offices and departments.

Our general approach is that the prescribed formalities should be reduced to the minimum. Secondly, it should be the business of the Government offices, rather than of the public, to complete whatever formalities are necessary and unavoidable.

5. We further recommend that a more thorough-going examination of the subject should be undertaken. We did not do it ourselves as we did not have the time or the leisure, and also as the non-official case—which is important for this investigation—was not available to us. The Provincial Governments have already set up special committees for this purpose but they have not been particularly active. These committees also consist entirely of officials. In our view, this is a field in which the most useful investigation can be made only with the association of members of the public. We, therefore, recommend that a more high-powered and broad-based committee should be set up in each province, including eminent non-officials interested in this kind of work. This committee should be given a reasonable time for making a searching inquiry into this subject of great concern to the people.

CHAPTER VIII

IMPLEMENTATION

We consider that, should Government decide to set up the revised pattern of administration in West Pakistan on the lines recommended in this report, it would be necessary to reflect the new organisation of departments at the provincial and lower levels in the budget for 1962-63. The existing budget calendar requires that all expenditure estimates on account of permanent establishment and activities should be sent to the Finance Department by the 1st January at the latest. It is, therefore, necessary that decisions on the organisational set up should be finalised by the 31st December, 1961. The highest priority may be given to this matter and a proper machinery set up to put the new organisation on the ground within the time available.

2. We recommend that a special implementation cell should be created in West Pakistan under a senior Secretary assisted by whole-time Deputy Secretaries of Law, Finance, and Services and General Administration Departments.

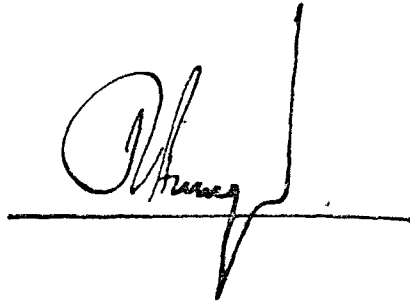
The Secretary should be charged with the following functions—

- (i) he should issue the sanctions for the creation of the new gazetted staff and other establishment. We have indicated the requirements of officers and staff up to the gazetted level in *Appendix I*;
- (ii) he should allocate officers belonging to Class I, Class II and subordinate services for filling up the new posts created at various levels;
- (iii) he should issue such orders as may be necessary regarding the sorting and movement of records;
- (iv) he should prepare draft legislation including rules and procedures, for enabling the carrying out of these recommendations; and
- (v) he should obtain Government orders for delegating powers to officers of various departments.

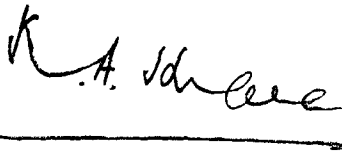
3. A time-table, indicating the various steps to be taken for putting the new organisation on the ground, is given in the *Annexure*.

4. As the Central Government would like to remain in touch with the important task of reorganising the Provincial administration, the President's Secretariat may be kept informed of the progress of the decisions taken on our recommendations at all important stages of implementation.

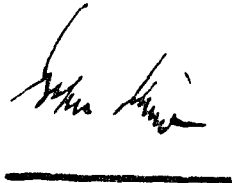
5. As regards the financial cost of the proposals, it is being worked out. It is evident that the savings effected at the provincial headquarters will be absorbed in financing the additional cost of some new regional offices. The additional expenditure, if any, is not expected to be substantial and is, therefore, not of much significance in the determination of the vital policy issues discussed in this Report.



(N. A. Faruqui)



(K. A. Huque)



(M. M. Ahmad)



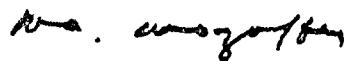
(A. G. N. Kazi)



(D. K. Power)



(Hussain Haider)



(M. A. Muzaffar)

APPENDICES

APPENDIX I**RE-ORGANISED PATTERN OF ADMINISTRATION IN
WEST PAKISTAN**

- I. Irrigation and Power Department.
- II. Communications and Works Department.
- III. Education Department.
- IV. Health, Social Welfare and Labour Department.
- V. Agriculture Department.
- VI. Food Department.
- VII. Industries Department.
- VIII. Revenue and Rehabilitation Department.
- IX. Services and General Administration Department.
- X. Home Department.
- XI. Planning and Development Departments.
- XII. Finance Department.
- XIII. Law Department.
- XIV. Auqaf Department.
- XV. Information Department.
- XVI. Basic Democracies Department.

I—IRRIGATION AND POWER DEPARTMENT

Government agencies in the field of Irrigation are the WAPDA and the IRRIGATION BRANCH of the Public Works Department.

WAPDA

2. WAPDA has been entrusted with the overall surveys and investigations of water resources with a view to their optimum utilization. It has also been entrusted with the Replacement Works necessitated by the Indo-Pakistan Water Treaty and some other major works. WAPDA will have to be continued in its existing form under the direct control of the Provincial Government.

Irrigation
Branch of
P. W. D.

3. The Irrigation Branch is mainly concerned with the maintenance and operation of open canals. They are also engaged on construction of some irrigation and drainage projects. There are eight regional offices of the Irrigation Branch with headquarters at Lahore, Lyallpur, Multan, Bahawalpur, Sukkur, Hyderabad, Peshawar and Quetta. These regional offices are headed by Deputy Chief Engineers

The work of the Department has been over-centralized at Lahore. The designs prepared by the regional offices have to be cleared with the head office and in many cases the designs are initially prepared at the headquarters. A number of Circles are functioning directly under the Chief Engineer, Irrigation, West Pakistan. The head office has been over-staffed. Apart from the Chief Engineer, there are two Additional Chief Engineers, four Deputy Chief Engineers, and a number of Directors at headquarters. This over-centralization delays the preparation of projects as well as their implementation. The Deputy Chief Engineers are reluctant to take decisions and refer even unimportant matters to the head office.

4. We are of the view that there is urgent need for decentralization of this Department. Only the following matters need be dealt with at the Provincial headquarters:—

- (i) water allocations and overall control of operations of running canals;
- (ii) implementation of the Indo-Pakistan Water Treaty;
- (iii) planning and budget; and
- (iv) distribution of machinery and liaison with the Machinery Pool Organisation.

For the rest, the actual work of construction of irrigation projects and the maintenance of running canals could be assigned to Regional Chief Engineers. They should have their own Designs Offices and should be the final authority for according technical sanctions. Once funds

have been budgeted for the various projects, they should have full powers to incur expenditure in accordance with the approved project estimates.

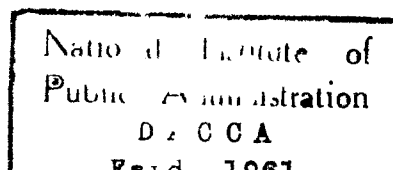
5. At the headquarters, it will not be necessary to have any super-Chief Engineer. The activities, which have to be dealt with from Provincial headquarters, could be looked after by the Secretariat. For this purpose, a Secretariat Department of Irrigation and Power will have to be organised, headed by a Technical Officer. The Regional Chief Engineers and the Directorates of Hydrology and Research should report direct to this Department. The detailed set-up of the Secretariat Department has been indicated in *Annexure 'A'*.

6. At present there is a Directorate of Reclamation at headquarters. The preparation of Reclamation Projects has been assigned to WAPDA. The running of the tube-wells on the completion of the Projects will be the function of the Agricultural Development Corporation. The Irrigation Branch will be required merely to maintain the drainage channels, which work could be decentralized and assigned to the Regional Chief Engineers. The two Drainage Circles in the central zone will be required for the various drainage works, which are at present being executed by the Irrigation Branch. These Circles should, however, work under the Regional Chief Engineers concerned. There is no need for a Drainage Circle in the southern zone, as in this area the reclamation projects are expected to be constructed by WAPDA. There is insufficient maintenance work-load to justify the retention of a full Drainage Circle in the area. In the circumstances, the Drainage Circle may be abolished and the maintenance works assigned to the other Circles in the area.

7. At present there is also a Project Circle, attached to the headquarters of the Irrigation Branch. This Circle was meant for preparing projects pertaining to Replacement Works. Since this work has been assigned to WAPDA, a Project circle is apparently unnecessary. Suitable liaison staff will, however, have to be created; so that, while designing Replacement Works, the viewpoint of the Irrigation Branch is taken into consideration. The size of this staff should be worked out by the Irrigation Branch in consultation with WAPDA. This staff will have to be financed from the Indus Basin Fund.

8. For construction of irrigation works and the maintenance of the running canals, six Chief Engineers will be needed with headquarters at Peshawar, Sargodha, Lahore, Multan, Sukkur and Quetta. The detailed requirements of the staff for the various Regions and the Circles to be administered by each Chief Engineer have been indicated in the chart at

P. 239



Annexure 'B'. This chart has been prepared on the assumption that the four Circles pertaining to the command of the Ghulam Muhammad Barrage will be directly subordinate to the Agricultural Development Corporation, to whom the administration of the project is proposed to be transferred. The chart (*Annexure 'B'*) does not, therefore indicate these four Circles.

Power.

9. The construction of power generating stations, their running and maintenance and distribution of power, is being attended to by WAPDA, a semi-autonomous authority aided by high calibre Consultants and Advisers.

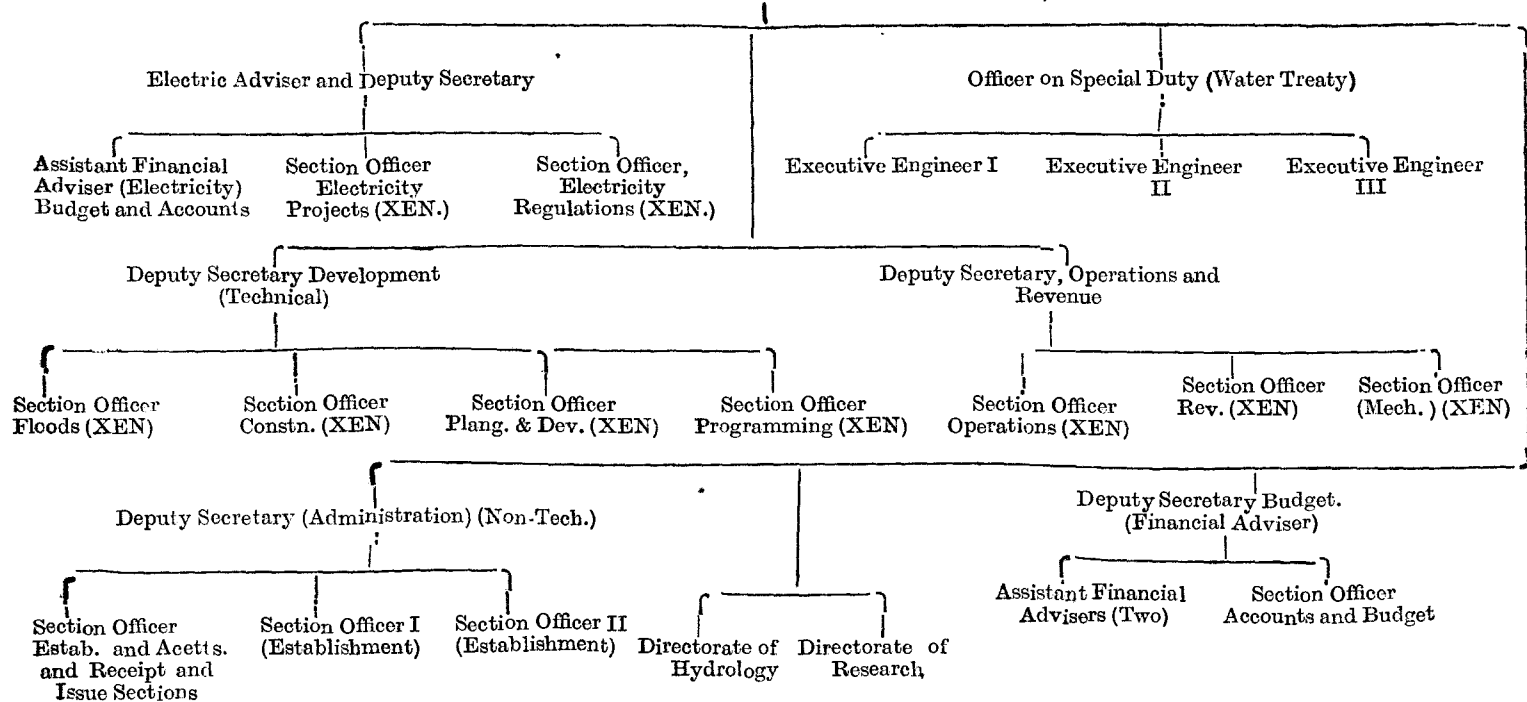
The only Government functionary in this field is the Chief Inspector of Electricity, who has to perform certain regulatory statutory functions pertaining to generation and distribution of electricity. He has three Regional Inspectors under him. These Inspectors have already full powers under the Electricity Act and the Chief Engineer has also got the same powers for the entire Province. In the circumstances, the main task of the Chief Inspector is to lay down policy and to ensure that uniform standards are maintained. We feel that for these purposes a separate Attached Department is unnecessary and should be abolished. Instead, an Electrical Adviser may be appointed within the Secretariat Department of Irrigation and Power with the status of a Deputy Secretary to Government. He should be assisted by two Section Officers in the grade of Executive Engineer. The field work should be looked after by five Inspectors in the grade of Executive Engineer as indicated in *Annexure 'C'*.

ANNEXURE 'A'

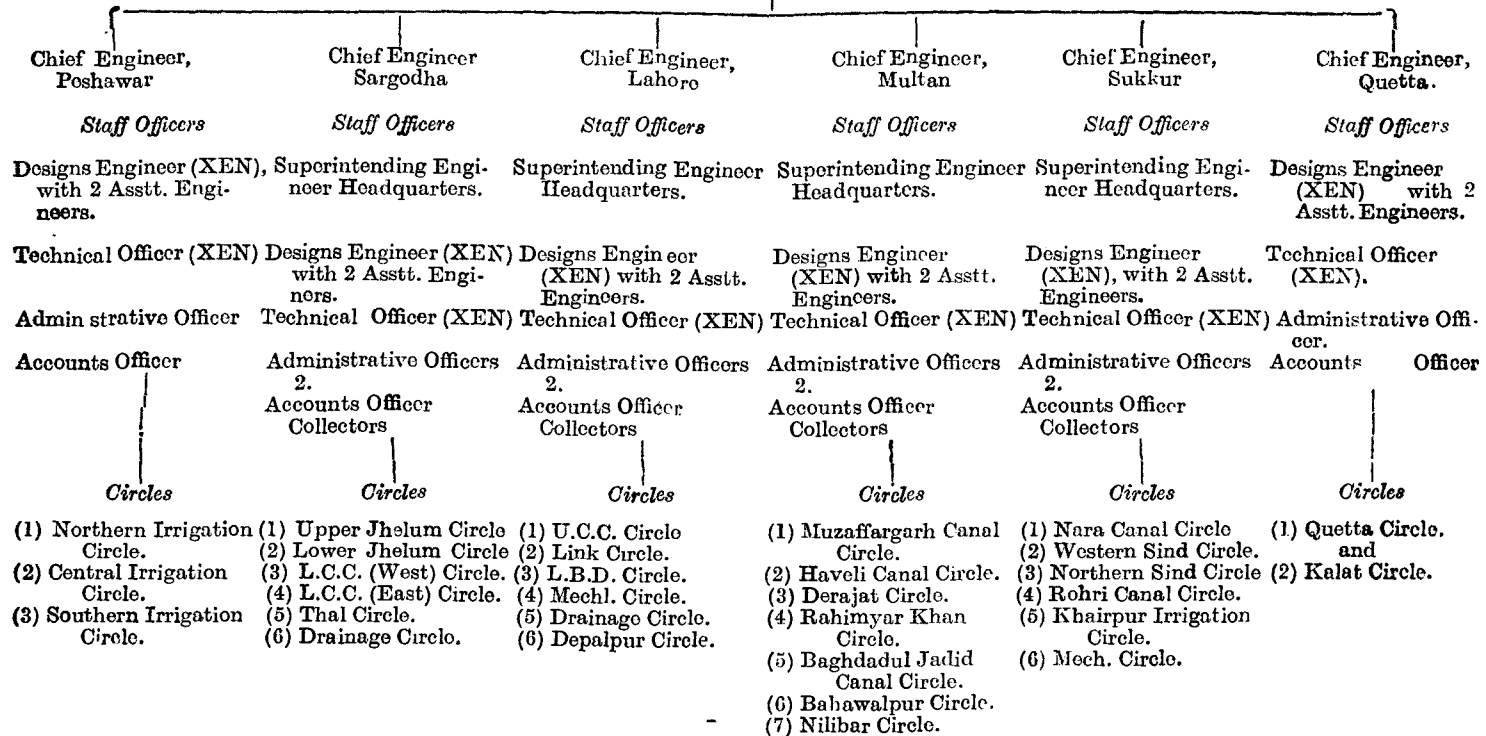
IRRIGATION AND POWER DEPARTMENT

SECRETARIAT ORGANIZATION

SECRETARY, IRRIGATION AND POWER (TECHNICAL)



ANNEXURE 'B'
IRRIGATION AND POWER DEPARTMENT
IRRIGATION FIELD STAFF
SECRETARY, IRRIGATION AND POWER

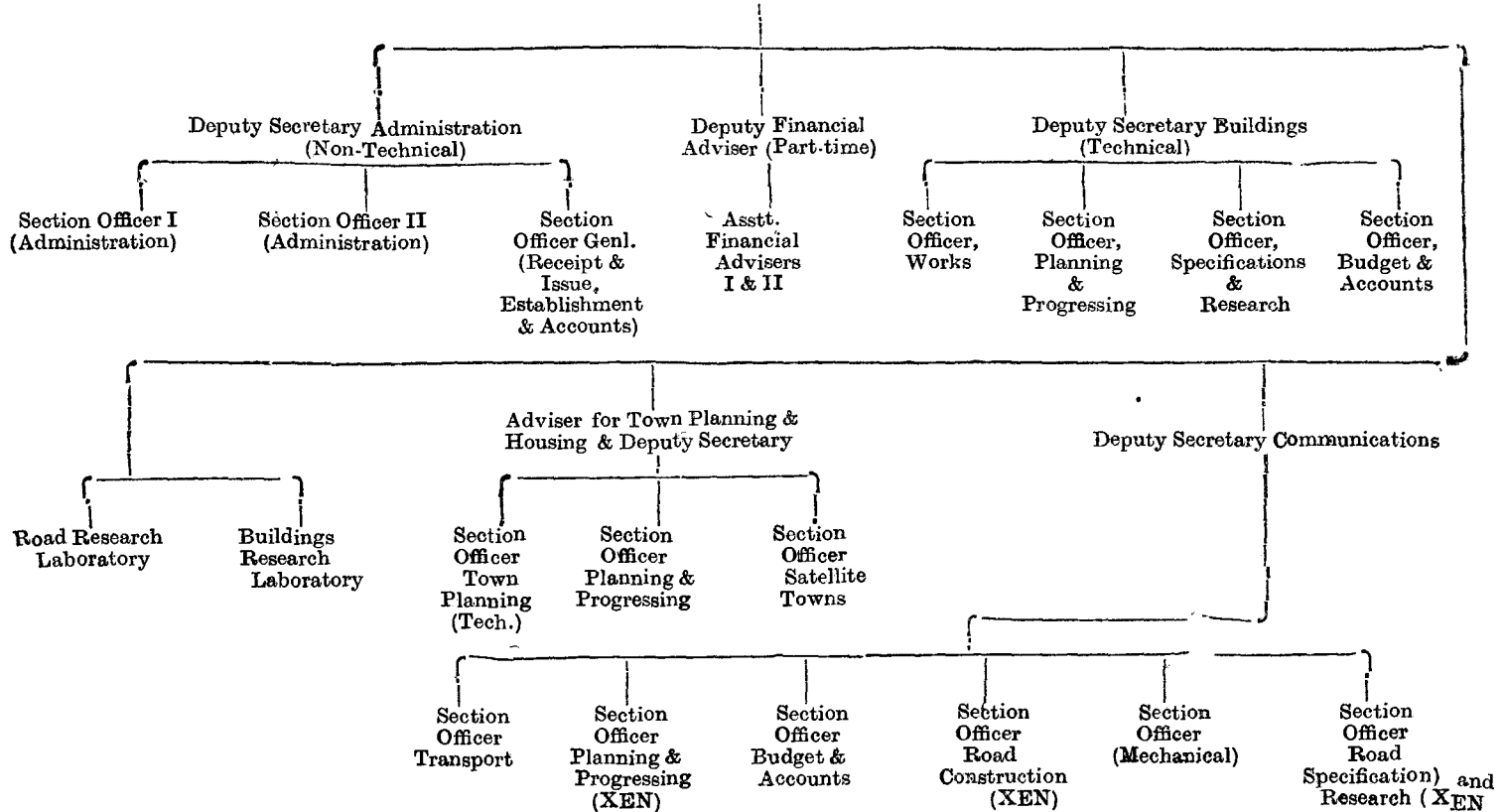


ANNEXURE 'A'

COMMUNICATIONS AND WORKS DEPARTMENT

SECRETARIAT ORGANIZATION

SECRETARY, COMMUNICATIONS AND WORKS



ANNEXURE 'B'

COMMUNICATIONS AND WORKS DEPARTMENT

FIELD STAFF FOR BUILDINGS AND ROADS

SECRETARY, COMMUNICATIONS AND WORKS

Chief Engineer, Peshawar	Chief Engineer, Lahore	Chief Engineer, Bahawalpur	Chief Engineer, Hyderabad	Chief Engineer, Quetta
<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>
1. Administrative Officer	1. Administrative Officer	1. Administrative Officer	1. Administrative Officer	1. Administrative Officer
2. Technical Officer (XEN.)	2. Technical Officer (XEN.)	2. Technical Officer (XEN.)	2. Technical Officer (XEN.)	2. Technical Officer (XEN.)
3. Designs Officer (XEN.) with two Asstt. Design Officers	3. Designs Officer (XEN.) with two Asstt. Design Officers	3. Designs Officer (XEN.) with two Asstt. Design Officers.	3. Designs Officer (XEN.) with two Asstt. Design Officers.	3. Designs Officer (XEN.) with two Asstt. Design Officers.
4. Architect	4. Architect	4. Architect	4. Architect	4. Architect
5. Accounts Officer	5. Accounts Officer	5. Accounts Officer	5. Accounts Officers	5. Accounts Officer
6. Land Acquisition Officer	6. Land Acquisition Officer	6. Land Acquisition Officer	6. Land Acquisition Officer	
<i>Circles</i>	<i>Circles</i>	<i>Circles</i>	<i>Circles</i>	<i>Circles</i>
1. Peshawar Circle	1. Rawalpindi Circle	1. Lyallpur Circle	1. Buildings Circle, Hyderabad.	1. Quetta Circle
2. Abbottabad Circle	2. Lahore Circle	2. Multan Circle	2. Elec. & Mech. Circle.	2. Kalat Circle.
3. Bannu Circle	3. Lahore Construction Circle.	3. Bahawalpur Circle	3. Roads Circle, Hyderabad	
	4. Lahore Public Health Circle.		4. Roads Circle, Sukkur	
			5. Public Health Circle, Hyderabad.	

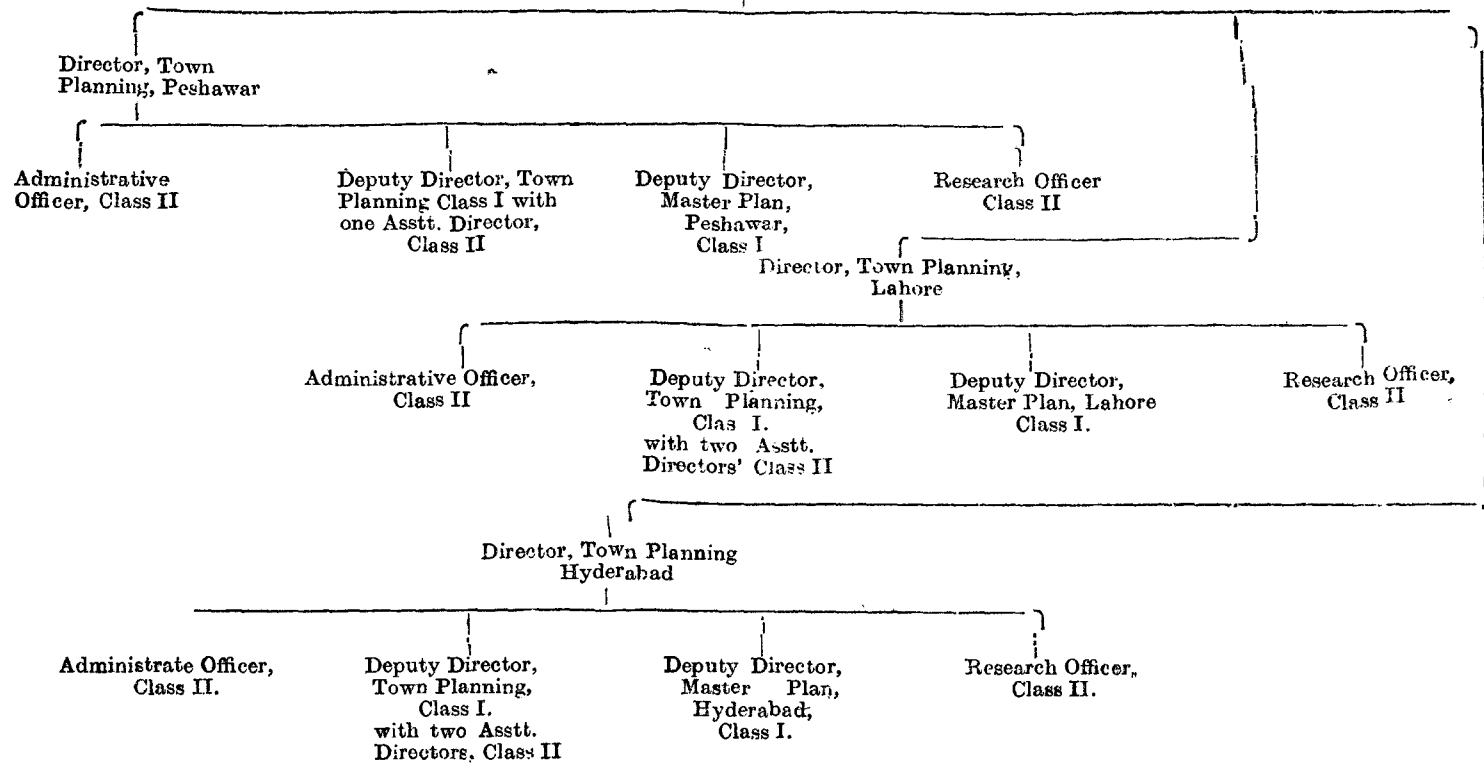
ANNEXURE 'C'

COMMUNICATIONS AND WORKS DEPARTMENT

TOWN PLANNING FIELD STAFF

SECRETARY, COMMUNICATIONS AND WORKS

Adviser, Town Planning and Housing



III—EDUCATION DEPARTMENT

This Department deals with:—

- (1) Universities,
- (2) Colleges,
- (3) Technical Education,
- (4) Teachers Training Institutions,
- (5) Secondary Education,
- (6) Primary Education, and
- (7) Libraries, Museums, Sports and Games and Cultural Activities.

2. Only the universities, boards of secondary education, technical colleges and polytechnics need be looked after direct from the Provincial headquarters. The Education Extension Centre and the Bureau of Education may also be maintained as attached offices of the Education Secretariat. It will also be necessary to set up a Bureau of Publications and a Bureau of Examinations at headquarters. All the other activities could be decentralised and entrusted to regional Directors of Education. The Directorate of Public Instruction may be abolished.

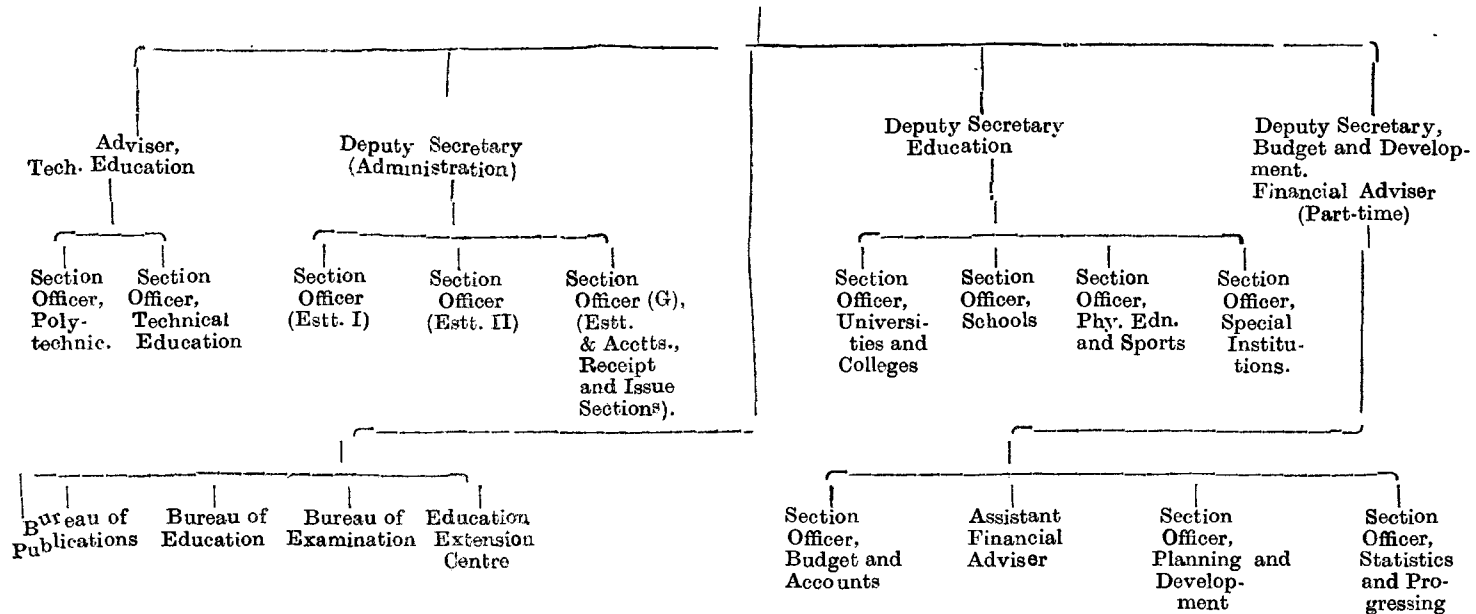
3. The Education Secretary should be assisted by an Adviser for Technical Education. The detailed set-up of the Secretariat has been indicated in *Annexure 'A'*.

4. At present there are five regional offices headed by Director of Education having headquarters at Peshawar, Lahore, Hyderabad, Quetta and Karachi.

The jurisdiction of the regional offices at Peshawar, Quetta, Hyderabad and Karachi is quite appropriate. The Lahore region, however, covers the entire area of the former Punjab province and Bahawalpur state. This region should be split up into two regions—one comprising the divisions of Rawalpindi and Sargodha and the other the divisions of Lahore, Multan and Bahawalpur.

5. Each Regional Directorate should as far as possible be self-contained. It should look after all educational institutions, except technical colleges and polytechnics. The Director should have suitable staff for inspection of such institutions, including the technical institutes and commercial centres. They should also have staff for conducting examinations and looking after the preparation of regional publications. The detailed set-up proposed for the various regions is indicated in *Annexure 'B'*.

ANNEXURE 'A'
EDUCATION DEPARTMENT
 SECRETARIAT
 SECRETARY, EDUCATION



ANNEXURE 'B'

EDUCATION DEPARTMENT

FIELD STAFF

EDUCATION SECRETARY

Director of Education
(Peshawar)

Staff Officers

1. Deputy Directress, Class I
2. Deputy Director, Colleges, Class I
3. Deputy Director, Schools, Class I
4. Deputy Director, Tech. Edn., Class I
5. Asstt. Director, Planning & Progressing, Class II.
6. Asstt. Director (Estt.), Class II.
7. Registrar, Departmental Examinations, Class II.
8. Publications Officer, Class II.
9. Asstt. Director, Phy. Edn. & Sports, Class II.
10. Asstt. Accounts Officer, Class II
11. Statistical Officer, Class II
- 2 Inspectors of Schools
- 1 Inspectress of Schools

Director of Education
(Rawalpindi)

Staff Officers

1. Deputy Directress, Class I
2. Deputy Director, Colleges, Class I
3. Deputy Director, Schools, Class I
4. Deputy Director, Tech. Edn., Class I
5. Asstt. Director, Planning & Progressing, Class II.
6. Asstt. Director (Estt.), Class II
7. Registrar, Departmental Examinations, Class II.
8. Publications Officer, Class II
9. Asstt. Director, Phy. Edn. and Sports, Class II.
10. Asstt. Accounts Officer, Class II
11. Statistical Officer, Class II
12. Inspector of Training Institutions, Class I
- 2 Inspectresses of Schools
- 2 Inspectors of Schools

Director of Education
(Lahore)

Staff Officers

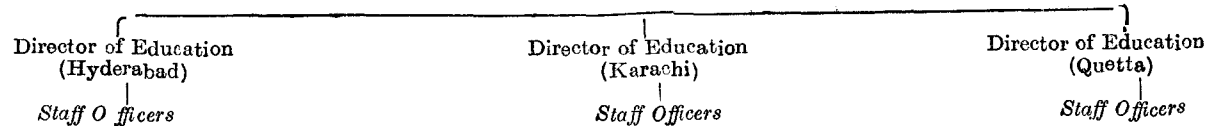
1. Deputy Directress, Class I.
2. Deputy Director, Colleges, Class I.
3. Deputy Director, Schools, Class I.
4. Asstt Director, Planning & Progressing, Class II.
5. Asstt. Director (Estt.) Class II.
6. Registrar, Departmental Examinations, Class II.
7. Deputy Director, Tech. Edn., Class I.
8. Publications Officer, Class II.
9. Asstt. Director, Phy. Edn. and Sports, Class II.
10. Asstt. Accounts Officer, Class II.
11. Statistical Officer, Class II
12. Inspector of Training Institutions, Class I.
- 3 Inspectors of Schools
- 3 Inspectresses of Schools

ANNEURE 'B'—concl'd.

EDUCATION DEPARTMENT

FIELD STAFF

EDUCATION SECRETARY



Director of Education
(Hyderabad)

Staff Officers

Director of Education
(Karachi)

Staff Officers

Director of Education
(Quetta)

Staff Officers

- | | | |
|--|--|---|
| 1. Deputy Directress, Class I | 1. Deputy Director (General) | 1. Deputy Director (General). |
| 2. Deputy Director, Colleges, Class I. | 2. Deputy Director (Schools) | 2. Assistant Director, Planning, Class II |
| 3. Deputy Director, Schools, Class I | 3. Deputy Director (Colleges) | 3. Registrar, Examinations. |
| 4. Deputy Director, Tech. Edn., Class I | 4. Assistant Director, Planning and Progressing. | 4. Deputy Director (Technical), Class II |
| 5. Asstt. Director, Planning & Progressing, Class II | 5. Assistant Director (Establishment) | 2 Inspectors of Schools |
| 6. Asstt. Director (Estt.), Class II | 6. Publications Officer, Class II | 1 Inspectress of Schools |
| 7. Registrar, Departmental Examinations, Class II | 7. Students Guidance Officers, Class II (Two) | |
| 8. Publications Officer, Class II | 8. Assistant Director (Technical) | |
| 9. Asstt. Director, Phy. Edn. and Sports, Class II | 9. Assistant Director, Phy. Edn. and Sports. | |
| 10. Asstt. Accounts Officer, Class II | 10. Assistant Accounts Officer, Class II | |
| 11. Statistical Officer, Class II | 11. Assistant Directress, Class II | |
| 2 Inspectors of Schools | 2 Inspectors of Schools | |
| 1 Inspectress of Schools | 1 Inspectress of Schools | |

IV—HEALTH, SOCIAL WELFARE AND LABOUR DEPARTMENT

Health
Department

The activities of this Department are:—

- (1) Medical, Education and Research,
- (2) Hospitals and Dispensaries,
- (3) Medical Stores,
- (4) Prevention and Control of Diseases,
- (5) Health, Maternity and Child Welfare Centres,
- (6) Prevention of Adulteration of Foodstuffs, and
- (7) Registration of Births and Deaths.

2. The education and research institutions and the medical stores depot will have to be controlled from Provincial headquarters. The, Institute of Public Health, medical colleges and attached hospitals should be placed under Boards of Governors and dealt with direct by the Provincial Secretariat.

The Health Directorate may be abolished and the policy formulation work entrusted to the Secretariat. A Health Adviser may be appointed in the Secretariat for this purpose and to deal with the residual activities, such as over-all control of out-breaks of epidemics and co-ordination of regional activities. The Secretariat department may also control the Directorate of Public Health Engineering, which has been constituted recently. The detailed set-up of the Secretariat has been indicated in *Annexure "A"*.

3. At present there are four regional offices with headquarters at Quetta, Hyderabad, Multan and Peshawar.

The Deputy Director at Peshawar controls not only Peshawar and Dera Ismail Khan divisions but also Rawalpindi division. The Deputy Director at Multan looks after Multan, Bahawalpur and Lahore divisions. The jurisdiction of these regional offices is much too wide. We feel that there should be five regional Directors of Health with headquarters at Peshawar, Lahore, Multan, Hyderabad and Quetta. If the health institutions of Karachi are transferred by the Ministry of Health to the Provincial government, there should also be a Director of Health at Karachi.

Each Director should be assisted by an Assistant Director (Medical) and an Assistant Director (Public Health). Apart from this, each Regional Directorate would require the following subordinate officers:—

- Administrative Officer,
- Statistical Officer,

**Drug Inspector, and
Inspectress of Health Services.**

The chemico-bacteriological laboratories, T.B. sanatoria, mental hospitals and schools for training subordinate staff, should be administered by the regional Directors in whose jurisdiction they fall.

4. The activities of the Labour Department include :—

**Labour and
Social Wel-
fare.**

- (i) Registration and inspection of factories.
- (ii) Registration of trade unions.
- (iii) Conciliation of labour disputes.
- (iv) Examination of weights and measures.
- (v) Implementation of I.L.O. Conventions.
- (vi) Administration of various laws relating to Labour, such as Payment of Wages Act, 1936, Industrial and Commercial Employment Ordinance, 1960, Workmen's Compensation Act, 1923, West Pakistan Maternity Benefit Ordinance 1958, Industrial Statistics Act, 1952, Punjab Trade Employees Act, 1940, Weekly Holidays Act, 1942, and other miscellaneous legislation.

5. The work load of this department is not sufficient to justify the appointment of regional heads of a high status. Moreover it seems necessary to retain the Director of Labour Welfare for tackling labour disputes of province-wide significance and for dealing with the following matters :—

- (i) co-ordination of the work of regional offices.
- (ii) collection of statistical data and consolidation of various returns for submission to the Central Government.
- (iii) registration of trade unions functioning beyond the jurisdiction of one region.
- (iv) implementation of I.L.O. conventions.

In the circumstances, the Directorate may be retained in its present form.

6. At Karachi, the work is organised on lines different from those obtaining elsewhere in West Pakistan. The conciliation work is done by a Labour Commissioner, while the inspection of factories is being attended to by the Chief Inspector of Factories and Boilers with his own staff. There is also a Chief Inspector of Weights and Measures, under the control of the Civil Supplies Department.

The work relating to inspection of boilers should be separated from the work of factory inspection and should be assigned to an officer of the Industries Department as is the case elsewhere in West Pakistan. The Chief Inspector of Weights and Measures (Class II Officer) should be absorbed as a labour officer and the work of inspectors of weights and measures should be supervised by labour officers having jurisdiction in line with the West Pakistan pattern.

7. For Karachi, a Deputy Director of Labour Welfare may be appointed assisted by an Assistant Director and 5 Labour Officers each for dealing with inspection and conciliation work.

Co-operation 8. The work in the field of co-operation can be divided in three parts :—

- (i) regulation of co-operative societies and banks, *i.e.*, their registration, audit and management ;
- (ii) educating the people in co-operative techniques and creating a suitable climate for co-operation ; and
- (iii) organising new co-operative societies and providing them with guidance for their functioning and development.

9. At present, the co-operative organisation in the field is looking after the entire work. However, the regulatory work absorbs most of their energies and not much attention is being paid to the educative and developmental work falling in (ii) and (iii) above. To our mind, these two aspects are much more important than purely regulatory work. We feel that the governmental organisation should deal with purely regulatory work, while the other work could be done more effectively by semi-autonomous bodies. In particular, the Provincial Co-operative Union should be the agency for carrying out extension work and creating a climate for organisation of co-operative societies.

The important work of formation of new co-operative societies and ensuring their development on the right lines may be assigned to a semi-autonomous Board constituted by Government. Government may appoint the chairman and three of the members of this Co-operative Development Board and three other members may be appointed by the Co-operative Union, which is representative of all co-operative organisations in the Province. This Co-operative Development Board should organise new co-operative societies on sound lines, particularly those societies which are likely to be conducive to agricultural development. The Board should tackle the task of consolidation of holdings through co-operation and also mechanisation of farming by co-operative endeavour. Most of the investment for these purposes should be forthcoming through the co-operative banking channels and, to a limited

V—AGRICULTURE DEPARTMENT

This Department deals with the following subjects :—

- (1) Agriculture.
- (2) Animal Husbandry.
- (3) Forest.
- (4) Fisheries.
- (5) Game.

AGRICULTURE

2. The main activities in this field are :—

- (i) Agricultural Education.
- (ii) Agricultural Research.
- (iii) Extension.
- (iv) Plant Protection.
- (v) Agricultural Services, namely, provision of seed, fertilizer, implements, tractors, etc.
- (vi) Soil conservation.

3. At present there are three agricultural colleges in the Province. Agricultural Education.

The College at Peshawar is being looked after by the Peshawar University. The College at Lyallpur has been converted into an Agricultural University. The third College at Tando Jam is proposed to be managed through a Board of Governors. Thus, it would appear that the agricultural educational institutions are being managed by semi-autonomous bodies. These institutions should not require any detailed attention and could be appropriately dealt with by the Provincial Secretariat direct.

4. On the Research side, in accordance with the report of the Food and Agriculture Commission, three major research institutions have to be run by the Provincial Government at Peshawar, Lyallpur and Tando Jam. These research institutes will have research sub-stations attached to them. Each institute will be run by a Director who will be a high-powered senior officer of the Agriculture Department. These institutions can also be controlled direct from the Provincial Secretariat. The co-ordination in Research activities will be brought about through the Pakistan Research Council, on which the three Directors will be represented. Agricultural Research.

5. With the setting up of the Agricultural Development Corporation, the supply of seed and fertilizer will be passed on to the Supply Agricultural Services

Wing of the Corporation. For 'project areas', the Corporation will also control agricultural machinery and carry out the extension and plant protection functions. Work relating to extension and plant protection outside project areas can be fully decentralized. So also agricultural machinery workshops can be placed under the control of regional Directorates suitably strengthened by agricultural engineering staff.

The Directorate of Soil Conservation should, however, continue to be administered by the Secretariat direct.

Reorganisa-
tion.

6. At present, there are eleven Deputy Directors of Agriculture, one for each division in the grade of Rs. 600—1,150. Instead, 5 regional Directors of Agriculture may be appointed with headquarters at Peshawar, Lahore, Multan, Hyderabad and Quetta in the grade of Rs. 1,400 and with the financial and administrative powers of the present Director of Agriculture. The proposed field organization for Agriculture is shown in *Annexure 'B'*.

ANIMAL HUSBANDRY DEPARTMENT

7. The main functions of this Department are :—

- (1) Veterinary Education.
- (2) Research.
- (3) Veterinary hospitals and dispensaries and medical stores.
- (4) Prevention and control of veterinary diseases.
- (5) Livestock farms and improvement of breeds.

8. As has been recommended in the case of agricultural educational institutions, the College of Animal Husbandry should be placed under a Board of Governors and dealt with by the Provincial Secretariat direct. This will also apply to the attached research institutions.

A Bureau of Diseases Investigation and Biological Products may be attached to the Secretariat, which should also look after the veterinary medical stores. The livestock farms should be placed under the control of Director of Livestock Farms, who should be directly subordinate to the Secretariat and should be in charge of government livestock experimental stations, grantee farms and land grant farms. He may also direct research on livestock production on the farms and exercise the powers of a Head of Department.

9. For the rest, the work of the Animal Husbandry Department should be decentralized and entrusted to regional Directors of Animal Husbandry. These regional Directors should be in charge of veterinary hospitals and dispensaries and should carry out disease investigation

and control operations. They should also be in charge of minor live-stock work, such as, regional poultry farms, lambardari grants and distribution of stud animals. The regional Directors may be in the grade of Rs. 600—1,150, with a special pay of Rs. 150. Their staff officers and field staff has been shown in *Annexure 'C'*.

The adoption of this organisational pattern will also do away with the mushroom growth of separate unrelated cells for development and research, which have been created under different development schemes from time to time and will ensure the distribution of existing personnel on a rational basis.

FOREST DEPARTMENT

10. The activities of the Forest Department are :—

- (1) Education and training in forestry.
- (2) Management and exploitation of existing forests.
- (3) Development of forests.

11. The education at collegiate level is being provided by the Forest College, which is run by the Central Government. The control of lower institutions for training Foresters can appropriately be decentralized. The exploitation, regeneration and development of forests could also be decentralised completely.

There is no need for the headquarters office of the Chief Conservator of Forests which should be abolished. Instead, the work should be done by the regional Chief Conservators of Forests in the grade of the present Conservators of Forests, with a special pay of Rs. 250. There should be five such Chief Conservators with headquarters at Peshawar, Lahore, Quetta, Hyderabad and Multan. They should control all the operations of the department including the training institutions within their jurisdiction.

A Forest Adviser may be appointed in the Secretariat for advising Government in respect of formulation of over-all provincial policy and co-ordination of the work of regional offices. The field organisation of the Forest Department has been indicated in *Annexure 'D'*.

FISHERIES DEPARTMENT

12. The education and research facilities of the department are still in an embryonic stage. The work of development and exploitation of fisheries is also not sufficient in volume to justify the creation of

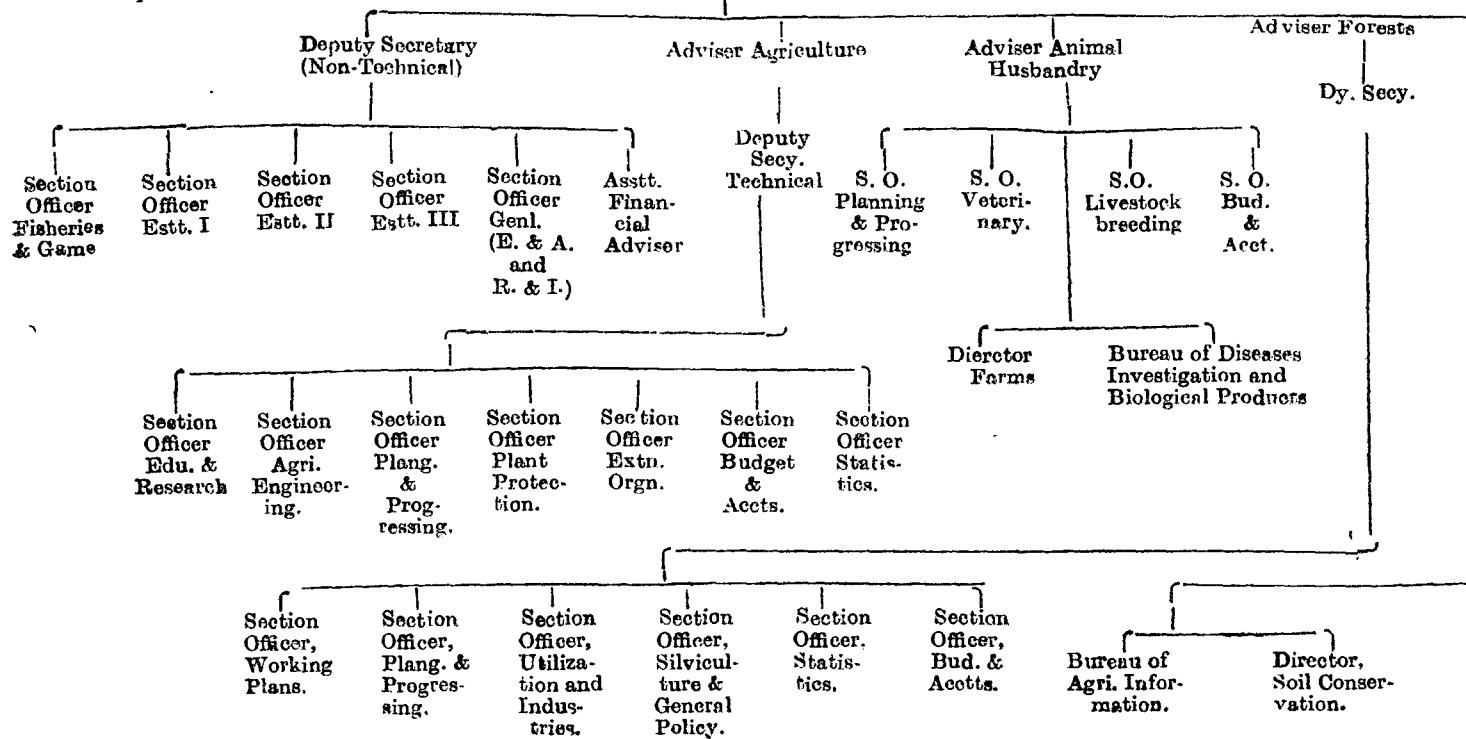
posts of regional heads of suitable status. In fact it may be difficult to fill such posts as there seems shortage of technical personnel. We consider that no change in the set up of the department is necessary at this stage.

GAME DEPARTMENT

13. Here too, a regional set up is not justified by the workload. In the circumstances we would recommend the retention of this department. The department may, therefore, be retained in its present form particularly as its activities do not directly concern the general public.

14. In consequence of these proposals, the Secretariat set up of the Agriculture Department will have to be re-organised on the lines indicated in *Annexure 'A'*.

ANNEXURE 'A'
AGRICULTURE DEPARTMENT
SECRETARIAT ORGANIZATION
Secretary Agriculture

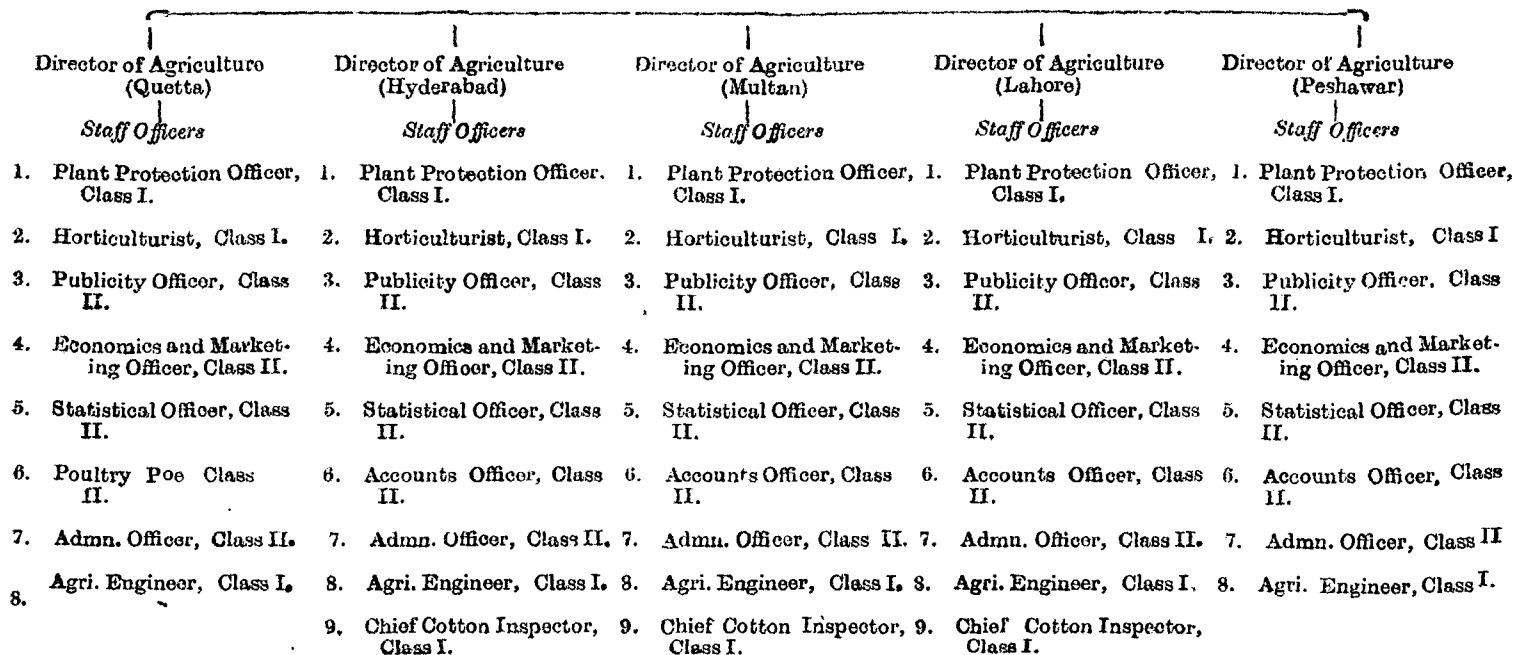


ANNEXURE 'B'
AGRICULTURE DEPARTMENT

AGRICULTURE FIELD STAFF

AGRICULTURE SECRETARY

ADVISEE AGRICULTURE



ANNEXURE 'C'

AGRICULTURE DEPARTMENT

ANIMAL HUSBANDRY FIELD STAFF

SECRETARY, AGRICULTURE

ADVISED, ANIMAL HUSBANDRY

Regional Director (Peshawar)	Regional Director (Lahore)	Regional Director (Multan)	Regional Director (Hyderabad)	Regional Director (Quetta)
<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>
1. Asstt. Director (Hqrs.), Class II.	1. Asstt. Director (H. qrs.), Class II.	1. Asstt. Director (H. qrs.), Class II.	1. Asstt. Director (H. qrs.), Class II.	1. Asstt. Director (H. qrs.), Class I.
2. Disease Investigation Officer, Class I.	2. Disease Investigation Officer, Class I.	2. Disease Investigation Officer, Class I.	2. Disease Investigation Officer, Class I.	2. Disease Investigation Officer, Class I.
3. Asstt. Disease Investiga- tion Officer, Class II.	3. Asstt. Disease Investiga- tion Officer, Class II.	3. Asstt. Disease Investiga- tion Officer, Class II.	3. Asstt. Disease Investiga- tion Officer, Class II.	3. Asstt. Disease Investiga- tion Officer, Class II.
4. Asstt. Disease Control Officer, Class II.	4. Asstt. Disease Control Officer, Class II.	4. Asstt. Disease Control Officer, Class II.	4. Asstt. Disease Control Officer, Class II.	4. Asstt. Disease Control Officer, Class II.
5. Livestock Dev. Officer, Class II.	5. Livestock Dev. Officer, Class II.	5. Livestock Dev. Officer, Class II.	5. Livestock Dev. Officer, Class II.	5. Livestock Dev. Officer, Class II.
6. Poultry Dev. Officer, Class II.	6. Poultry Dev. Officer, Class II.	6. Poultry Dev. Officer, Class II.	6. Poultry Dev. Officer, Class II.	6. Poultry Dev. Officer, Class II.
7. Dairy Dev. Officer, Class II.	7. Dairy Dev. Officer, Class II.	7. Dairy Dev. Officer, Class II.	7. Dairy Dev. Officer, Class II.	7. Dairy Dev. Officer, Class II.
8. Sheep Dev. Officer, Class II.	8. Sheep Dev. Officer, Class II.	8. Sheep Dev. Officer, Class II.	8. Sheep Dev. Officer, Class II.	8. Sheep Dev. Officer, Class II.
Asstt. Directors 4	Asstt. Directors 10	Asstt. Directors 5	Asstt. Directors 8	Asstt. Directors 5

ANNEXURE 'D'
AGRICULTURE DEPARTMENT
FOREST FIELD STAFF
SECRETARY, AGRICULTURE
ADVISER FORESTS

Chief Conservator of Forests (Quetta).	Chief Conservator of Forests (Hyderabad).	Chief Conservator of Forests (Multan).	Chief Conservator of Forests (Lahore).	Chief Conservator of Forests (Peshawar.)
<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>	<i>Staff Officers</i>
1. D. F. O., Planning and Development, Class I.	1. D. F. O., Direction	1. D. F. O., Direction	1. D. F. O., Direction	1. D. F. O., Direction
2. D. F. O., Silviculture, Class I.	2. D. F. O., Planning and Utilization.	2. D. F. O., Planning	2. D. F. O., Planning	2. D. F. O., Planning
3. Administrative Officer, Class II.	11 Divisions. 3. Conservator, Working Plans.	3. 8 Divisions and Forest School, Bahawalpur.	3. D. F. O., Utilization 13 Divisions.	3. D. F. O., Utilization 13 Divisions, Kaghan Valley, National Park.
6 Divisions.	4 Divisions.		4. Conservator Working Plans and Research and Education. 8 Divisions and Forest School, Ghoragali.	4. Conservator Working Plans. 10 Division

VI—FOOD DEPARTMENT

The Food Department was recently reorganised and the Directorate was merged with the Secretariat Department. The Additional Food Secretary is also the Director of Food. This arrangement has been found to be quite suitable for the Department and has also been conducive to economy. The Director of Food has certain statutory powers under various laws and in view of the movements of food, and other inter-regional problems, it seems desirable that the Additional Food Secretary should also have the overall powers of the Director of Food.

2. In the field, the Food Department has three regions, headed by Deputy Directors, with headquarters at Lahore, Peshawar and Hyderabad and catering for the former Punjab, N.-W. F. P. and Sind areas. In addition, there are three sub-regional offices dealing direct with the headquarters, headed by Assistant Directors at Bahawalpur, Quetta and Kalat, to deal with the food problems of these three divisions. At Karachi, there is a separate Director of Food and Civil Supplies, whose organisation has to be integrated with the general set-up.

3. We consider that it would be logical to divide the entire Province inclusive of Karachi, into six regions, with headquarters at Peshawar, Lahore, Multan, Hyderabad, Karachi and Quetta. These regional offices should be headed by Deputy Directors and should comprise the following divisions:—

- (1) Peshawar Region .. Peshawar and Dera Ismail Khan Divisions.
- (2) Lahore Region .. Lahore, Rawalpindi and Sargodha Divisions.
- (3) Multan Region .. Multan and Bahawalpur Divisions.
- (4) Hyderabad Region .. Hyderabad and Khairpur Divisions.
- (5) Karachi Region .. Karachi Division.
- (6) Quetta Region .. Quetta and Kalat Divisions.

4. Each region should have a Storage and Enforcement Officer and two Accounts Officers in class II, one for food and the other for sugar transactions. In addition, the heavier regions of Lahore, Multan, Hyderabad, and Karachi should have an Assistant Director each.

5. At Karachi, the Food Directorate also includes the Chief Inspector of Weights and Measures. This officer will now have to be merged with the Labour Department in accordance with the normal West Pakistan pattern.

There is no district level organisation at Karachi and instead there are four Assistant Directors. We feel that of these, one Assistants

Director may be retained as staff assistant to the Deputy Director (Food) Karachi, and the remaining three Assistant Directors redesignated as Rationing Controllers.

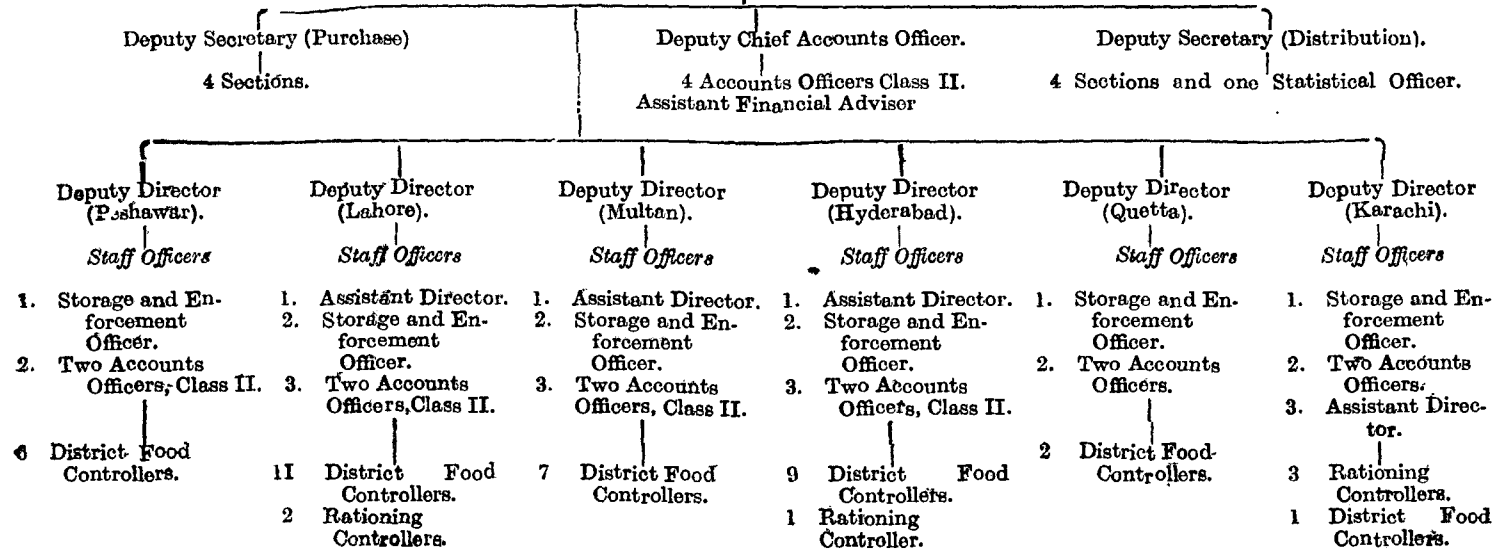
Karachi area should be divided into three Food Districts—each in charge of a Rationing Controller. These officers should control the rationing staff in the area and also attend to price control work pertaining to that area. A District Food Controller will also have to be provided for Lasbela district.

6. The organisational chart of the Food Department and in the field is given in the *Annexure*.

ANNEXURE

FOOD DEPARTMENT

ADDITIONAL SECRETARY AND DIRECTOR, FOOD



VII—INDUSTRIES AND COMMERCE DEPARTMENT

This Department deals with:—

- (1) Small Industries Corporation,
- (2) Control of industries and distribution of raw materials,
- (3) Registration of Joint Stock Companies,
- (4) Purchase of Stores; and
- (5) Government Printing and Stationery.

Small Industries Corporation.

2. At present there are two Small Industries Corporations—one for Karachi and the other for the rest of West Pakistan. There is little justification for retaining two separate Corporations for the Province and they should be merged into one Corporation, having direct dealings with the Provincial Secretariat.

3. The existing procedures relating to licensing of imports of industrial raw materials enable the industrialists to obtain their requirements without having to go to Provincial or even Divisional headquarters. No change in these procedures is necessary.

Provincial set up.

4. It, however, appeared at first sight that the Department of Industries in the Secretariat is doing about the same work as the Directorate of Industries and it was, therefore, considered that it will be conducive to economy and efficiency if the two are merged. There are however, serious objections to such a merger:—

- (i) the nature of work in the Industries Department is such that substantial executive powers cannot be entrusted to the regional heads without undue risk. The work of the regional heads has to be very closely supervised by field check from headquarters, which will become impossible if a separate Directorate ceases to exist.
- (ii) the Director of Industries is an extremely busy officer, who has to attend a large number of important Committees and give interviews to a large number of industrialists every day. If this work is also assigned to the Secretary, Industries Department, he would be severely handicapped in the performance of his other duties.
- (iii) the persons who have dealings with the Industries Department are generally well-to-do people and can afford to travel to Provincial headquarters, if need be.

5. We are, therefore, of the view that the Industries Directorate should be continued at present with its existing regional officers.

A new regional office will however, have to be set up at Karachi to carry on the work which was previously being attended to by the ministry of Industries. We recommend that in view of the concentration

of industry at Karachi the regional office should be headed by an Additional Director, who should be assisted by the following staff:—

Deputy Directors	..	..	4
Assistant Directors	..	..	8
Industrial Development Officers	..	..	8
Assistant Industrial Development Officers	..	..	4

On the administration side, the Additional Director should be helped by the Assistant Director (Admn.) and a Budget and Accounts Officer. The Additional Director should also be designated as Additional Registrar of Joint Stock Companies.

6. The purchase of stores is currently the function of the Industries Directorate. There is, however, a separate Additional Director of Supply with his self-contained organisation, who is dealing with the job. With the merger of Karachi, the work-load of this office will increase. However, for obvious reasons, it is undesirable to set up a separate Purchase Office for Karachi. All that is required is that an officer in the grade of the Deputy Director of Industries may be posted at Karachi as a liaison officer, who could receive the indents of the various offices located at Karachi. He could also look after the forwarding of imported goods, which have to pass through the Port of Karachi. Purchase of Stores.

7. The Director of Industries is *ex-officio* Registrar, Joint Stock Companies. This arrangement is quite satisfactory and may be continued.

8. The office of the Controller of Printing and Stationery may also remain as a separate attached department as at present. Printing and Stationery.

VIII—REVENUE AND REHABILITATION DEPARTMENT

The West Pakistan Government have already taken the decision that the Secretariat Revenue Department should be abolished and the Members, Board of Revenue, should themselves function as Secretaries to Government. This arrangement is quite satisfactory, as it reduces an unnecessary link in the chain of command.

Board of
Revenue.

2. The Board of Revenue has both judicial and executive functions. On the judicial side, the Board is the highest tribunal for revenue cases. We carefully considered whether the judicial functions of the Board could not be adequately performed by the Commissioners. We, however, feel that complete decentralisation of the judicial functions of the Board will have the following defects:—

(i) there will be considerable diversity in the rulings given by the Commissioners in respect of the same type of cases which will lead to confusion in the interpretation of Revenue Law.

(ii) final judicial decisions in cases involving private rights should be given in an atmosphere of detachment and freedom from local influences. This will not be possible if the Commissioners are the final judicial authority.

3. We, therefore, recommend that the Commissioners should ordinarily be the final appellate authority and only revisions may lie to the Board of Revenue on points of law. However, in those appeal cases in which a Commissioner reverses the orders of the Collector, a further appeal should be allowed to the Board of Revenue.

4. We also consider that there should be greater delegation of judicial authority in respect of revenue cases and, in particular, cases of executive nature, e.g., *lambardari* and *tawan* cases, should stop at the level of the Commissioner. The Board of Revenue should be concerned only with important cases involving private rights in property or value above a specified level.

5. We also suggest that in accordance with the policy laid down the Members of the Board should go on circuit to decide appeals and revisions at Divisional headquarters. The appeals and revisions lying to the Board should be filed in the courts of the Commissioners so that the petitioners may not have to go to the Provincial headquarters for filing their appeals or revisions.

Excise and
Taxation.

6. At present, there is a Director of Excise and Taxation, West Pakistan, who deals with matters relating to provincial excise, urban immovable property tax, entertainment tax, betting tax and other miscellaneous taxes. This officer used to work directly under the

SERVICES AND GENERAL ADMINISTRATION DEPARTMENT

This Department, headed by the Chief Secretary, is the nerve centre of the entire Provincial Government. Its main functions are:—

- (1) coordination of work of all departments under the overall scheme of government;
- (2) determination of general principles of personnel administration and securing of consistency of treatment for all government servants in the matter of their rights and the terms and conditions of their service;
- (3) control of the following services:—
 - (i) C. S. P. and P. S. P.
 - (ii) P. C. S., and Provincial Police Service.
- (4) control of important appointments, like heads of attached departments and Provincial Secretariat posts;
- (5) acting as secretariat of the Governor's Advisory Council to which all legislative and taxation proposals and cases involving vital political and administrative policies are brought up;
- (6) acting as administrative department for the following:—
 - (i) High Court.
 - (ii) Public Service Commission.
 - (iii) Anti-Corruption Department.

2. This Department, therefore, combines the functions performed in the Central Government by the Establishment and Cabinet Divisions. In view of the increasing importance of personnel administration and of general coordination of Government operations, we are recommending separately that a similar department should be set up in East Pakistan by splitting up the present Home Department

3. We suggest that:—

- (i) work relating to the Provincial Police Services, along with the staff dealing with it, should be transferred to the Home Department. Services and General Administration Department may, however, retain control over P.S.P. officers.
- (ii) the post of a Secretary in addition to the Chief Secretary and Additional Chief Secretary does not seem to be necessary and may, therefore, be reduced.

4. The High Court should be retained in its present form. It already has permanent benches at Karachi and Peshawar with circuit benches at Bahawalpur and Quetta. We believe the requirements of the various regions are being adequately met.

Secretariat
Department

High Court

Proposals have been received from the High Court for increase of their staff, particularly for the addition of one Deputy Registrar and two Assistant Registrars. These proposals may be referred to the Government in the normal course. There does appear to be need for a second Deputy Registrar to assist the Registrar on the administrative side in addition to the present Deputy Registrar who is in charge of the judicial side.

Public
Service Com-
mission.

5. Interviews are already being held by the Commission on regional basis with centres at Peshawar, Rawalpindi, Hyderabad and Karachi.

The Section Officer scheme was mooted for the Commission's office in January 1960, with certain modifications to suit the special type of work handled in some of its branches. Keeping in view the large bulk of clerical work in the processing of applications for recruitment and examinations, it may be necessary to give more than one Assistant to the sections introduced in the Commission's office. A scheme of re-organising its office into nine Sections has been prepared by the Commission. We recommend that this scheme should be introduced as early as possible with such modifications as may be necessary after further discussion with the Commission.

6. We also recommend that the Provincial Government should consider, in consultation with the Centre, the raising of the status of the post of Secretary of the Commission to be on par with that of an additional secretary to the provincial government. Being the source of continuity of administration, a senior officer in this post having a considerable background of serving in a number of departments would be more effective, especially in implementational follow-up of decisions taken in respect of service matters.

7. In respect of the present *procedure* of the Commission's working, we suggest that advice in the case of services/posts *other than Class I* may be given by two members of the Commission, constituting a kind of Division Bench. The discretion to nominate these benches should rest with the Chairman.

We also recommend that, in the interest of public convenience, application and other forms should be available to candidates in the Deputy Commissioner's office, acting on agency basis for the Commission.

Anti-Corruption
Department.

8. To be effective, the Anti-Corruption Organisation should have the support of government at the highest level and enjoy independence from local and departmental pressures. As such, its location under the Services and General Administration Department should continue.

9. However, it is also necessary to provide suitable checks against hasty and ill-considered action by this agency so that there is no undue

harassment or victimisation of government servants, Accordingly, we recommend as follows:—

- (i) An Anti-Corruption Board should be constituted at the provincial level with Chief Secretary as Chairman for cases against class I and P.C.S. officers. The permission to start enquiries/investigation should be given by the competent authority only on the recommendation of this Board. At present, all these cases are put up to the Chief Secretary direct. The device of an Anti-Corruption Board will also make it possible for restricted information which it may not be politic to place on record to be discussed at the Board's meetings.
- (ii) a similar Committee should be constituted for class II officers at the Divisional level, with the Commissioner as its Chairman.

In the case of non-gazetted staff, the present procedure under which permission for starting enquiries/investigation is given by the Appointing Authority of the government servant concerned may continue.

10. At present there are 3 regional offices of the Anti-Corruption Department at Hyderabad, Peshawar and Lahore. This set-up is stated to be adequate to meet the requirements of different regions.

For the trial of cases there are Special Judges and Sub-Judges-cum-Enquiry Officers at Peshawar, Lahore, Multan and Hyderabad. The post of a Special Judge at Sukkur is presently held in abeyance.

11. We consider, however, that the staff reserve at the headquarters for assisting the regional offices and taking up more complicated cases involving influential individuals, needs to be strengthened. We recommend that six more Inspectors should be provided at the headquarters for more expeditious disposal of such cases.

X—HOME DEPARTMENT

This Department deals with magistracy, police, prisons, passports, civil defence and tribal affairs.

Magistracy. 2. In respect of the Magistracy, there is already complete decentralisation so far as institution and disposal of criminal cases is concerned. The present position will show further improvement when more sub-divisions are created in accordance with the orders passed on the recommendations of the Provincial Administration Commission.

3. We do not recommend any organisational change in the set-up of the Police department and the West Pakistan Rangers. Public contact with the police occurs at the lowest levels and any modifications of the upper hierarchy is not likely to have any impact on public convenience. It is also desirable to have a unified police force for the Province as a whole.

Prisons. 4. The administration of Prisons can, however, be completely decentralised.

At present there are 3 Deputy Inspectors-General of Prisons, with headquarters at Peshawar, Bahawalpur and Hyderabad, under the control of the Inspector-General of Prisons, Lahore. We suggest that the Deputy Inspectors-General may be re-designated as Directors of Prisons and given all the powers of the Inspector-General of Prisons. The office of the Inspector-General of Prisons may be abolished and an Adviser for Prisons may be appointed in the Home Department.

The set-up of the field staff of the Prisons Department has been shown in *Annexure "A"*.

Civil Defence. 5. The Civil Defence organisation in the Province may continue in its present form. There is a separate Civil Defence organisation at Karachi, headed by a Controller of Civil Defence. This may also be left unchanged, subject to the modification that the Controller may be subordinate to the Director of Civil Defence, West Pakistan.

Tribal affairs 6. In case of Tribal Affairs, there is no attached department and the work has already been decentralised.

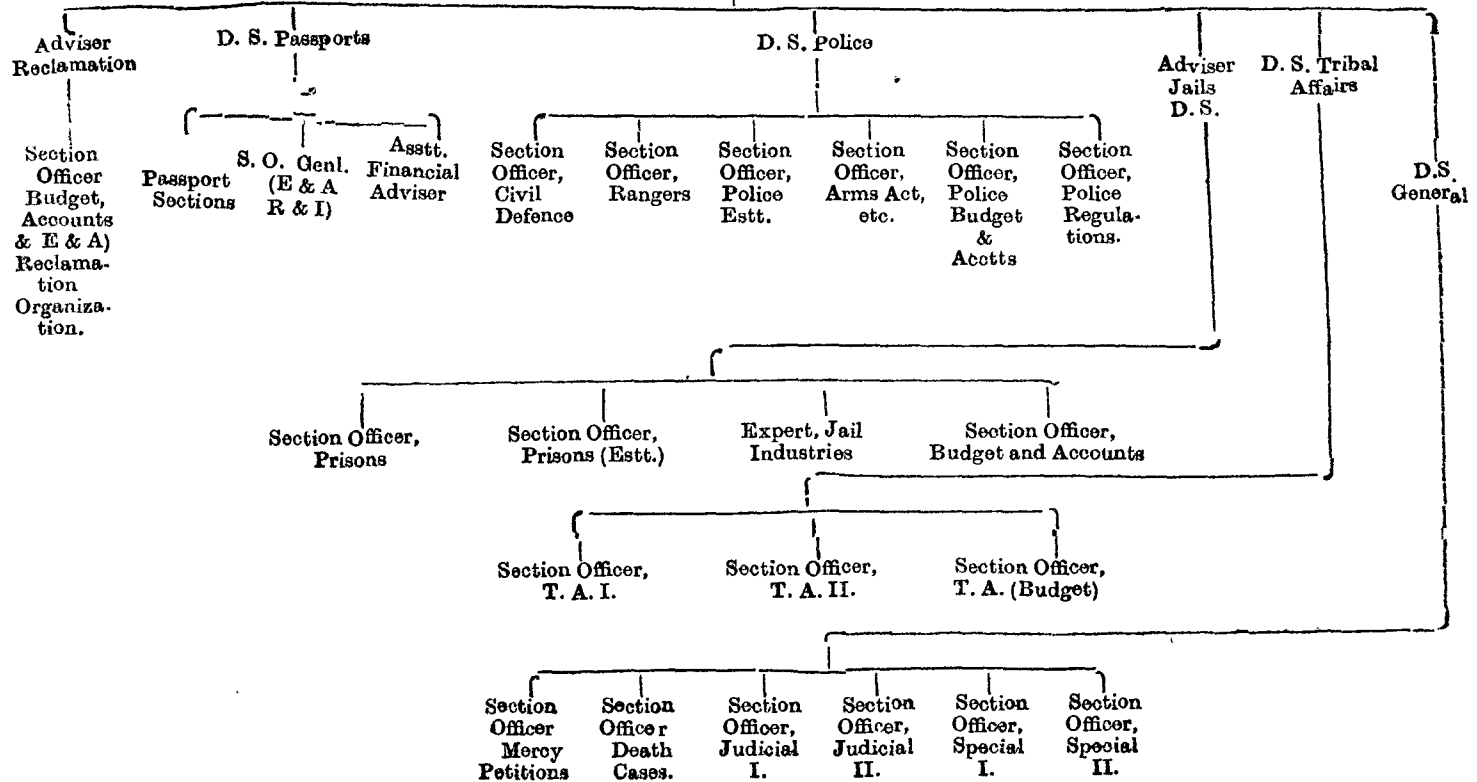
Passports. 7. The work relating to Passports is already decentralised and regional cells for dealing with passports exist at Karachi, Quetta, Peshawar and Lahore. The cell meant for Hyderabad and Khairpur Divisions is, however, currently operating at Karachi. This should be shifted to Hyderabad. The office of the Chief Passport Officer at Karachi can deal with the Karachi work.

Reclamation 8. The work of the Reclamation department falls in two parts:—
(i) obtaining the release of convicts with good antecedents under the provisions of Good Conduct Probationers Release Act. The Act provides for the release of chance offenders with

ANNEXURE 'B'

MENT SECRETARIAT

HOME SECRETARY



X1—PLANNING AND DEVELOPMENT DEPARTMENT

A separate Department for Planning and Development came into being in 1959 and is still in the initial stages of its growth. It is a co-ordinating department and does not carry direct executive responsibility for any activities of the Government. In view of the importance attached to Development work, it is headed by an Additional Chief Secretary in accordance with the recommendation made in both the First and Second Five Year Plans. The Bureau of Statistics headed by a Director is attached to this department.

2. The Department was initially designed to deal with co-ordination, processing and progress reporting in respect of Provincial Development Plans. To an increasing extent, it will now have to concern itself with appraisal of the economic and social needs of the province, financial and material resources for development, training and other important aspects of development planning and programmes. It will also have to undertake greater responsibility in implementational follow-up on the schemes included in the Provincial Annual Development Programme through a proper system of evaluation and field inspections, supplemented with greater economic research and scientific collection of data. The re-organization of the Planning Commission lends further urgency to the question of strengthening the Provincial machinery for planning.

3. In East Pakistan, this department has a larger set-up. A comparative statement of the technical and economic staffs in the two provinces is given below :—

<i>West Pakistan</i>			<i>East Pakistan</i>			
Economists	..	2	Chief Economist	1	} Planning Division.	
Research Officers	..	4	Deputy Chief Economist.	1		
Progress Officers	..	3	Assistant Chief Economist.	4		
Total	..	9	Research Officers	..		4
			Project Director	1	} Projects Division.	
			Joint Director of Projects.	1		
			Progress Officers	..		6
			Total	..		18

4. The above comparison will show that the set-up of this Department in West Pakistan is barely sufficient to carry out routine scrutiny and processing of development schemes for their incorporation in the Annual Development Programme and for rudimentary progress reporting. The expert staff will, therefore, have to be considerably

strengthened, the line of approach being to increase the technical and economic staff and to reduce, where possible, Section Officers dealing with routine correspondence.

5. We recommend in general terms that the West Pakistan set-up should be strengthened on the lines of that in East Pakistan. It should be made more effective *inter alia* for the following objects :—

- (i) Critical appraisal of socio-economic impact of development programmes in various sectors ;
- (ii) Evaluation of results and systematic follow-up on implementation of development schemes ;
- (iii) Economic research and scientific collection of data ;
- (iv) Training of staff engaged on preparation of schemes and projects in the various Development Departments to improve the quality of presentation of schemes ;
- (v) Intelligent and systematic education of the people in the tasks of Development with a view to securing their understanding and support for, and participation in, developmental activities from the local to the national levels.

XII—FINANCE DEPARTMENT

The main function of this Department is to advise other department on proposals having financial implications. It also deals with the budget, accounts, loans and advances, public debt and banking. There are two attached departments under it—the Local Fund Audit department and the Small Savings organization. The creation of a separate Treasury and Accounts Service is currently under consideration.

2. In accordance with the decision taken by the Cabinet on the recommendations of the Provincial Administration Commission, this Department may be decentralised ; so that financial advice may be tendered in the first instance by the Financial Advisers to be posted within the administrative departments. In case of some of the departments, the work-load will not be sufficient to justify the full-time appointment of an officer of a higher status than an Assistant Financial Adviser (Section Officer's grade). In fact, in case of a few departments, an Assistant Financial Adviser may have to be shared by more than one administrative department. These Assistant Financial Advisers may work under the supervision and control of the Financial Advisers of the status of Deputy Secretaries to Government.

The distribution of Financial Advisers and Assistant Financial Advisers has been indicated in *Annexure 'A'*.

3. Consequent on the appointment of Financial Advisers, the volume of work relating to the scrutiny of expenditure proposals will be considerably reduced in the Finance Department. Moreover, expenditure proposals will be referred to the Finance Department primarily for the purpose of their inclusion in the budget or for incurring expenditure thereon in anticipation of budget provision. It will, therefore, be appropriate if the Expenditure and Budget wings of the Finance Department are merged.

The organizational set-up of the Finance department envisaged by us is shown in *Annexure 'B'*.

4. As re-organization will be given effect to in the middle of the year and at a time when Budget work will already have commenced, the re-organization of the Finance Department will have to be carried out in two phases. In the first instance, along with the re-organization of the administrative departments, Financial Advisers may be appointed in each department in accordance with *Annexure 'A'*. Simultaneously, the Finance Department staff dealing with the scrutiny of expenditure proposals may be reduced by 50 per cent and sections, other than those pertaining to Budget and Expenditure, re-organised.

The re-organization may be completed in accordance with the chart shown in *Annexure 'B'* with effect from the beginning of the next financial year.

Local Funds
Audit.

5. The work of the Local Fund Audit Department pertains to audit of the accounts of Basic Democracies and other local funds. This work can easily be decentralised. 7 Regional Examiners of Local Fund Audit may be appointed with full powers to finalise audit reports. The number of Examiners and their jurisdictions have been worked out with reference to the work-load in the various divisions.

The field organisation has been indicated in *Annexure 'C'*. The office of the Chief Auditor, Local Fund Audit, may be abolished and a Local Fund Audit Adviser appointed in the Finance Department.

Small
Savings.

6. The Small Savings work can also be decentralized. There should be one Small Savings Officer, Class II, in each division, who should work directly under the Commissioner. An Adviser for Savings may be appointed in the Finance Department (*Annexure 'D'*).

Treasury
Service.

7. The Provincial Government have decided that a Provincial Treasury Service may be constituted under the control of the Finance Department. It would accordingly be necessary to provide a section in the Finance Department for this purpose. The treasury officers in the field will, however, work under the supervision of the Deputy Commissioners and Commissioners.

FINANCE DEPARTMENT
FINANCIAL ADVISERS AND STAFF

Administrative Department—

1.	*Services and General Administration Department.	..	Assistant Financial Adviser	} Financial Adviser.	
	*Information Department	..	Assistant Financial Adviser		
	Home Department	..	Assistant Financial Adviser		
	Law Department	}	Assistant Financial Adviser		
	Planning and Development Department				
	Basic Democracies Department				
2.	Food Department	..	Assistant Financial Adviser	} Financial Adviser.	
	*Co-operation Department.	..	Assistant Financial Adviser		
	Agriculture Department	..	Assistant Financial Adviser		
	Health Department	..	Assistant Financial Adviser		
	Education Department	..	Assistant Financial Adviser		
3.	Industries Department	..	{ Assistant Financial Adviser (Industries) Assistant Financial Adviser (Supply)	} Financial Adviser.	
4.	Irrigation and Power Department	..	{ Assistant Financial Adviser (Irrigation Works) Assistant Financial Adviser (Electricity) Assistant Financial Adviser (Irrigation Estt.)	} Financial Adviser.	
5.	Communications and Works Department		{ Assistant Financial Adviser (B. & R. and Town Development Works). Assistant Financial Adviser (Establishment)		

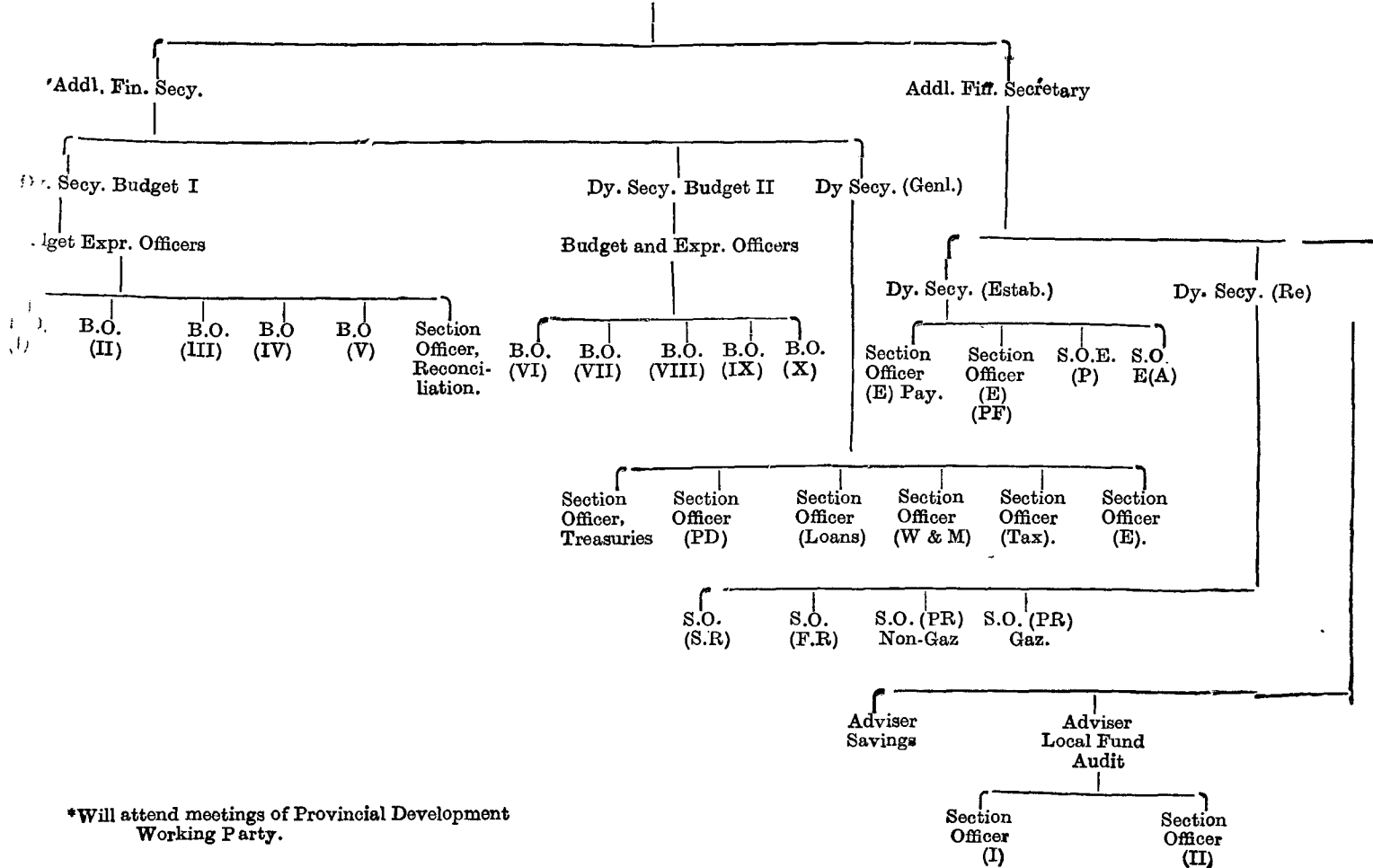
Note—Assistant Financial Adviser will be in the section officer's grade and Financial Adviser will be in the Deputy Secretary's grade.

*In these Departments the Assistant Financial Adviser will also be in charge of Budget and Accounts.

ANNEXURE 'B'

FINANCE DEPARTMENT SERETARIAT

FINANCE SECRETARY



*Will attend meetings of Provincial Development Working Party.

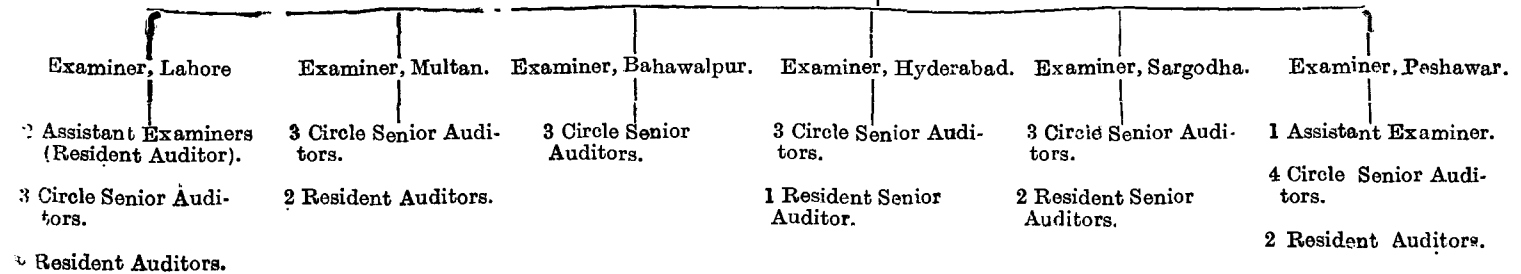
ANNEXURE 'C'

FINANCE DEPARTMENT

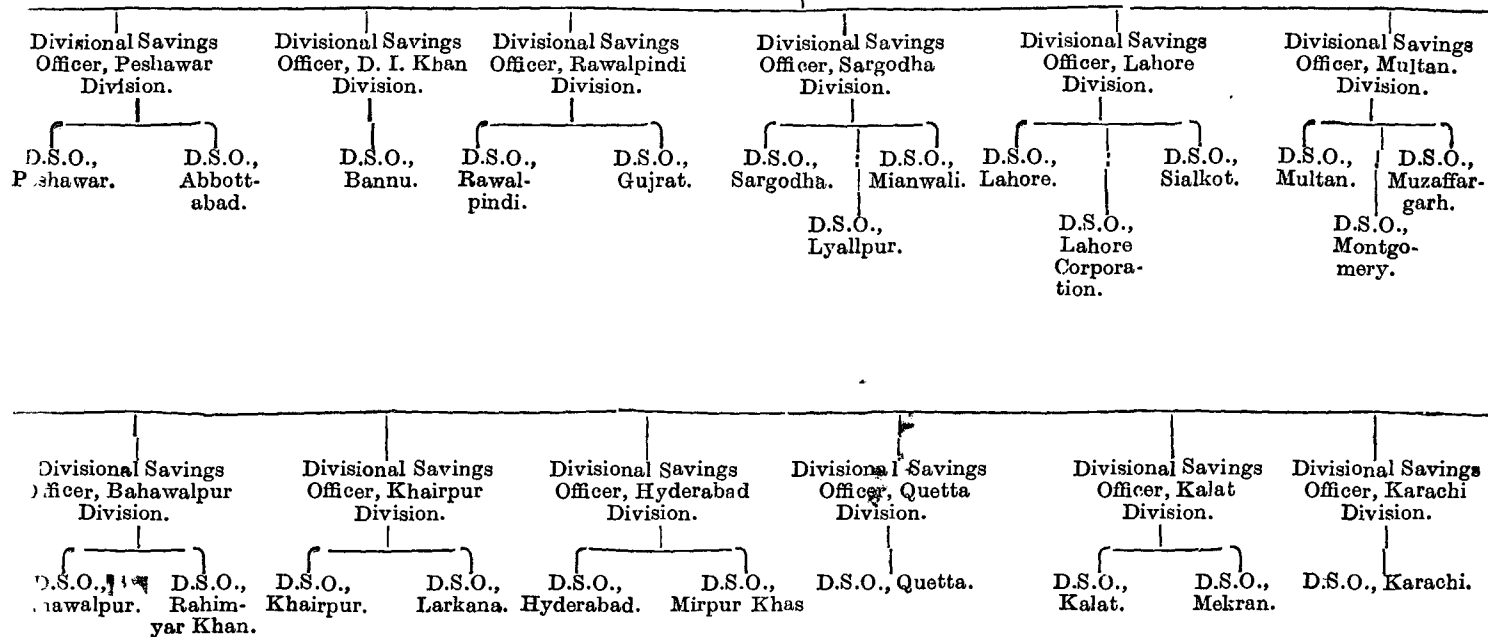
FIELD STAFF FOR LOCAL FUND AUDIT

FINANCE SECRETARY

ADVISER, LOCAL FUND AUDIT



ANNEXURE 'D'
FINANCE DEPARTMENT
FINANCE SECRETARY
ADVISER SAVINGS
FIELD STAFF FOR SAVINGS SCHEME



D.S.O.=District Savings Officer.

XIII—LAW DEPARTMENT

The main functions of this Department are—

- (i) to advise the administrative departments on legislative proposals including framing and amendment of statutory rules and regulations ;
- (ii) furnishing of opinion to the departments in cases involving legal questions ;
- (iii) conduct of government litigation in all courts ;
- (iv) execution of wills and administration of the property of deceased persons' trust funds ; and
- (v) integration and codification of laws in West Pakistan.

2. There are three Deputy Secretaries in the Law Department, of which one deals with legislation and the other two with opinion cases. The staff of one Deputy Secretary with one Section Officer is engaged on the work of integration of laws and their codification.

There is in addition a Solicitor to Government assisted by one Deputy Solicitor for conduct of litigation in the lower courts.

3. As regards the first function of advice regarding *legislation*, no change in the present set-up, with a view to greater 'decentralisation', would be feasible as the power of legislation will continue to be exercised at the Provincial headquarters.

4. As regards *conduct of litigation*, in the High Court it is undertaken by the Advocate-General, West Pakistan, and two Additional Advocates-General for the permanent Benches at Peshawar and Karachi. The assistance of these Law Officers is also made available to the High Court judges while they are on circuit to Quetta and Bahawalpur.

In the lower courts, Public Prosecutors are provided in all districts of the province. Their main function is to conduct prosecution in sessions cases but they can also be asked to give advice in civil and administrative cases on payment.

5. The main weakness of the present system is that no legal advice is available to the Commissioner and other regional/divisional officers in dealing with Section 80 and other administrative cases involving legal questions. With the delegation of larger functions and powers to the Divisional level, it would be necessary to provide such assistance.

6. We, therefore, recommend that a Legal Adviser may be appointed in each Division, or for two Divisions where the work-load is not likely to be heavy, as in Quetta/Kalat Divisions. This Legal Advisers for Commis-sioners.

Adviser may either be a whole-time official with the pay and rank of Assistant Advocate-General, or engaged on part-time basis like standing counsel of the Central Government. In the latter alternative, he should be given a reasonably high retainer's fee to attract good lawyers for this work.

The Legal Adviser should serve under the Solicitor and have the power to deal with cases up to the value of Rs. 5 lac. Cases of special importance, e.g., declaratory suits and cases likely to have repercussions extending over more than one Division, may be referred to the Government by the Commissioner.

**Procedural
simplifica-
tion.**

7. We also consider that there is scope for greater decentralisation and simplification in the procedures followed for dealing with different types of cases. We recommend as follows :—

Section 80 suits—The authority to sanction defence of a suit on behalf of Government should ordinarily be located one stage higher than that of the officer whose action has given rise to the suit, provided that the sanctioning officer is not lower in status than a divisional or regional head. The definition of 'controlling authority' for this purpose given in paragraphs 15.1 and 15.2 of the Law Department's Manual may be amended accordingly.

Writ Petitions—There are 3 broad categories of writ petitions :—

- (i) writs having to do with service matters ;
- (ii) writs involving interpretation of some statute ; and
- (iii) writs filed by citizens against actions of officers of departments at various levels in respect of such matters as contracts, etc.

The present procedure for sanctioning defence against writs in the first two categories may continue in view of the complicated questions that may arise in these writs.

In the case of the third category of writs, the power of controlling authority may, however, be delegated. It should vest in the heads of attached departments in category 'A' the regional heads in category 'B' and the Divisional Commissioners in category 'C'. The assistance of the Legal Adviser at divisional level should be made available to the regional heads and Commissioners for this purpose.

Appeals against acquittals and for enhancement of sentence—According to the present procedure laid down by the Cr. P. C., the authority to file such appeals rests with Government. The appeals being

against the orders of the District and Sessions Judge, the authority to file them cannot obviously be given to the District Magistrate. The only procedural simplification that is possible is to shorten the present procedure by providing that the opinion of the Advocate-General may be sent direct to the Law Secretary instead of going through the Solicitor.

8. The present prescribed scales of lawyers' fees appear to be unrealistic and in a number of cases fees have to be sanctioned far in excess of these scales. The authority to sanction law charges up to 20 per cent above the fixed rates vests in the Law Department. All cases above this limit have to go to the Finance Department. We recommend that the powers of the Law Department should be increased as follows—

Solicitor	.. Up to 50 per cent above the fixed rates.
Law Secretary	.. Up to 100 per cent above the fixed rates.

XIV—AUQAF DEPARTMENT

This Department was created in January 1960, under a special Ordinance to implement a comprehensive programme for improving the management of *waqf* properties that has been undertaken by the Provincial Government. A very senior C.S.P. officer was appointed Administrator of Auqaf and was also given *ex officio* status of Secretary to the Government.

2. In the field, there are 3 Zonal Administrators with their headquarters at Lahore, Peshawar and Hyderabad. Under them, there are about 20 Managers and 21 Assistant Managers. By the end of June 1961, the Department has taken over direct management of 630 *waqf* properties, including a number of important shrines like Data Ganj Bakhsh in Lahore.

3. The acquisition and administration of *waqf* properties is a matter of great interest to the public and can give rise to much controversy, religious and political. We, therefore, consider that the present high-powered set-up with unity of operational and administrative control should be continued, at least for the time being.

4. The delegation of powers made to Zonal Administrators and managers to deal with day to day administration of *waqf* properties has been enhanced by periodical amendment of the rules and appears to be adequate.

5. The only recommendation that we would like to make is that the Basic Democracies should be associated as much as possible with the management of *waqf* properties. According to the present arrangements, Association of Basic Democracies.

Religious Purposes Committees are set up for acquired shrines and mosques, for ensuring the performance of religious customs and rites. These committees consist of five to seven members.

6. We recommend that—

- (i) other things being equal, preference should be given to members of Local Councils in making appointments to these Committees ; and
- (ii) a monthly statement of accounts of shrines should be placed before these Committees by the Managers, and copies thereof should be sent to the Local Council concerned.

XV—INFORMATION DEPARTMENT

This Department deals with publicity, public relations, press laws, Government hospitality and tourism. Secretary, Information, is also the Director of the provincial branch of the Bureau of National Reconstruction.

2. There is an attached department of Public Relations under the control of this Department. We feel that it would be conducive to economy and efficiency if this Directorate is abolished, and the Secretariat department suitably re-organised with attached offices for carrying out the functions performed by both. This will remove a lot of duplication that exists in the working of the directorate and the Secretariat and will also expedite the disposal of business which is of great importance in this particular department.

3. The re-organised Secretariat department will require 3 attached offices—one each for Protocol duties, Press Information, and Publications and Research. These should be headed by Director (Protocol), Director (Press Information) and Director (Publications and Research). These Directors should, however, sit within the Secretariat department and submit their files to the Secretary (Information) direct. The cases of these Directors should not pass through the other Secretariat sections.

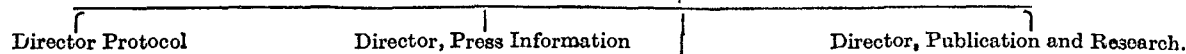
4. In the field, six Directors of Information may be appointed with headquarters at Karachi, Hyderabad, Multan, Lahore, Peshawar, and Quetta. The staffing of the regional Directorates should be commensurate with the estimated work-load.

5. The re-organised set-up of the department has been shown in the *Annexure*.

ANNEXURE

INFORMATION DEPARTMENT SECRETARY, INFORMATION

DEPUTY SECRETARY



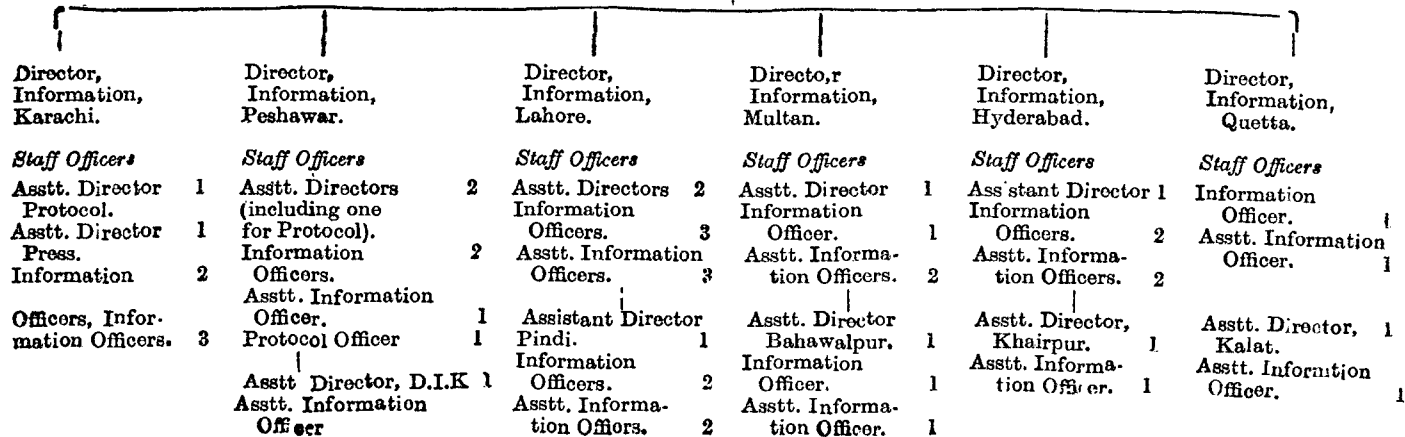
Staff Officers

Staff Officers

Staff Officers

Assistant, Director ..	1	Assistant Director	1
Protocol Officers, Class II	4	Information Officers ..	7
		Asstt. Information Officers	5

Assistant Director ..	1
Information Officers	3
Asstt. Information Officers.	3
Editor Urdu ..	1
Editor English ..	1



XVI—BASIC DEMOCRACIES DEPARTMENT

This Secretariat Department has been created recently to look after the work pertaining to Basic Democracies.

2. There is no attached department and full operational control of Basic Democracies has been entrusted to Commissioners/Deputy Commissioners within their jurisdiction. After the winding up of the Village-AID which was previously servicing Basic Democracies, it has been decided to provide special staff of Deputy Directors in the divisions, Assistant Directors in the districts, Development Officers in the subdivisions and Supervisors in the tehsils to look after the work of Basic Democracies.

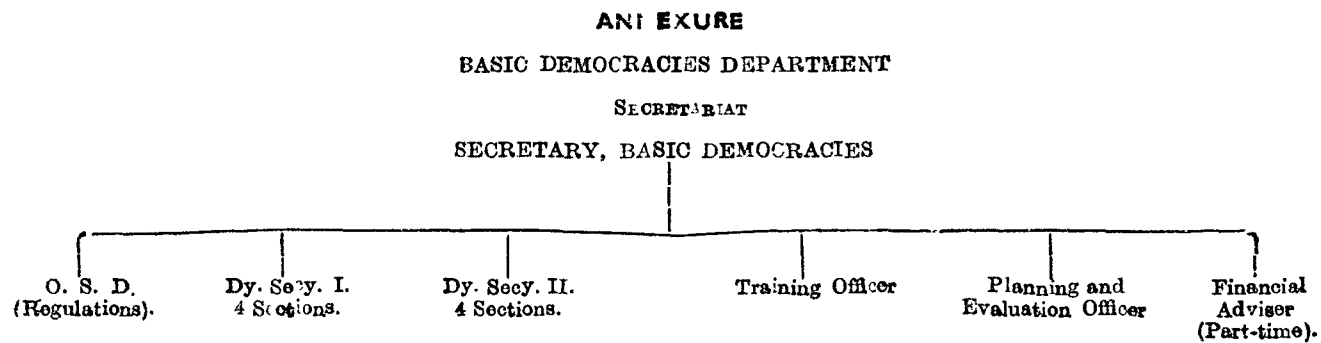
3. In view of the great importance attached by the Government to Basic Democracies and the fact that the work is in its initial stages, we consider the continuance of a separate Secretariat Department necessary according to the set-up shown in the *Annexure*.

4. The following recommendations were made to us by the Department for strengthening the headquarter organisation :—

- (i) An Adviser should be posted to assist the Secretary in technical matters pertaining to Basic Democracies and also to undertake extensive touring throughout the province ;
- (ii) a post of Deputy Secretary, with two Section Officers—one for local councils and the other for municipal bodies—should be created for expeditious completion of work relating to the framing of rules and model regulations/by-laws under the Basic Democracies Order and the Municipal Administration Ordinance ;
- (iii) the post of part-time Deputy Secretary dealing with the subject of 'Local Government' in the Health, Labour and Social Welfare Department should be reduced and allocated on full-time basis to this department.

5. The suggestion at (iii) above has already been accepted by the Provincial Government and a decision taken to merge the 'Local Government' set-up of the Health, Local and Social Welfare Department with the Basic Democracies Department.

6. The other two suggestions do not appear to be in line with the decision to entrust full operational control over the working of Basic Democracies to Commissioners and Deputy Commissioners. The Secretariat Department will certainly require technical advice and assistance in specialised fields like Training, Rule-making and Evaluation. For this assistance, specialist officers have been provided in the set-up



APPENDIX II
(Para. 8 of Chapter III)
DELEGATION OF EXECUTIVE POWERS

Serial No.	Subject	EXISTING POWERS			DELEGATION PROPOSED			Statutory provisions/ executive instructions required to be amended.
		Original	Appellate	Revisionary	Original	Appellate	Revisionary	
1	2	3			4			5

IRRIGATION DEPARTMENT

1	Supply of water through intervening or new water-courses.	Superintending Engineer.	..	Chief Engineer in case of ex-Bahawalpur only.	Executive Engineer. Excepting cases mentioned at serial No. (i) to (viii) below.	Superintending Engineer.	..	1. Sections 16 and 20 of the Canal and Drainage Act, and the Punjab Minor Canals Act and rule 2 (100) in case of former Bahawalpur area.
	(i) Involving transfer of area from one channel to another of the same system in the same Circle.	Deputy Chief Engineer.	..	..	Superintending Engineer.	Chief Engineer	..	2. Sections 23 and 91 of the Sind Irrigation Act, 1879.
	(ii) Involving transfer of area from one canal system to another.	Chief Engineer.	..	..	Chief Engineer.	Government	..	3. Chief Engineer, Sind's letter No. 1015-W., dated 14th October 1931.
								Chief Engineer, Irrigation's letter No. 1249-R-56/15263-66/657/ 1944, dated 7th March 1957.
								Ditto.

	(iii) Involving sanction of an outlet of less than 1 cusec.	Ditto.	..	..	Superintending Engineer.	Chief Engineer.	..	Paragraph 13.1(5) of the Punjab Revenue Manual.
	(iv) Involving transfer of area from perennial to non-perennial and <i>vice versa</i> .	Government	..	..	Chief Engineer.	..	..	Ditto.
	(v) Involving sanction of an outlet from Main Canal or Branch of 500 cusecs or more.	Deputy Chief Engineer/ Chief Engineer.	..	..	Ditto	..	No appeal but representation to Government.	No clear orders but generally covered by items 1, 2 and 3 in column 5 against serial No. 1.
	(vi) Involving transfer of area between 2 divisions of the same Circle.	Ditto	..	..	Superintending Engineer.	Chief Engineer.	..	Ditto
	(vii) Involving transfer of area between 2 Circles of the same Zone.	Ditto	..	..	Chief Engineer.	..	..	Ditto
	(viii) Involving transfer of area between 2 Zones.	Ditto	..	..	Government	..	..	Ditto.
2	Contract and volumetric supply of water for irrigation and non-irrigation purposes.	Government	..	..	Chief Engineer.	..	..	

Chief Engineer means the Regional Head of an Irrigation Zone.

APPENDIX II—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/ executive instructions required to be amended
1	2	3	4	5

CHIEF ELECTRIC INSPECTOR

Grant of licences to electrical contractors and certificates of competency to supervisors.

At present in the Central Zone these licences and certificates are issued and signed by Secretary, Irrigation, Communications and Works Department on the recommendation of the Chief Electric Inspector, the President of the Advisory Committee set up to make recommendations in this behalf.

In other Zones, these licences and certificates are issued by the Electrical Inspectors as Chairmen of the licensing boards.

This power should be given to the Regional Electric Inspectors.

Executive instructions.

EDUCATION DEPARTMENT

1 Attestation of application forms for admission to Public Examinations.

Only headmasters/headmistresses of recognized secondary schools are authorised to attest these forms.

In addition, A.D.I.S. and Chairman of Union Committee/Council may also be authorized.

Executive instructions.

2 Recognition of schools

At present primary/vernacular schools are recognised by Divisional Inspector and all other schools by the regional director.

The power of granting recognition of primary schools may be delegated to District Inspector and that of all other schools to Divisional Inspector of Schools.

Article 230, Punjab Education Code.

	Appeals against suspension/ cancellation of licences of foodgrains.	Appeals lie to Divisional Commis- sioner.
6	Release of securities deposited by authorised rice dealers/ authorised rice millers in Lahore Region.	Securities cannot be refunded without the prior approval of the Deputy Director, Food, Lahore Region.
7	Issue of sugar permits on cere- monial occasions like marriages and deaths.	Only Rationing Controllers/Dist- rict Food Controllers can issue such permits.
8	Issue of ration cards for draw- ing sugar.	Only Rationing Controllers/Dist- rict Food Controllers can issue ration cards.
9	Surrendering of ration cards for sugar.	Ration cards are required to be surrendered to Rationing Con- trollers/District Food Controllers.

Power of hearing appeals may be delegated to the District Magistrate.

Powers may be delegated to regional Deputy Directors or other officers with whom securities are deposited.

Powers may be delegated to Assistant Food Controllers/Assistant Ward Rationing Officers at Tehsil headquarters and important towns, subject to the condition that—

(a) the monthly issues covered by such permits do not exceed the prescribed limit; and

(b) a list of permits issued is sent every month to the District Food Controller.

Powers may be delegated to Assistant Food Controllers/Assistant Ward Rationing Officers.

The ration cards may be surrendered to the Assistant Food Controllers/Assistant Ward Rationing Officers.

Clause 10 (i), West Pakistan Foodgrains (Licensing Control) Order, 1957.

Paragraph 12, Monopoly Procurement of Rice 1961-62, Lahore Region.

Executive instructions.

Executive instructions.

Clause 17, West Pakistan Sugar Distribution Order, 1960.

APPENDIX II—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/executive instructions required to be amended.
1	2	3	4	5

INDUSTRIES DEPARTMENT

1	Power to dispose of applications for emergency breakdowns, replacements, balancing and modernisation of machinery for industrial units.	Director of Industries : up to Rs. 50,000 in each case.	Director of Industries up to Rs. 1 lac in each case. Regional Deputy Directors : up to Rs. 50,000 in each case of <i>emergency breakdowns only</i> .	Executive instructions.
2	Power to sponsor applications for acquisition of land.	Director of Industries ..	Director of Industries: full powers. Regional Deputy Director up to 5 acres in each case. They should sponsor the applications to the Commissioner concerned.	
3	Power to authorise quotas and issue release orders in respect of white oil, sugar and other controlled commodities.	Ditto ..	Full powers be delegated to Regional Deputy Directors for their respective areas.	
4	Power to sponsor applications for the grant of facilities for power, water-supply, railway-siding priorities, telephones, etc.	Ditto ..	Full powers to regional Deputy Directors who should deal direct with Government keeping the Direct or informed.	
5	Sponsoring cases of industrialists' visits abroad as also for visas to foreign technicians coming to Pakistan.	Ditto ..	Regional Deputy Directors for their respective areas. They should deal direct with Government in this matter, keeping the Director informed.	

PRINTING AND STATIONERY DEPARTMENT

1	Procurement of paper and board	At present this is made through the Director of Industries.	As the Printing and Stationery Department has its own machinery for testing paper, the supply of which is limited to two mills, they may purchase direct and carry out the inspection themselves. This experiment should be tried on a 3-year basis and then the practice reviewed. Besides expediting matters, this will mean a saving of about Rs. 1 lac per annum.	Executive instructions.
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REVENUE AND LAND UTILISATION DEPARTMENT

1	Powers to hear appeals against the orders of Assistant Collectors, 1st grade.	According to Notification No. 718-SG., dated 16th July 1942, Revenue Assistants were competent to hear appeals from the orders of Assistant Collectors, 1st and 2nd grade. In memorandum No. 4148-54/5042-E., dated 19th July 1954, the powers in respect of appeals against the orders of Assistant Collectors, 1st grade, were withdrawn.	Selected Revenue Assistants may be specifically invested with the powers of Collector for hearing appeals against the orders of Assistant Collectors, 1st grade.	Section 27, Land Revenue Act.
2	Demarcation of boundaries of fields.	Collector has the power	Original orders may be passed by the Assistant Collector. The Revenue Assistant may hear appeals as Collector and his orders should be final.	Section 10, Land Revenue Act.
3	Appeals against orders of ejectment.	Collector is the appellate authority	Existing powers of ejectment can be exercised by an Assistant Collector of any grade,—vide section 6, Punjab Protection and Restoration of Tenancy Rights Act, 1950. Revenue Assistant/Sub-Divisional Officer should be invested with the powers of Collector under this Act (read with the Punjab Tenancy Act) for hearing appeals.	Section 6, Land Revenue Act and Section 105, Punjab Tenancy Act.

APPENDIX II—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/executive instructions required to be amended.
1	2	3	4	5

REVENUE AND LAND UTILISATION DEPARTMENT—CONTD.

4	Rent suits between landlords and tenants.	Collector or an Assistant Collector, 1st grade, <i>specially empowered by name</i> , is competent to hear such suits.	All Assistant Collectors, 1st grade/Revenue Assistants/Sub-Divisional Officers may be vested with these powers <i>ex-officio</i> .	Section 77, Punjab Tenancy Act, 1950; suits mentioned in the first group.
5	Appeals from the orders of Assistant Collectors, 1st and 2nd grade under the Tenancy Act.	Collector is competent to hear these suits.	Suitable Revenue Assistants may be empowered.	Section 105, Punjab Tenancy Act.

POWERS UNDER THE STAMP ACT AND COURT FEES ACT

1	To sanction expenditure in cases in which money is credited to Government for purchase of stamps, but stamps are not actually purchased.	Collector can sanction up to Rs. 500.	Powers of Collector may be enhanced upto Rs. 1,000.	Stamp Act.
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POWERS IN RESPECT OF LAND DISPOSAL

1	To sanction sale of awkward plots of State land for agricultural purposes by private treaty.	Commissioner—Up to to 8 acres, provided that :— (a) the price is charged on the basis of the latest auction held during the past five years in respect of similar land in the same village or chak and where no such auction has been held within the said period, on the basis of the price of land sold at the latest auction in an adjoining chak or village;	Commissioner—Full powers, provided :— (a) the price is charged on the basis of the previous year's auction price or the previous three years' average auction price, whichever is higher, in the same or an adjoining chak or village;	Government of West Pakistan, Finance Department's Notification No. FD-SOI-(FR)-108/58-505/61, dated the 21st August, 1961.
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6	To sanction remission of rent on temporary cultivation.	Commissioner—Full powers, subject to standing orders issued by the Board of Revenue from time to time.	Commissioner—Full powers .. (Returns of remission granted should be furnished to the Board of Revenue). Collector—Up to Rs. 100.	Ditto
7	To sanction sale of village residential shop sites by private treaty.	Board of Revenue—Full powers. Collectors and Commissioners have no powers.	Collector—Full powers, subject to the orders of the Commissioner regarding the price.	Ditto
8	Shifting of instalments ..	Board of Revenue—Full powers. .. Collectors and Commissioners have no powers. Ditto ..	Commissioner—Up to two years .. Collector—Up to one year.	Ditto
9	Increase in the number of instalments.		Commissioner—Ten half-yearly instalments. Collector—Six half-yearly instalments.	Ditto

EXCISE AND TAXATION DEPARTMENT

PUNJAB EXCISE ACT, 1914.

1	Possession of foreign liquor by a non-proprietary club (or mess or a similar institution) on behalf of its permit-holding members.	Permits are granted by the Director and renewed by the Deputy Directors.	Powers of renewal may be delegated to District Excise and Taxation Officers.	Rule 2 (2), West Punjab Prohibition and Restriction of Liquor Rules, 1949.
2	Possession and supply of brandy or other specified liquor for medicinal purposes.	Permits are granted and renewed by Deputy Directors.	Powers to grant and renew permits may be delegated to District Excise and Taxation Officers.	Ditto
3	Possession and use of liquor for industrial, scientific and other similar purposes.	Permits are granted and renewed by the Director.	Powers to grant permits may be delegated to Divisional Officers, Excise and Taxation, and power to renew permits to District Excise and Taxation Officers.	Ditto
4	Sanction of alterations in the building and plant of approved manufacturers.	Director has the power ..	This power may be delegated to Divisional Officers, Excise and Taxation.	Rule 11.9, Punjab Excise Manual, Volume II.

APPENDIX II—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/ executive instructions required to be amended.
1	2	3	4	5

EXCISE AND TAXATION DEPARTMENT—CONTD.

5	Approval of lists of preparations to be manufactured in chemical works.	Director has the power	.. This power may be delegated to Divisional Officer, Excise and Taxation.	Rule 11·11 and 11·13, Punjab Excise Manual, Volume II.
6	Disposal of stocks of approved manufacturers on determination of their licences.	Ditto	.. This power may be delegated to Divisional Officer, Excise and Taxation.	Rule 11·15, Punjab Excise Manual, Volume II.
7	Fixation of hours of work in chemical works.	Ditto	.. Ditto	.. Rule 11·19, Punjab Excise Manual, Volume II.
8	Levy of surcharge of duty and penalty on medicinal and spiritous preparations in respect of which the actual strength exceeds the declared strength by 3 degrees or more.	Ditto	.. Ditto	.. Rule 11·37, Punjab Chemical Works Rules.
9	Casing upon approved manufacturers to pay duty if wastage of preparations is excessive.	Ditto	.. Ditto	.. Rule 11·47 A, Punjab Chemical Works Rules.
10	Approval of alterations in plant, etc., of a distillery.	Ditto	.. Ditto	.. Rules 9·47 and 9·77, Punjab Excise and Taxation Manual, Volume II.
11	Grant of permits in form 1·42-D and 1·42 J for possession of rectified spirit for manufacture and sale of homoeopathic medicines and tinctures.	Ditto	.. Ditto	.. Rule 7·22 (iii), (iv) and (b)(i), Punjab Excise and Taxation Manual, Volume II.

12	Grant of liquor and spirit licences.	Ditto	..	Powers of renewal, where it does not involve re-fixation of fees or re-auctioning, may be delegated to District Excise and Taxation Officers.	Rule 5-1, Punjab Excise and Taxation Manual, Volume II.
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WEST PAKISTAN URBAN IMMOVABLE PROPERTY TAX ACT AND RULES, 1958

13	Only those persons who prefer objection before the Assessing Authorities are entitled to file appeals. Persons who for some reasons or the other fail to file objections have no recourse but to file revision petitions.	Revision petitions lie to the Director.		The scope of filing appeals may be enlarged by allowing those persons who for <i>bona fide</i> reasons fail to make objections before the Assessing Authorities, to file appeals before Divisional Officer, Excise and Taxation. There should be no revision <i>except in cases where assessment of rental value exceeds Rs. 3,000</i> , when it should lie to the Commissioner.	Sections 8(2) and 10 (1) and (2), West Pakistan Urban Immovable Property Tax Act.
14	Power to allow recovery of Property Tax in respect of hill stations in one instead of two half yearly instalments.	Government	..	This power may be delegated to the Commissioner concerned.	Section 12, West Pakistan Urban Immovable Property Tax Act.
15	Power to allow refund of unused entertainment duty stamps.	Deputy Directors	..	District Excise and Taxation Officers.	Rule 13, West Pakistan Entertainment Duty Rules, 1958.
16	Power to allow refund of damaged or spoiled stamps.	Ditto	..	Ditto	Rule 14, West Pakistan Entertainment Duty Rules, 1958.
17	Power to have the used entertainment duty stamps burnt.	Ditto	..	Ditto	Rule 15 (3), West Pakistan Entertainment Duty Rules, 1958.

APPENDIX II—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/executive instructions required to be amended
1	2	3	4	5

HOME DEPARTMENT

1	Obtaining of an ordinary arms licence.	District Magistrate issues licences for guns and the Commissioner authorises issue of licences for revolver.	(1) District Magistrates should be empowered to issue licences for revolvers. (2) Sub-Divisional Magistrates should also be empowered to issue .22 bore rifle and gun licences under intimation to District Magistrates.	Rule 33 of Arms Rules.
2	Renewal of arms licences ..	District Magistrate renews licences for guns/revolvers.	Renewal of gun and revolver licences may also be entrusted to Tehsildar and Sub-Divisional Magistrate, respectively.	Ditto.
3	Visas to Indian nationals ...	Grant of extension beyond one month is given by the Central or Provincial Government; up to one month it is given by District Magistrate.	(1) Power to extend visas to 90 days should be delegated to District Magistrates. (2) Provincial Government should be empowered to grant extensions up to a year.	

LAW DEPARTMENT

1	Writ petitions filed by citizens against actions of officers of different departments at various levels in respect of contracts, etc.	Power to authorize institution or defence of proceedings vests in Government.	These powers may be delegated to Regional Heads who should also be authorised to consult the Solicitor to Government direct.	Rules 15·1, 15·2 and 2·5 Law Department Manual.
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APPENDIX III

APPENDIX III

(Paragraph 15 of Chapter III)

DELEGATION OF POWERS TO THE DISTRICT LEVEL AND LOWER DOWN

A—EXECUTIVE POWERS

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/ Executive instructions required to be amended
1	2	3	4	5

AGRICULTURE DEPARTMENT

1	Renewal of working licences for ginning, pressing and seed oil factories.	The licences are renewed by the Deputy Director of Agriculture.	The power should be delegated to Extra Assistant Director of Agriculture who should do so under intimation to the Regional Director of Agriculture concerned.	Section 9, Rule 8 of the Punjab/Bahawalpur Cotton Control Acts, 1949.
2	Power to certify home grown cotton seed as fit for sowing by the growers.	Certificates are issued by the Extra Assistant Director of Agriculture.	The power should be delegated to the Agricultural Assistant.	Section 26, Rule 18 of the Punjab/Bahawalpur Cotton Control Acts, 1949.

EDUCATION DEPARTMENT

1	Recognition of schools ..	At present primary/vernacular schools are recognized by Divisional Inspector of Schools and all other schools by the Regional Directors.	The power of granting recognition of primary schools may be delegated to District Inspector of Schools.	Article 230, Punjab Education Code.
2	Attestation of application forms for admission to Public Examinations.	Only Headmasters/Headmistresses of recognized secondary schools are authorised to attest these forms.	In addition, A. D. I. S. and Chairman of Union Committee/Council may also be authorised.	Executive Instructions.

Surrendering of ration cards for sugar.	Ration cards are required to be surrendered to Rationing Controllers/District Food Controllers.	The ration cards may be surrendered to the Assistant Food Controllers/Assistant Ward Rationing Officers.	Clause 17, West Pakistan Sugar Distribution Order, 1960.
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GAME DEPARTMENT

Power to grant permits for capturing of hares under organised coursing competition.	Only the Game Warden can issue these permits in favour of sports clubs recognised by him.	The power to issue permits may be delegated to the District Magistrates in case of recognized sports clubs.	Rule 12, West Pakistan Wild Life Protection Rules, 1960.
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HEALTH DEPARTMENT

Grant of licences for sale of wholesale biological and other products mentioned in Schedule 'C' of the Drug Rules, 1958.	At present the power vests in the Director, Health Services.	The power may be delegated to the District Health Officer or the Civil Surgeon, where there is no District Health Officer.	Drug Rules, 1958.
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HOME DEPARTMENT

1	Obtaining of an ordinary arms licence.	District Magistrate issues licences for guns and the Commissioner authorises issue of licences for revolver.	District Magistrates should be empowered to issue licences for revolvers.	Rule 33, Arms Rules.
2	Renewal of arms licences ..	District Magistrate renews licences for guns/revolvers.	Renewal of gun licence may also be entrusted to Tehsildars and of revolver licences to Sub-Divisional Magistrates.	Rule 33, Arms Rules.
3	Visas to Indian Nationals ..	Grant of extension beyond one month is given by the Central or Provincial Government; <i>upto one month</i> it is given by District Magistrates.	Power to extend visas to ninety days should be delegated to District Magistrates.	

APPENDIX III—contd.

Serial No.	Subject	<i>Existing powers</i>			<i>Delegation proposed</i>			Statutory provisions/executive instructions required to be amended
		Original	Appellate	Revisionary	Original	Appellate	Revisionary	
1	2	3	4	5	6	7	8	9
1	Supply of water through intervening or new water-courses.	Superintending Engineer	..	Chief Engineer in case of ex-Bahawalpur only.	Executive Engineer excepting in certain cases mentioned against item I of Appendix II.	Superintending Engineer.	..	1. Sections 16 and 20 of the Canal and Drainage Act, and the Punjab Minor Canals Act ; rule (100) in case of former Bahawalpur area. 2. Sections 23 and 91, Sind Irrigation Act, 1879. 3. Chief Engineer, Sind's letter No. 1015-W, dated 14th October 1931.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provisions/executive instructions required to be amended
1	2	3	4	5
		REVENUE AND LAND UTILIZATION DEPARTMENT		
		A—POWERS UNDER LAND REVENUE ACT AND TENANCY ACT		
1	Power to hear appeals against the orders of Assistant Collector, 1st grade.	According to notification No. 718-SG., dated 16th July 1942, Revenue Assistants were competent to hear appeals from the orders of Assistant Collectors, 1st and 2nd Grade. With memorandum No. 4148-54/5042-E, dated the 19th July, 1954, the powers in respect of appeals against the orders of Assistant Collectors, Grade 1, were withdrawn.	Selected Revenue Assistants may be specifically invested with the powers of Collector for hearing appeals against the orders of Assistant Collectors, 1st Grade.	Section 27, Land Revenue Act
2	Demarcation of boundaries of fields.	Collector has the power.	The original orders may be passed by the Assistant Collector and the Revenue Assistant may hear appeals as Collector. His order should be final.	Section 10, Land Revenue Act.
3	Appeals against orders of ejectment.	Collector is the appellate authority.	The existing powers of ejectment can be exercised by an Assistant Collector of any grade,—vide Section 6. Punjab Protection and Restoration of Tenancy Rights Act, 1950. The Revenue Assistants/Sub-Divisional Officer should be invested with the powers of Collector under the Act (read with the Punjab Tenancy Act) for hearing appeals.	Section 6 and 105 of the Punjab Tenancy Act.

APPENDIX III—contd.

Serial No.	Subject	Existing powers	Delegation proposed	Statutory provision/executive instructions required to be amended
1	2	3	4	5

REVENUE AND LAND UTILIZATION DEPARTMENT—CONCLD.

A—POWER UNDER LAND REVENUE ACT AND TENANCY ACT—concl'd.

4.	Rent suits between landlord and tenants.	Collector or an Assistant Collector, Ist Grade <i>specially empowered by name</i> is competent to hear such suits.	All Assistant Collectors, Ist Grade, Revenue Assistants/Sub-Divisional Officers may be invested with these powers <i>ex officio</i> .	Section 77, Punjab Tenancy Act 1950. Suits mentioned in the first group.
5.	Hearing appeals from the order of Assistant Collector Ist and 2nd Grade under Tenancy Act.	Collector ..	Suitable Revenue Assistants to be empowered.	Section 105, Punjab Tenancy Act.

B—POWERS UNDER THE STAMP ACT AND COURT FEE ACT

To sanction expenditure in cases in which money is credited to Government for purchase of stamps, but stamps are not actually purchased.	Collectors can sanction up to Rs. 500.	Powers of Collectors may be enhanced up to Rs. 1,000.
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C—POWERS IN RESPECT OF LAND DISPOSAL

1	To sanction sale of sites required exclusively for the purpose of a temple, mosque or other religious building in State owned towns i.e., towns built mainly on State owned land in colonies.	Commissioners—Up to 4 kanals in individual case at half the market value of the land. Board of Revenue—Full powers subject to the condition that the first 4 kanals are paid for at half the market value of the land and any area in excess is paid for at full market rate.	Collectors—Up to 2 kanal half the market value of the land.	Government of West Pakistan, Finance Department notification No. F.D.S.O.I.(F.R)-108.58/505/61, dated the 21st August, 1961.
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2	To sanction sale of land required exclusively for the purposes of mosque, temple or church in areas other than those specified in item 1 above.	Commissioners—Up to 4 kanals in any individual case at half the market value of the land.
3	To remit acreage rate ..	Commissioners—Up to Rs. 50 per harvest in a single case.
4	To sanction remission of rent on temporary cultivation.	Commissioner—Full powers, subject to the standing orders issued by the Board of Revenue from time to time.
5	To sanction sale of village residential shop sites by private treaty.	Board of Revenue—Full powers.
6	Shifting of instalments	Ditto ..
7	Increase in the number of instalments.	Ditto ..

Collectors—Up to 4 kanals at half the market value of the land.

Ditto

Collectors—Up to Rs. 50 per harvest in a single case.

Ditto

Collectors—Up to Rs. 100.

Ditto

Collectors—Full powers, subject to the orders of the Commissioner about the price.

Ditto

Collector—Up to one year.

Ditto

Collector—Six half-yearly instalments.

Ditto

B—ADMINISTRATIVE POWERS

Deputy Commissioners and District departmental heads will be appointing authorities in case of members of Class III and Class IV services where the cadre pertains to the District.

2. In matters of discipline, district heads of departments, including Deputy Commissioner, will have power of dismissal, removal or reduction in rank in case of officials whom they are competent to appoint.

3. They shall exercise all powers under the Civil Services Rules and departmental rules indicated in Appendix IV in respect of Government servants whom they are competent to appoint.

4. They shall also exercise all powers indicated in Appendix V in respect of Government servants in whose case they are the controlling officers or authorities competent to transfer and/or inflict any punishment other than removal, dismissal or reduction, including suspension.

C—FINANCIAL POWERS

The powers of District Officers will be as follows—

(i) *Deputy Commissioner*—Powers of officers in Category II.

(ii) *District departmental officers in Senior Class I scale*—Powers of officers in Category III.

(iii) *Other district officers*—Powers of officers in Category IV.

2. The general financial powers of officers (including officers in Category II, III and IV) are given in paragraphs 20, 22, 24—26 and 29 of Chapter VII.

3. Special financial powers required by district level officers of various departments, such as Revenue Department, Public Works Department and others, are given below —

Serial No.	Nature of powers	To whom delegated	Extent
1	2	3	4

REVENUE DEPARTMENT—DISPOSAL OF LAND

1	To lease out State agricultural land by tenders in colonies.	Collectors	..	Up to 100 acres for a period not exceeding 10 harvests.
2	To lease out State land for agricultural purposes by private treaty.	Do.	..	Up to 50 acres for a period of one year only in respect of land for which offers by tenders or auction fail to attract a bidder ; provided that second lease of the same land to the same lessee in continuation of the first lease would require the sanction of the Commissioner.
3	To lease out State land for brick kilns.	Do.	..	Full powers.
4	To sanction sale of escheated land.	Do	..	Up to the value of Rs. 5,000 subject to the condition that the land is sold by public auction after full publicity.
5	To sanction sale of Nazul land by public auction.	Do.	..	Sites up to 2 acres.

Serial No.	Nature of powers	To whom delegated	Extent
1	2	3	4

REVENUE DEPARTMENT—DISPOSAL OF LAND—*concl.*

6	To sanction sale of State land for non-agricultural purposes by public auction.	Collector ..	Sites up to 2 acres.
7	To allot land for graveyards and cremation grounds.	Do. ..	Full powers.
8	To allot land for <i>kudunils</i> (tanning yards).	Do. ..	Up to a limit of two kanals in each case subject to standing orders of the Board of Revenue.
9	Fruit trees not in the compound of Government buildings.	Do. ..	For one year, provided the reserve rent does not exceed Rs. 500.
10	To sanction or cancel sales of old wells.	Do. ..	Full powers.
11	To sanction lease of land to Local Bodies.	Do. ..	Up to 2 acres for a period of five years.
12	Land for grazing of cattle	Do. ..	Up to 10 acres for a period not exceeding two years.

STAMPS AND COURT FEES

1	To sanction refund or renewal of impressed or adhesive court fee stamps which have been spoiled or rendered useless or unfit for the purpose intended or for which purchaser has no immediate use.	Collectors .	Full powers, subject to the deduction of one anna per rupee of face value in the case of refunds, except in case of court fee stamps not spoiled or rendered unfit for use returned to Collector's store on :— (i) expiration of licence ; (ii) revocation of licence for any reason other than fault of licensee.
2	To sanction writing off the value of :— (i) non-postal stamps that are obsolete, un-serviceable or spoiled. (ii) water-marked plain paper which is damaged and unfit for use. (iii) (a) stamps lost in transit. (b) loss of stamps forming part of the stock in a local or branch depot.	Collector ..	Up to Rs. 150.
3	To write off irrecoverable loss of revenue stamps.	Do. ..	Up to Rs. 150.

Serial No.	Nature of powers	To whom delegated	Extent
1	2	3	4
REVENUE DEPARTMENT—DISPOSAL OF LAND— <i>conold.</i>			
4	To sanction expenditure in cases in which money is credited to Government for purchase of stamps, but stamps are not purchased.	Collector can sanction up to Rs. 500.	Power may be raised up to Rs. 1,000.
5	To sanction refund of court fee stamps affixed unnecessarily in consequence of the order of a court.	Collector ..	Full powers on production of an order of the court.

IRRIGATION DEPARTMENT

1	Technical Sanction—		
	(a) Original Works ..	Executive Engineers.	Rs. 25,000 provided administrative approval is not exceeded by more than 5 per cent.
	(b) Ordinary and special repairs	Ditto ..	Up to Rs. 25,000.
	(c) acceptance of tenders	Ditto ..	Up to Rs. 1 lac.
	(d) employment of work-charged establishment	Ditto ..	Of salaries up to Rs. 200 per mensem subject to the condition that pay allowed does not exceed that allowed to regular establishment of the same category.
			<i>Ordinary Special</i>
	(e) Tools and plants ..	Executive Engineers. ..	Rs. 5,000 Rs. 10,000.
2	Power to write off losses due to depreciation of serviceable stock—(i.e. book losses only as opposed to actual losses).	Ditto ..	Up to Rs. 5,000.

BUILDINGS AND ROADS DEPARTMENT

1	Technical sanctions—		
	(a) original works ..	Executive Engineers ..	Up to Rs. 25,000, where the excess over the amount for which the work has been administratively approved does not exceed 5 per cent.
	(b) ordinary and special repairs.	Ditto ..	Up to Rs. 25,000
	(c) acceptance of tenders	Ditto ..	Rs. 1 lac.

APPENDIX IV

(Para. 21 of Chapter IV)

Serial No.	Nature of powers	Extent of powers
POWERS OF APPOINTMENT		
1	Power to appoint a Government servant in a vacant post in a substantive or officiating capacity.	Full powers.
2	Power to appoint a Government servant in an officiating capacity or substantively to two or more posts at one time.	Ditto.
HEADQUARTERS		
3	Power to declare a Government servant's Headquarters.	Ditto.
SPHERE OF DUTY		
4	Power to define limits of a Government servant's sphere of duty.	Ditto.
MEDICAL CERTIFICATE		
5	Power to dispense with production of medical certificate on appointment.	Full powers in individual cases.
LIEN		
6	Power to suspend a lien ..	Full powers.
7	Power to transfer a lien ..	Ditto.
PAY AND ALLOWANCES		
8	Power to reduce pay and/or allowances of a Government servant treated as on duty.	Ditto.
9	Power to reduce the pay and/or allowances of an officiating Government servant.	Ditto.
INCREMENTS		
10	Power to allow period spent on extraordinary leave to count for increments.	Full powers, provided the leave was taken on account of illness or any other cause beyond the Government servant's control.
11	Power to declare that the service in a lower grade or post shall not count for increment when the degraded Government servant is reinstated.	Full powers.
HONORARIUM AND FEE		
12	Power to permit a Government servant to receive honorarium or fees up to Rs. 1,000 in a year.	Full powers, provided the service rendered does not fall within the course of the ordinary duties of the Government servant.

Serial No	Nature of powers	To whom dele- gated	Extent
1	2	3	4
BUILDINGS AND ROADS DEPARTMENT—concl'd.			
	(d) employment of work-charged establishment	Ditto ..	Of salaries up to Rs. 200 per mensem provided the pay allowed does not exceed that allowed to regular establishment of the same category.
	(e) tools, and plants ordinary and special	Ditto ..	Rs. 5,000 in case of ordinary and Rs. 10,000 in case of special tools and plants.
EDUCATION DEPARTMENT			
1	Payment of scholarships ..	District Inspector of schools.	Award of primary school scholarship tenable in primary classes.
2	Purchase of scientific equipment, apparatus, furniture, instruments and teaching material.	Principals of Degree Colleges and special institution.	Up to Rs. 2,000 in each case.
AGRICULTURE DEPARTMENT			
1	To sanction expenditure on the purchase of seeds, manures, implements insecticides and bags for general use in the department.	Disbursing officers of the Department.	Full powers.
2	To sanction expenditure on the purchase of livestock for use at Departmental Institutions.	Ditto ..	Rs. 1,000 at a time.
3	Power to sell Depot commodities.	Extra Assistant Directors, specially nominated by the Deputy Director.	Full powers.

APPENDIX IV

(Para. 21 of Chapter IV)

Serial No.	Nature of powers	Extent of powers
POWERS OF APPOINTMENT		
1	Power to appoint a Government servant in a vacant post in a substantive or officiating capacity.	Full powers.
2	Power to appoint a Government servant in an officiating capacity or substantively to two or more posts at one time.	Ditto.
HEADQUARTERS		
3	Power to declare a Government servant's Headquarters.	Ditto.
SPHERE OF DUTY		
4	Power to define limits of a Government servant's sphere of duty.	Ditto.
MEDICAL CERTIFICATE		
5	Power to dispense with production of medical certificate on appointment.	Full powers in individual cases.
LIEN		
6	Power to suspend a lien ..	Full powers.
7	Power to transfer a lien ..	Ditto.
PAY AND ALLOWANCES		
8	Power to reduce pay and/or allowances of a Government servant treated as on duty.	Ditto.
9	Power to reduce the pay and/or allowances of an officiating Government servant.	Ditto.
INCREMENTS		
10	Power to allow period spent on extraordinary leave to count for increments.	Full powers, provided the leave was taken on account of illness or any other cause beyond the Government servant's control.
11	Power to declare that the service in a lower grade or post shall not count for increment when the degraded Government servant is reinstated.	Full powers.
HONORARIUM AND FEE		
12	Power to permit a Government servant to receive honorarium or fees up to Rs. 1,000 in a year.	Full powers, provided the service rendered does not fall within the course of the ordinary duties of the Government servant.

APPENDIX IV—*contd.*

Serial No.	Nature of powers	Extent of powers
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HONORARIUM AND FEE—*concl'd.*

- | | | |
|----|--|--------------|
| 13 | Power to permit a Government servant to receive honorarium or fees from Pakistan or West Pakistan Public Service Commission, Universities or Boards of Secondary Education in connection with the examinations held by these institutions. | Full powers. |
|----|--|--------------|

ADDITIONAL PAY

- | | | |
|----|---|---|
| 14 | Power to grant additional pay where charge of more than one independent post is held by an officer. | <p>Full powers in accordance with the following principles :—</p> <p>(i) Where a Government servant is formally appointed to the additional post and discharges full duties of that post, additional pay should not exceed 20% of the presumptive pay of the additional post; provided that where the additional post is a higher post, the Government servant may be allowed as additional pay the difference between the pay admissible to him in the higher post and his pay in the lower post if that be more beneficial to him.</p> <p>(ii) Where a Government servant holds the current charge of an additional post, the additional pay should not exceed 10% of the presumptive pay of the additional post.</p> |
|----|---|---|

FOREIGN SERVICE

- | | | |
|----|--|---|
| 15 | Power to transfer a Government servant and fix his pay in foreign service. | <p>Full powers, subject to the condition in Appendix II of the F.R., Annexure "A" to Chapter X of Civil Services Rules (Punjab), Volume I, Part I, and Rule 113 of the Sind Civil Services Rules, provided that:—</p> <p>(a) the pay and allowances in foreign service do not exceed the pay and allowances which the Government servant would draw from time to time if he were in Government service, and</p> <p>(b) no concessions, not admissible to the Government servant, are sanctioned in addition to pay.</p> |
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APPENDIX IV—*contd.*

Serial No.	Nature of powers	Extent of powers
FOREIGN SERVICE— <i>contd.</i>		
16	Power to decide the date of reversion of a Government servant after returning from foreign service.	Full powers.
17	Power to order in any individual case that a Government servant outside his own cadre but in his own line should be given such promotion as he would have got had he not gone on foreign service.	Ditto.
ABSENCE FROM DUTY		
18	Power to determine that in view of the special circumstances, a Government servant does not cease to be a Government employee after 5 years continuous absence from duty elsewhere than on foreign service.	Full powers.
LEAVE		
19	Power to declare that the former service of a Government servant re-employed otherwise than after superannuation shall count for leave in whole or in part.	Full powers.
20	Power to grant leave to a Government servant in respect of whom a Medical Committee has reported that there is no prospect of his ever being fit for duty.	Ditto.
21	Power to permit a Government servant to accept other employment during leave preparatory to retirement.	Full powers in accordance with rules.
22	Power to allow period spent on extraordinary leave to count for increment.	Full powers provided leave was granted for reasons beyond the control of Government servant.
23	Power to allow all kinds of leave except study leave and special disability leave.	Full powers.
PENSION		
24	Power to sanction pension in accordance with rules.	Full powers provided the Accountant-General, West Pakistan or other Accounts Officer concerned certifies that the pension is admissible.
25	Power to sanction commutation of pension under the rules.	Ditto ditto.
26	Power to count military service towards pension.	Full powers.
27	Power to require a ministerial Government servant to retire between the ages of 55 and 60 years.	Full powers in case of ministerial Government servants to whom the rule in question applies.

APPENDIX IV—*conctd.*

Serial No.	Nature of powers	Extent of powers
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PENSION—*concl.*

- | | | |
|----|---|--|
| 28 | Power to grant compassionate pension to a Government servant dismissed or removed from service owing to misconduct or inefficiency. | Full powers to appointing authority upto half the pension that would have been admissible to a Government servant, dismissed or removed, if he had retired on a medical certificate. |
|----|---|--|

TRAVELLING ALLOWANCE

- | | | |
|----|--|--|
| 29 | Power to grant permanent travelling allowance or conveyance allowance. | Full powers in respect of posts they are competent to create and at rates not exceeding those sanctioned for posts of the same type. |
| 30 | Power to declare a particular Government servant to be entitled to railway accommodation of a higher class than permitted for his grade in the case of a particular journey. | Full powers, subject to a quarterly return in respect of all such cases being furnished to Finance Department. |
| 31 | Power to disallow travelling allowance for a journey to attend obligatory examination, if it is considered that the candidate has culpably neglected preparing for it. | Full powers. |
| 32 | Power to sanction travelling allowance for Government servants compelled to answer a civil case or criminal charge in connection with official duties. | Ditto. |
| 33 | Power to grant exemption from the rule limiting the drawal of halting allowance for a halt on a tour to a period of 10 days. | Full powers to appointing authority for a period not exceeding 30 days at full rates and for period beyond 30 days at half rates. |

RE-EMPLOYMENT

- | | | |
|----|---|---|
| 34 | Power to re-employ a Government servant in service after attaining the age of superannuation. | Full powers to appointing authority in accordance with the rules and orders of Government issued from time to time. |
|----|---|---|

RELAXATION OF AGE LIMIT

- | | | |
|----|--|--|
| 35 | Power to permit recruitment in Government service of persons who exceed the age limit prescribed in the rules of various integrating units in force on the 13th October, 1955. | Full power to appointing authorities in special circumstances which should be recorded in writing in each case and when the service rules provide for such relaxation. |
|----|--|--|

G. P. FUND

- | | | |
|----|--|---|
| 36 | Power to grant temporary advances from General Provident Fund. | Full powers to appointing authorities in respect of ordinary or special advances in accordance with the General Provident Fund Rules. |
|----|--|---|
-

APPENDIX IV—*concl'd.*

Serial No.	Nature of powers	Extent of powers
---------------	------------------	------------------

JOINING TIME

- | | | |
|----|---|----------------|
| 37 | Power to extend joining time .. | Up to 30 days. |
| 38 | Power to permit the calculation of joining time by a route other than that which travellers habitually use. | Full powers. |
-

APPENDIX V

DELEGATION OF POWERS UNDER THE CIVIL SERVICE RULES AND FINANCIAL RULES

(Para. 21 of Chapter IV)

Serial No.	Nature of Powers	To whom delegated	Extent of powers
TRANSFER OF CHARGE			
1	Power to allow making or taking over charge at a place other than the headquarters of Government servant being relieved.	Transferring authority.	Full powers.
2	Power to permit either the relieved or relieving Government servant not to be present at the time of handing or taking over charge.	Ditto ..	Ditto.
INCREMENT			
3	Power to withhold increment of Government servant or to order that he should not cross an efficiency bar.	Authority competent to inflict punishment other than removal and dismissal.	Ditto.
PAY AND ALLOWANCES			
4	Power to fix the pay and allowances of a Government servant transferred as a penalty to a lower grade or posts, up to the maximum of that grade or post.	Authority competent to inflict punishment other than removal and dismissal.	Ditto.
5	Power to fix the emoluments of a Government servant during suspension in accordance with the rules.	Suspending authority.	Ditto.
LEAVE			
6	Power to accept an officiating Government servant's reasons for not occupying the house placed at his disposal by the permanent incumbent while on leave or transfer.	Transferring authority or authority granting leave.	Ditto.
7	Power to direct that a Government servant on leave shall be in occupation of the residence.	Ditto ..	Ditto
8	Power to decide in doubtful or iniquitable cases which Government servant shall be held to have been in charge and to whom the pay of the post for Sunday or holiday shall be paid.	Transferring authority.	Ditto.
TRAVELLING ALLOWANCE			
9	Power to sanction the absence of Government servant on duty beyond the sphere of duty.	Controlling Officer.	Full powers, provided the absence does not extend beyond 30 days.

APPENDIX V—*concl'd.*

Serial No.	Nature of powers	To whom delegated	Extent of powers
TRAVELLING ALLOWANCE—<i>concl'd.</i>			
10	Power to decide whether a particular absence from headquarters is absence on duty and that the Government servant in question should be treated as on tour.	Controlling Officer	Full powers, provided the absence does not extend beyond 30 days.
11	Power to restrict duration of frequency of tours.	Ditto	Ditto.
12	Power to certify that the journey by motor car or motor cycle between places connected by railway was performed in public interest.	Ditto	Ditto.
13	Power to sanction travelling allowance to Government servant for journeys to attend conferences held by Government, while on leave.	Ditto	Full powers.
14	Power to sanction grant of travelling allowance in cases where a suspended Government servant is required by the suspending authority to make a journey for the purpose of attending a Departmental enquiry.	Suspending authority.	Full powers, but no daily allowance should be allowed.

Note—The following will be their own Controlling Officers in respect of T. A. :—

- (1) Secretaries to Government and Heads of Attached Departments in Category 'A'
- (2) Regional Heads of Departments in Category 'B'.
- (3) Commissioners of Divisions.

APPENDIX
(Para. 23 of

Department/ Service	Designation	WEST PAKISTAN	FORMER
		Prescribed scales and conditions attached thereto	Old scales
1	2	3	4
Public Works De- partment.	Chief Engineer	Rs. 1,700 <i>plus</i> Rs. 300, Special Pay, 22 years Class I Service. Protected officers would draw pay of Chief Engineer as admissible in the integrating units <i>plus</i> Special Pay of Rs. 300.	Rs. 2,500 fixed subject to 22 years Class I Service.
	Additional Chief Engineer.	Rs. 1,700, 17 years Class I Service. Protected officers would draw pay as admissible to Chief Engineer in Unit of origin to be allowed to officers not exceeding the number of posts in the area of origin including the post of Chief Engineer, West Pakistan. Other officers on old scales get grade pay as Superintending Engineer with Special Pay of Rs. 250.	No post
	Deputy Chief Engineer.	Superintending Engineer, pay <i>plus</i> Rs. 200 Special Pay, 13 years Class I Service.	No post
	Superintending Engineer.	Rs. 1,250—50—1,500, 13 years Class I Service.	Rs. 1,600—100—2,000.
Forest Department	Chief Conserva- tor of Forests.	Rs. 1,400—50—1,700 <i>plus</i> Rs. 300 Special Pay, 22 years Class I Service.	Rs. 2,250—50—2,500, subject to 22 years, Class I Service.
	Additional Chief Conservator of Forests.	Rs. 1,400—50—1,700, 17 years Class I Service.	No post
	Conservator of Forests.	Rs. 1,400, 13 years Class I Service ..	Rs. 1,600—100—2,000, subject to 17 years, Class I Service.
Education Depart- ment.	Director of Public Instruc- tions.	Rs. 1,700 <i>plus</i> Rs. 300 Special Pay, 22 years, Class I Service. Protected officers would draw pay of Director of Public Instruction as admissible in the integrating unit <i>plus</i> Special Pay of Rs. 300.	Rs. 2,000—75—2,300, 22 years, Class I Service.
	Director of Education.	Rs. 1,700, 17 years, Class I Service.	No post
Health Department	Director of Health Ser- vices.	Rs. 1,700 <i>plus</i> Rs. 300 Special Pay, 22 years Class I Service. Protected officers would draw pay as admissible in the integrating unit or the I.M.S. pay as the case may be <i>plus</i> Rs. 300 Special Pay.	Rs. 2,000—75—2,300.
	Deputy Director of Health Ser- vices.	Rs. 1,700, 17 years Class I Service	No post
Agriculture Depart- ment.	Director of Agriculture.	Rs. 1,400—50—1,700 <i>plus</i> Rs. 300 Special Pay, 17 years Class I Service.	Rs. 2,000—75—2,300, 22 years Class I Service.
Animal Husbandry Department.	Director, Ani- mal Husbandry.	Rs. 1,400 <i>plus</i> Rs. 300, Special Pay, 17 years Class I Service.	Rs. 1,800—60—2,100, 22 years Class I Service.

VI

Chapter IV)

PUNJAB	FORMER SIND		FORMER NORTH-WEST FRONTIER PROVINCE		REMARKS
Existing scales	Old scales	Existing scales	Old scales	Existing scales	
5	6	7	8	9	10
Not prescribed.	Rs. 2,300—100—2,600.	Rs. 1,800, 17 years Class I Service.	Rs. 2,000, 17 years Class I Service.		
in any of the integrating Provinces.					
in any of the integrating Provinces.			Rs. 1,250—50—1,500 <i>plus</i> Rs. 250, Special Pay.		
Rs. 1,400 fixed, 13 years, Class I Service.	Rs. 1,500—75—1,800.	Rs. 1,500, 13 years Class I Service.	Rs. 1,250—50—1,500, 13 years Class I Service.		
Not prescribed.	Rs. 1,500—75—1,800.	Rs. 1,600, 17 years Class I Service.	No post in the former North-West Frontier Province.		
in any of the integrating Provinces.					
Rs. 1,400, 17 years, Class I Service.	Rs. 1,500—75—1,800.	Rs. 1,400, 13 years Class I Service.	Rs. 900—50—1,200.		
Existing scale not prescribed.	Rs. 1,200—50—1,500.	Rs. 1,600 prescribed, 17 years Class I Service.	Rs. 900—50—1,200. No length of service.	...	Restriction of length of service applied both in the case of officers entitled to old scales as well as existing scales.
in any of the integrating Provinces.					
Existing scale not prescribed.	Inspector-General, Hospitals Rs. 1,800.	Rs. 1,800, 17 years Class I Service.	For I.M.S. Rs. 2,750.		
in any of the integrating Provinces.					
Existing scale not prescribed.	Rs. 1,200—50—1,500.	Rs. 1,600, 17 years, Class I Service.	Rs. 1,400 fixed, subject to 17 years Class I Service.		
Scale not prescribed.	Rs. 1,200—50—1,500.	Rs. 1,400, 13 years Class I Service.	Rs. 1,400 fixed, 17 years Class I Service.		

APPENDIX VII

(Para. 22 of Chapter V)

POWERS OF SANCTIONING CONTINGENT EXPENDITURE
WHERE LUMP SUM BUDGET PROVISION OR ALLOCATION OF
FUNDS EXISTS AND INDIVIDUAL ITEMS ARE NOT
SPECIFIED IN DETAIL

A—OFFICE REQUIREMENTS

1. **Local purchase of stationery—*

Officers in Category I	..	Rs. 500	at a time.
Officers in Category II	..	Rs. 200	ditto.
Officers in Category III	..	Rs. 100	ditto.
Officers in Category IV	..	Rs. 50	ditto.

2. *Additions to or repairs of instruments or furniture—*

Officers in Category I	..	Rs. 5,000	in each case.
Officers in Category II	..	Rs. 2,000	ditto.
Officers in Category III	..	Rs. 1,000	ditto.
Officers in Category IV	..	Rs. 500	ditto.

3. *Hire charges of furniture—*

Officers in Category I	..	Rs. 5,000	per annum in each case.
Officers in Category II	..	Rs. 2,000	ditto.
Officers in Category III	..	Rs. 1,000	ditto.
Officers in Category IV	..	Rs. 500	ditto.

4. *Expenditure on carriage of records—*

All officers will have full powers.

5. *Expenditure on rent of non-residential buildings and land subject to a certificate by the Executive Engineer concerned that the rent is reasonable—*

Officers in Category I	..	Full powers.
Officers in Category II	..	Rs. 5,000 per annum in each case.
Officers in Category III	..	Rs. 2,000 ditto.
Officers in Category IV	..	Rs. 500 ditto.

6. *Appointment of Class IV Establishment chargeable to Contingencies—*

Full powers to all officers.

7. *Freight charges for movement of Government property—*

Full powers to all officers.

8. *Electricity and water charges and water taxes—*

Full powers to all officers.

*Provided the Controller, Printing and Stationery, or the Manager of a Regional Government Press has certified that the stationery in question cannot be supplied from the Government Stores. Provided further, that no such certificate will be needed for any item not exceeding Rs. 50 in case sanctioning officer is in Category I or II.

9. *Postal and telegraphic charges and telephonic charges other than those for residential telephones—*

Full powers to all officers. Provided that office telephones may not be sanctioned by officers other than in Category I and residential telephones may not be sanctioned without reference to Government.

10. *Service postage—*

Officers in Category I	..	Rs. 3,000	at one time.
Officers in Category II	..	Rs. 1,000	ditto.
Officers in Category III	..	Rs. 500	ditto.
Officers in Category IV	..	Rs. 200	ditto.

11. *Hot and cold weather charges—*

Full powers to all officers subject to rules.

12. *Purchase of liveries, typewriters, duplicators and bicycles—*

Full powers in accordance with the standing orders to all officers in Categories I and II.

13. *Charges for printing at presses other than Government Presses—*

Officers in Category I	..	Rs. 2,000.
Officers in Category II	..	Rs. 1,000.
Officers in Category III	..	Rs. 500.
Officers in Category IV	..	Rs. 100.

Provided a Government Press certifies that it could not undertake the job.

14. *Copying and translation charges—*

Full powers to all officers.

15. *Charges for remittance of pay or allowances of establishment by money order—*

Full powers to all officers, where such remittances are authorised by rules.

16. *Purchase of periodicals and newspapers—*

Full powers to all officers in Category I and II.

17. *Purchase of books and maps—*

Full powers to all officers in Category I and II.

18. *Expenditure in emergent cases on account of binding work executed locally—*

Officers in Category I	..	Rs. 200	in each case.
Officers in Category II	..	Rs. 100	ditto.
Officers in Category III	..	Rs. 50	ditto.
Officers in Category IV	..	Rs. 25	ditto.

B—REWARDS AND BONUS

In Departments where grant of rewards or bonus is permissible under the rules the powers will be as indicated below:—

Officers in Category I	..	Rs. 1,000
Officers in Category II	..	Rs. 500

C—LAW CHARGES

Officers in Category I .. Rs. 5,000.

Officers in Category II .. Rs. 2,000.

Where law charges have to be paid in relaxation of rules Government orders will be necessary.

D—PAYMENT OF FEES, HONORARIA AND COMPENSATION

(1) *Fees to Law Officers—*

Full powers to officers in Category I and II, in accordance with the prescribed scales for payment of fees.

(2) *Honoraria and fees to personnel in connection with the departmental examinations—*

Officers in Category I .. Full powers.

Officers in Category II .. Rs. 1,000 in each case, in accordance with the rules.

(3) *Fees in other cases—*

Officers in Category I .. Rs. 500 in each case.

Officers in Category II .. Rs. 100 ditto.

(4) *Compensation payable to any individual under law, rules or judgment of courts—*

Officers in Category I .. Full powers.

Officers in Category II .. Upto Rs. 5,000.

E—OTHER ITEMS

(1) *Non-recurring items other than those referred to above—*

Officers in Category I .. Rs. 5,000 in each case.

Officers in Category II .. Rs. 2,000 ditto.

Officers in Category III .. Rs. 1,000 ditto.

Officers in Category IV .. Rs. 500 ditto.

(2) *Recurring items other than those referred to above—*

Officers in Category I .. Rs. 1,000 in each case.

Officers in Category II .. Rs. 500 ditto.

Officers in Category III .. Rs. 200 ditto.

Officers in Category IV .. Rs. 50 ditto.

No item of expenditure may be sanctioned from contingencies or on unusual or novel items except with the prior approval of Government.

APPENDIX VIII

(Paragraph 32 of Chapter V)

**DELEGATION OF FINANCIAL POWERS IN VARIOUS
DEPARTMENTS**

1. Irrigation
2. Buildings and Roads
3. Education
4. Health
5. Forest
6. Agriculture
7. Animal Husbandry
8. Food
9. Printing and Stationery
10. West Pakistan Public Service Commission
11. Révenue
12. Prisons
13. Reclamation and Probation

APPENDIX VIII—contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4
IRRIGATION DEPARTMENT			
1	Technical sanctions—	Administrative Department ..	Works up to Rs. 500 lacs provided the excess over the amount for which the work has been administratively approved does not exceed 10 per cent or Rs. 20,000 (whichever is more). Full powers, if the excess does not exceed 5 per cent.
	(i) In the case of original works ..	Chief Engineer ..	Works up to 100 lacs provided the excess over the amount for which administrative approval has been accorded does not exceed 10 per cent or Rs. 10,000 (whichever is more). Full powers in case the excess does not exceed 5 per cent.
		Superintending Engineers ..	Upto Rs. 2,50,000 provided administrative approval is not exceeded by more than 5 per cent.
		Executive Engineers ..	Rs. 25,000 provided administrative approval is not exceeded by more than 5 per cent.
	(ii) (a) In the case of ordinary and special repairs. }	Administrative Department }	Full powers.
		Chief Engineers }	
		Superintending Engineers ...	Upto Rs. 2,50,000.
		Executive Engineers ..	Upto Rs. 25,000.
	(b) Special repairs to residential buildings ..	Administrative Department in consultation with Financial Adviser. Chief Engineer ..	Rs. 20,000 in case of each building. Rs. 5,000 in case of each building.

(iii) Acceptance of tenders

Administrative Department	..	Full powers.
Chief Engineer	..	Full powers.
Superintending Engineers and other officers in corresponding rank holding independent charge.		Up to Rs. 10 lacs.
Executive Engineers	..	Up to Rs. 1 lac.

The above powers are subject to the conditions that normal procedure laid down for invitation of tenders is followed and the rates quoted are such that total cost of a project will not exceed the amounts for which the works are administratively approved by more than the limits laid down in the preceding paragraph.

Further, where competitive tenders are to be invited under the rules, in case the lowest tender from an approved contractor is not accepted, the approval of the Chief Engineer should be obtained for tenders up to the value of Rs. 5 lakhs. The case should be submitted to the Administrative Department if the value of the tender is more than 5 lakhs and should also be shown to the Finance Department if the value of the tender exceeds Rs. 10 lakhs. Reasons should be recorded in all such cases.

The above powers are also subject to the condition that the amount of any tender does not exceed the estimate by 20 per cent.

(iv) To sanction employment of work-charged establishment subject to the condition that—

(a) provision exists in the sanctioned estimate;

(b) the power is exercised only when the order to commence the work has been received; and

(c) the pay allowed does not exceed that allowed to regular establishment of the same category.

Administrative Department	..	Full powers.
Chief Engineer	..	Of salaries up to Rs. 750 per mensem.
Superintending Engineers and other officers in corresponding rank holding independent charge.		Of salaries up to Rs. 300 per mensem.
Executive Engineers	..	Of salaries up to Rs. 200 per mensem.

APPENDIX VIII—contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers	
1	2	3	4	
IRRIGATION DEPARTMENT—concl'd.				
	<i>Technical sanctions—concl'd.</i>			
	v) Power to sanction temporary increase in stock limits of various divisions and circles which are to be observed within a period of six months and to decrease in stock limits both temporarily and permanently.	Administrative Department .. Chief Engineer.	} Full powers.	
	(vi) Tools and plants ..	Administrative Department in consultation with Financial Adviser. Chief Engineer .. Superintending Engineers .. Executive Engineers ..	<i>Ordinary</i> Full powers. Rs. 2 lakhs. Rs. 20,000. Rs. 5,000.	<i>Special</i> Full powers. Rs. 4 lakhs. Rs. 50,000. Rs. 10,000.
	(vii) Payment of compensation under the Workmen's Compensation Act.	Chief Engineer .. Superintending Engineers ..	} Full powers up to the amount admissible under the Act, provided that the payment in each case is pre-audited and that all cases in which there is a doubt as to the applicability of the Act are referred to the Chief Engineer for obtaining legal advice.	
2	Power to write off losses due to depreciation of serviceable stock (i.e., book losses only as opposed to actual losses).	Chief Engineer .. Superintending Engineers .. Executive Engineers ..	Up to Rs. 50,000. Up to Rs. 20,000 Up to Rs. 5,000.	
BUILDINGS AND ROADS DEPARTMENT				
1	Technical Sanction—			
	(i) In the case of original works ..	Administrative Department ..	Works up to Rs. 500 lacs, provided the excess over the amount for which the work has been administratively approved does not exceed 10 per cent or Rs. 20,000 (whichever is more) and full powers if the excess does not exceed 5 per cent.	

		Chief Engineer
		Superintending Engineers
		Executive Engineers
	(ii) In the case of ordinary and special repairs.	Administrative Department Chief Engineer. Superintending Engineers Executive Engineers
	(iii) Powers for special repairs to residential buildings.	Administrative Department in tion with Financial Adviser. Chief Engineer Superintending Engineers
2	Acceptance of tenders.	Administrative Department Chief Engineer Superintending Engineers Executive Engineers
3	To sanction employment of work-charged establishment subject to the conditions that—	Administrative Department
	(a) provision exists in the sanctioned estimates;	Chief Engineers
	(b) the power is exercised only when the order to commence the work has been received; and	Superintending Engineers
	(c) the pay allowed does not exceed that allowed to regular establishment of the same category.	Executive Engineers

- .. Works up to Rs. 10 lacs, provided the excess over the amount for which administrative approval has been accorded does not exceed 10 per cent or Rs. 10,000 (whichever is more) and full powers in case the excess does not exceed 5 per cent.
- .. Rs. 5 lacs subject to the condition that the excess over the amount for which the work has been administratively approved does not exceed 5 per cent.
- .. Rs. 25,000 subject to the condition that the excess over the amount for which the work has been administratively approved does not exceed 5 per cent.

} Full powers.

.. Up to Rs. 2,50,000.

.. Up to Rs. 25,000.

consulta- Rs. 20,000 in the case of each building.

.. Rs. 5,000 in the case of each building.

.. Rs. 500 in the case of each building.

.. Full powers.

.. Full powers.

.. 10 lacs

.. Rs. 1 lac.

.. Full powers.

.. Of salaries up to Rs. 750 per mensem.

.. Of salaries up to Rs. 300 per mensem.

.. Of salaries up to Rs. 200 per mensem.

EDUCATION DEPARTMENT			
1	Purchase of scientific equipment and apparatus, furniture, instruments and teaching materials.	Directors of Education ..	Rs. 15,000 in each case.
		Principals of degree and training colleges and special institutions, Divisional Inspectors and Inspectresses of Schools and Principals of Government College of Physical Education and Queen Mary College.	Rs. 5,000 in each case.
		All other disbursing officers under Director of Public Instruction.	Rs. 2,000 in each case.
2	Payment of scholarships	... Scholarships to be paid in accordance with the existing rules applicable to various areas. Subject to the budget provision, the number of scholarships will be determined by the Administrative Department.	
		The award of scholarships to individual scholars will be regulated within the number sanctioned by the Administrative Department as under:—	
		District Inspector of Schools ..	Award of Primary School scholarship tenable in primary classes.
		Inspector of Schools ..	Award of Middle School scholarships tenable in secondary classes.
		Director of Education ..	Award of other scholarships above the level of middle school scholarships.
HEALTH DEPARTMENT			
1	Power to invite tenders for consumable stores other than drugs and medicines required for hospitals	Heads of institutions ..	Full powers.
2	Power to sanction acceptance of above-mentioned tenders.	Deputy Directors of Health Services ..	Full powers, in case of tenders not exceeding Rs. 1 lac.
		Director of Health Services ..	Full powers, provided the lowest tender is accepted.

APPENDIX VIII—*contd.*

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4
FOREST DEPARTMENT			
1	Creation and appointment of work-charged establishment.	Chief Conservator of Forests. Conservators of Forests incharge of Circles.	Pay not exceeding Rs. 500 per mensem. Pay not exceeding Rs. 250 per mensem.
2	Power of technical sanction in respect of works chargeable to the Major Head '10—Forests.'	Chief Conservator of Forests. ..	Rs. 10 lakhs.
3	Power to enter into forests contract (for the disposal of forests produce) and to fix the terms of the contract.	Administrative Department in consultation with Financial Adviser. Chief Conservator of Forests .. Conservator of Forests .. Divisional Forest Officers and others of corresponding rank.	Full powers. Rs. 10 lakhs. Rs. 5 lakhs. Rs. 25,000, provided open auction takes place or tenders are invited and highest offer accepted.
4	Power to sanction tools and plants and tents for various Forest works and purchase of Rest House and Office furniture.	Chief Conservator of Forests .. Conservator of Forests ..	Rs. 2,00,000. Rs. 25,000.
5	Purchase of Livestock ..	Chief Conservator of Forests .. Conservator of Forests ..	Rs. 2,00,000. Rs. 25,000.
6	To sanction, all usual payments on sowing, planting etc., under Revenue Expenditure in the Forest Department'.	Chief Conservator of Forests Conservator of Forests, and Divisional Forests Officers	} Full powers.
7	Lease of land in Forest areas ..	Chief Conservator of Forests .. Conservator of Forests ..	By auction or tenders for 5 years on canal lands or 15 years for barani lands. By auction or tenders for any lease.

8	Power to sanction special grant of timber or other forest produce free or at favourable rates for special purpose of public utility.	Chief Conservator of Forests ..	Rs. 2,000 in each case.
		Conservators of Forests ..	Rs. 1,000 in each case.
9	The writing off of irrecoverable forest revenue	Chief Conservator of Forests ..	Rs. 2,000 .
		Conservator of Forests ..	Rs. 1,000.
10	To grant rewards in forests cases:—		
	(i) out of sum accepted as compensation not exceeding $\frac{3}{4}$ th of the amount realised.	Chief Conservator of Forests ..	} Full powers.
		Conservators of Forests ..	
		Divisional Forest Officers ..	
	(ii) out of the sum accepted as compensation plus value of property not exceeding $\frac{3}{4}$ th of the amount realised.	Chief Conservator of Forests ..	} Ditto.
		Addl. Chief Conservator of Forests ..	
		Conservators of Forests ..	
		Divisional Forest Officers ..	
11	Power regarding acceptance of tenders for Forests works (for Civil works of Forest department, such as construction of buildings and conservancy work, etc.).	Chief Conservator of Forests ..	Rs. 25 lakhs.
		Conservators of Forests ..	Rs. 5 lakhs.
		Divisional Forest Officers ..	Rs. 1 lakh.
AGRICULTURE DEPARTMENT			
1	To sanction prizes for fruit and agricultural produce competitions.	Director of Agriculture ..	Full powers.
2	To sanction expenditure on the purchase (at fixed rates) of improved seeds and other seed Depots commodities including bags (under Seed Depot Rules) for distribution to the growers.	Ditto. ..	Ditto.
3	To sanction expenditure on the purchase of seeds, manures, implements insecticides and bags for general use in the Department.	Director of Agriculture, Deputy Directors and other Disbursing Officers of the Agriculture Department.	Ditto.

APPENDIX VIII—contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4

AGICULTURE DEPARTMENT—conold.

4	To sanction expenditure on purchase of live-stock for use at departmental institutions.	Director of Agriculture	.. Full powers.
5	To sanction expenditure on—	Other Disbursing Officers	.. Upto Rs. 1,000 at a time.
	(a) purchase of chemicals, equipment and apparatus requirt by research sections training institues and other depart-mental officers.		
	(b) purchase of aviation spirit for cereal spray;		
	(c) purchase of petrol, oil liburicants and spare parts of vehicles and agricultural machinery and incurring of other ex-penditure on their general overhaul-ing and repairs;	Director of Agriculture	.. Full powers subject to the condition that the purchases should be made through the Directorte of Industries (Supply Wing) in accordance with rules.
	(d) purchase of tyres and tubes for vehi-cles, and traces and similar other agriculturalmachinery;		
	(e) purchase of photgraphic material for publicity work;		
	(f) purchaseof Tarpaulins required for de-partment's experimental, research and seed farms and covers for vehicles.		
	ng of bodies on trucks	..	

	To accord technical sanction to construction of buildings and execute the works themselves.	Director of Agriculture	..	Rs. 2,00,000.
7	Power to sell Depot commodities	Seed Depot Officer (<i>i.e.</i> , Deputy Director of Agriculture or the Extra Assistant Director of Agriculture, if specially nominated by the Deputy Director).	..	Full powers to sell Depot commodities through non-official commission agents appointed by the Department for the purpose at the rates to be fixed in accordance with the policy of Government from time to time.
8	To sanction dismantling and selling unserviceable buildings constructed out of departmental funds under minor head "Works".	Director of Agriculture	..	Up to Rs. 20,000 in each case.

ANIMAL HUSBANDRY DEPARTMENT

1	Power to undertake departmentally petty construction and repair works.	Director of Animal Husbandry	..	Rs. 10,000.
2	Power to invite tenders for consumable stores other than those to be indented through the Directorate of Industries (Supply Wing.)	Heads of Institutions	..	Full powers.
3	Power to sanction acceptance of the above-mentioned tenders.	Director of Animal Husbandry	..	Ditto.
4	Fixation of prices for the sale of animal produce and by-products.	Ditto	..	Full powers on the basis of the rates prevailing in the market.

FOOD DEPARTMENT

1	Power to accept tenders invited in the prescribed form after widest publicity for the handling and labour charges (such as loading, unloading, stacking, un-stacking and weighing, etc.) of Government stocks.	Assistant Directors	..	Can accept the lowest tenders only after obtaining confirmation of the Commissioner concerned.
		Deputy Directors	..	Full powers to accept the lowest tenders.

PRINTING AND STATIONERY DEPARTMENT

1	Power to sanction tools and plants	..	Controller, Printing and Stationery	..	Rs. 1 lac per item.
			Superintendent, Government Press	..	Rs. 10,000 per item.

WEST PAKISTAN PUBLIC SERVICE COMMISSION

1	Advertisement charges	..	Chairman, West Pakistan Public Service Commission	Full powers.
			Secretary, West Pakistan Public Service Commission.	Up to Rs. 500 in each case.

APPENDIX VIII— contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4

WEST PAKISTAN PUBLIC SERVICE COMMISSION—CONCLD.

2	To sanction expenditure on payment of remuneration to persons other than Government servants employed in connection with the examinations held by the West Pakistan Public Service Commission.	Chairman, West Pakistan Public Service Commission. Secretary, West Pakistan Public Service Commission.	Full powers. Rs. 250 in each case.
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REVENUE DEPARTMENT

PART I—GENERAL

1	Remission of revenue in accordance with the rules.	Board of Revenue Commissioners	.. Full powers. .. Full powers.
2	Remission of revenue otherwise than in accordance with the rules but not in relaxation of any rules.	Board of Revenue Commissioners	.. Rs. 2,000. .. Rs. 1,000.
3	Power to sanction loans under the Agriculturists' Loans Act.	Board of Revenue Commissioners	.. Full powers. .. Rs. 10,000.
4	Power to sanction loans under the Lands Improvement Loans Act.	Board of Revenue Commissioners	.. Rs. 1 lakh in each case. .. Rs. 30,000 in each case.
5	Power to sanction the remission of disallowances by Audit Officers.	Commissioners	.. Up to the sum of Rs. 100 in individual cases.

6	To sanction refund of court fee stamps affixed unnecessarily in consequence of an order of a Court.	Collectors	..	Full powers (on production of an order of the Court).
7	To sanction refund or renewal of impressed or adhesive court fee stamps which have been spoiled, or rendered useless or unfit for the purpose intended or for which the purchaser has no immediate use.	Collectors	..	Full powers, subject to the deduction of one anna per rupee of face value in the case of refunds. Except in case of court fee stamps not spoiled or rendered unfit for use returned to Collector's store on:— (i) expiration of licence; or (ii) revocation of licence for any reason other than fault of the licensee.
8	To sanction expenditure in cases in which money is credited to Government for purchase of stamps, but stamps are not actually purchased.	Commissioners	..	Full powers.
9	To sanction writing off of the value of— (i) non-postal stamps that are obsolete, un-serviceable or spoiled. (ii) water-marked plain paper which is damaged and unfit for use. (iii) (a) stamps lost in transit .. (b) loss of stamps forming part of the stock in a local or branch depot	Commissioners Collectors		Up to Rs. 250. Up to Rs. 150.
10	To write off irrecoverable loss of stamp revenue.	Commissioners Collectors		Up to Rs. 250. Up to Rs. 150.

PART II—DISPOSAL OF LAND

SALE

1	To sanction grants of State agricultural lands in Colonies.	Commissioners	..	Full powers subject to the condition that the grant is made in accordance with standing orders of or a scheme approved by the Revenue Department in consultation with the Finance Department.
2	To sanction grants of <i>muzul</i> land free of cost to Local Bodies.	(i) Commissioners (ii) Board of Revenue (iii) Revenue Department		Up to the value of Rs. 5,000. Up to the value of Rs. 20,000. Full powers.

APPENDIX VIII—contd

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4

REVENUE DEPARTMENT—CONTD.

3	To allot land for graveyards and cremation grounds.	Collectors	.. Full powers.
4	To allot land for kunnals (tanning yards) ..	(i) Collectors	.. Up to a limit of two kanals in each case subject to standing orders of the Board of Revenue.
		(ii) Commissioners	.. Full powers subject to standing orders of the Board of Revenue.
5	To sell State land for agricultural purposes ..	Commissioners	.. Up to fifty acres, provided that— (a) the land is sold by auction held in accordance with the conditions approved by Government or the Board of Revenue; and (b) the reserve price is approved by the Board of Revenue before the auction is held. <i>Note</i> —The result of such auction should be reported to the Board of Revenue in such form as may be prescribed by it.

6	To sanction sale of awkward plots of State land for agricultural purposes by private treaty.	(i) Commissioners
		(ii) Board of Revenue
7	To sanction sale of escheated land	.. (i) Collectors
8	To sanction sale of <i>nazul</i> land by —	(ii) Commissioners
	(i) public auction, and	.. (i) Collectors (ii) Commissioners (iii) Board of Revenue
	(ii) private treaty at market value	.. Board of Revenue

.. Full powers, provided—

- (a) the price is charged on the basis of the previous year's auction price or the previous three years' average auction price (whichever is higher) in the same or an adjoining chak or village;
- (b) 10 per cent of the price is charged in addition on account of concession to sell land by private treaty;
- (c) if the land is encroached upon, then in addition 10 per cent of the price for unintentional encroachment and 50 per cent of the price for intentional encroachment;
- (d) the sale is in accordance with the policy laid down by Government or the Board of Revenue.

Note—A copy of the sanction should be forwarded to the Board of Revenue.

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.. Full powers.

.. Up to the value of Rs. 5,000, subject to the condition that the land is sold by public auction after full publicity.

.. Full powers.

.. Sites up to two acres.

.. Sites up to five acres.

.. Full powers.

.. (i) In a Municipal Corporation or a 1st Class municipality—sites up to half an acre,

(ii) in a second class Municipality and other urban areas—sites up to one acre, and

(iii) in rural areas—sites up to five acres.

APPENDIX VIII- -contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4
REVENUE DEPARTMENT—CONTD.			
9	To sanction or cancel sales of old wells ..	Collectors ..	Full powers.
10	To sanction sale of State land for non-agricultural purposes by		
	(i) public auction ..	(i) Collectors ..	Sites up to two acres.
		(ii) Commissioners ..	Sites up to five acres.
		(iii) Board of Revenue ..	Full powers.
	(ii) private treaty at market value ..	Board of Revenue ..	(i) In a Municipal Corporation or a 1st class municipality—sites up to half an acre;
			(ii) in a second class municipality and other urban areas—sites up to one acre.
			(iii) In rural areas—sites up to five acres.
11	To sanction sale of sites required exclusively for the purpose of a temple, mosque or other religious building in State owned towns, i.e., towns built mainly on State owned land in colonies.	(i) Collectors ..	Up to 2 kanals at half the market value of land.
		(ii) Commissioners ..	Up to four kanals in any individual case at half the market value of the land.

(ii) Commissioners

LEASES

18 To sanction leases of—

(1) land under the rules contained in Appendix III to the Land Administration Manual other than land included in a colonization scheme or which is likely to come under perennial irrigation in the foreseeable future.

(i) Commissioners

(ii) Board of Revenue

(2) land for grazing of cattle

..

(i) Collectors

(ii) Commissioners

(3) fruit trees not in the compound of Government buildings.

(i) Collectors

(ii) Commissioners

19 To lease out State agricultural land by tenders in colonies.

(i) Collectors

logging and salinity control to be within five feet of the surface and the area affected has become *banjar* to the extent of 1/3rd of the total holding and is incapable of bearing four anna crop owing to the presence of *thur*.

- .. Power to sanction exchange up to 25 acres within 10 years of the grant and subject to the limitations given in item 17 (i) above.
- .. Up to one hundred and fifty acres in accordance with the rules for the lease of waste lands contained in Appendix III to the Land Administration Manual for a maximum period of twenty years, provided that the total area held on lease by a single lessee does not exceed one hundred and fifty acres.
- .. Full powers in accordance with the rules for the lease of waste lands contained in Appendix III to the Land Administration Manual.
- .. Up to ten acres for a period not exceeding two years.
- .. Full powers.
- .. For one year provided the reserve rent does not exceed Rs. 500.
- .. Full powers.
- .. Up to one hundred acres for a period not exceeding ten harvests.

APPENDIX VIII—

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4
		REVENUE DEPARTMENT—CONTD.	
		(ii) Commissioners ..	Full powers subject to any orders issued by the Government or the Board of Revenue and provided that the area to be held at one time by a lessee shall not exceed the limit fixed under the Land Reforms Orders.
20	To lease out State land for agricultural purposes by private treaty.	(i) Collectors ..	Up to fifty acres for a period of one year only in respect of land for which offers by tender or auction fail to attract a bidder; provided that no second lease of the same land to the same lessee in continuation of the first lease should be allowed without the sanction of the Commissioner.
		(ii) Commissioners ..	Up to fifty acres for a period of two years only in respect of land for which offers by tender or auction fail to attract a bidder; provided that no lease of land beyond two years is allowed in continuation of the same lease without the sanction of the Board of Revenue.
		(iii) Board of Revenue ..	Full powers up to five years.
21	To sanction long leases with special conditions under a scheme approved by Government.	(i) Commissioners ..	Full powers subject to standing orders of the Board of Revenue.
		(ii) Board of Revenue ..	Full powers.
22	To sanction leases of Nazul land ..	(i) Commissioners ..	(a) In a Municipal Corporation or a first class municipality—leases up to two acres for a period not exceeding five years, provided that in the case of a lease for non-agricultural purposes it does not involve erection of a building.

		(ii) Board of Revenue
23	To sanction lease of State land for non-agricultural purposes.	(i) Commissioners
		(ii) Board of Revenue
24	To sanction lease of land to local bodies ..	(i) Collectors
		(ii) Commissioners
25	To lease out State land for brick kilns ..	Collectors
	CONCESSIONS AND REMISSIONS	
26	To sanction renewal, for the term of the new settlement of land revenue, assignments enjoyed by religious and charitable institutions or rest-houses the term of which has expired with the expiring settlement.	Board of Revenue

- (b) In a second class municipality and other areas—leases of areas up to five acres for a period not exceeding five years, provided that in case of a lease for non-agricultural purposes it does not involve the erection of a building.
- .. Full powers subject to the condition that if the lease is for non-agricultural purposes it does not involve the erection of a building.
- .. (a) In a Municipal Corporation or a first class municipality—leases of areas upto two acres for a period not exceeding five years, provided the lease does not involve the erection of a building.
- (b) In a second class municipality and other areas—leases of areas up to five acres for a period not exceeding five years, provided the lease does not involve the erection of a building.
- .. Full powers subject to the condition that the lease does not involve the erection of a building.
- .. Up to two acres for a period of five years, provided the lease does not involve the erection of any building.
- .. Full powers subject to the standing orders issued from time to time by the Government or the Board of Revenue.
- .. Full powers subject to standing orders of the Board of Revenue.
- .. Grants of the annual value of Rs. 50 or under.

APPENDIX VIII—contd.

Serial No.	Nature of powers	To whom delegated	Proposed powers
1	2	3	4
		REVENUE DEPARTMENT—CONCLD.	
27	To convert an assignment of land revenue released for the life or lives of the Manager or Managers of any religious and charitable institution or rest-house into an assignment for the term of the new settlement on the condition of its proper maintenance even though one or more of the grantees is still alive.	Board of Revenue ..	Grants of the annual value of Rs. 50 or under; provided that a grant of which the conditions have been so altered shall in no case be resumed until it is liable to resumption under the conditions on which it was originally made.
28	To sanction continuance of village service grants at a general reassessment of a district.	Ditto ..	All grants of the annual value of Rs. 20 or under for any period not exceeding the term of the new settlement.
29	To sanction continuance of religious and charitable grants for the remainder of the term of a settlement if the original term of release expires during the period of settlement.	Ditto ..	All grants of the annual value of Rs. 50 or under.
30	To remit acreage rate ..	(i) Commissioners .. (ii) Collector ..	To remit up to Rs. 100 per harvest in a single case. Up to Rs. 50 per harvest in a single case.
31	To levy or remit acreage rate ..	Board of Revenue ..	Full powers.
32	To sanction remission of rent on temporary cultivation.	(i) Commissioners .. (ii) Collectors ..	Full powers subject to standing orders issued by the Board of Revenue from time to time. (Returns of remission granted should be furnished to the Board of Revenue). Up to Rs. 100.

33	Shifting of instalments ..	(i) Commissioners ..	Up to 2 years.
		(ii) Collectors ..	Up to one year.
34	Increase in the number of instalments ..	(i) Commissioners ..	Ten half-yearly instalments.
		(ii) Collectors ..	Six half-yearly instalments.

PRISONS DEPARTMENT

1	To grant rewards to Warders and Head Warders for good work within the course of their ordinary duty.	Inspector-General of Prisons ..	Up to Rs. 100 in any one case, total not exceeding Rs. 1,000.
2	To sanction expenditure of the following nature on State Prisoners :—		
	(a) Purchase of articles for games ..	Ditto ..	Rs. 50 per prisoner per annum.
	(b) Special medical treatment ..	Ditto ..	Rs. 200 per prisoner per annum.
3	To sanction purchase of tools and implements	Ditto ..	Rs. 5,000.
4	To convey administrative approval to proposal for works of Jail buildings to be carried out of departmental grant under the Head "28—Jails and Convicts Settlement D—Works".	Ditto ..	Rs. 20,000.
5	To grant technical sanction to estimates of expenditure on the works of the nature mentioned above.	Ditto. ..	Rs. 50,000.

RECLAMATION AND PROBATION DEPARTMENT

1	To grant recoverable advance for relief of distress, purchase of seeds, cattle, maintenance, clothing or any other necessary and reasonable purpose connected with the reformation and uplift of probationally released prisoners.	Commissioners .. Divisional Reclamation and Probation Officers.	Rs. 1,000 in each case. Rs. 250 in each case.
2	To grant rewards for the arrest of absconders and absentees from amongst the probationally released prisoners.	Ditto. ..	Up to Rs. 50 in each case.

APPENDIX IX
(Paragraph 4 of Chapter VII)
SIMPLIFICATION OF PROCEDURES

Serial No.	Subject	Existing procedure	Proposed procedure	REMARKS
1	2	3	4	5

PART I—GENERAL

1	Making of payments to Government.	Even for small amounts the usual procedure is to deposit the amount into the Treasury after observance of formalities. This is both cumbersome and time-consuming.	1. For amounts not exceeding Rs. 500 in respect of payment for issue/renewal of licences and permits, etc., the mode of payment may be— (i) special Money Orders creditable only into Government account; (ii) Postal Orders of special colour; or (iii) embossed non-judicial Stamps in the case of very small amounts. 2. For larger amounts (of Rs. 500 and above) payment may be made through Demand Drafts or Bankers' Cheques. 3. The Post and Telegraph Department should undertake responsibility for payments at (1) above as agency function on commission basis. Suitable forms and working procedures should be devised in consultation with that Department for different types of payment to Government, including such items as the nomination of officials for receiving payment and keeping accounts, designing of application forms for each type of payment, and so on. 4. The procedure followed by the Income-tax Department in sending its Demand on challan form to the assessee should be extended to as many other dues payable to Government as possible.	
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2 Obtaining of payments
from Government.

At present, it generally takes a long time to obtain payments from Government of the amount due from it.

3 Period of validity of
licences and permits
issued by various De-
partments. Generally the period of validity
of licence/permit varies from a
year to three years.

(i) *Payments to contractors and suppliers of goods and equipment to Government offices*—There is considerable dissatisfaction with the delay in the payments made to contractors and suppliers of goods to Government. Bills remain unpaid for months and sometimes years. This brings discredit to Government and forces the suppliers to inflate price of tenders to cover interest on funds locked up on account of delayed payments. As the procedure in each department and for each category of goods supplied is different and a number of factors, e.g., corrupt practices are involved in addition to complicated procedures, we recommend the formation of a separate high-powered Committee which should have representatives of the Finance Ministry, Auditor-General, P. W. D. and other major spending departments, as also representatives of trade and other sections of the public concerned.

(ii) This Committee should also consider the causes responsible for delayed payment of salaries and other dues of Government servants. Pending detailed examination of the subject, the following two suggestions are made:—

- (a) powers should be given to heads of departments and officers in Category I to authorise payment of salaries to *serving Government officials* pending clearance of formalities with Accountant-General's office;
- (b) in respect of G. P. Fund, every Government servant should be issued a Pass Book. It should be his duty to keep it up-to-date, but the assistance required of Accountant-General's office in this matter should be readily available.

The Provincial Government should ask all the departments responsible for the issue of licences or permits to examine the question of extending the

APPENDIX IX—*contd.*

Serial No.	Subject	Existing procedure	Proposed procedure	REMARKS
1	2	3	4	5

PART I—GENERAL—*contd.*

periods of validity, keeping the following factors in view:—

- (a) *Where the issue of a license is a routine matter,* it should be made available on the same basis as a tobacco licence under the Tobacco Vend Act, *i.e.*, it should be purchasable on payment of specified fee;
- (b) the period of validity should be extended up to 5 years *where no further scrutiny or examination by the Department is made at the time of renewal;*
- (c) *where scrutiny is necessary,* the period should normally be 3 years.

Obtaining copies of official documents.

Varying procedures are observed in different offices of Government. By far the biggest demand is in the District Copying Agencies. It usually takes a very long time to obtain copies.

1. In all judicial and quasi-judicial proceedings in which type-written record is kept, two extra copies of the Judgment/Order should be prepared automatically. Copies should, however, continue to be supplied on payment.

2. As an experimental measure, some mechanical processes of copying (e.g., the dry process) should be tried in selected districts. Copies prepared by the dry process will be much cheaper than type-written copies and will be suitable in cases where the applicant would be able to take certain precautions, e.g., protection of copies from exposure to the sun.

3. In view of the almost unanimous demand from Deputy Commissioners and Commissioners for increase in strength of copying agencies, a comprehensive assessment should be undertaken by the Provincial Government urgently of the present staff and equipment, (typewriters, etc.) in these agencies. The necessary increase should be made, as the delay in the supply of copies is a major source of irritation and hardship for the public.

- | | | |
|---|--|---|
| 5 Acquisition of land for development schemes in the public sector approved by a competent authority. | At present, notifications under Sections 4 and 6 of the Land Acquisition Act are issued by the Commissioner, while the notification under section 5 (a) is issued by Government. | Notifications under Sections 4 and 6 should be issued by the Deputy Commissioner and under Section 5 (a) by the Commissioner. The required change in procedure can be brought about by greater decentralization and will facilitate working in a large number of departments. |
| 6 Embossing of deeds | At present deeds of various types, particularly those relating to transfer of lease of State land are required to be sent to the Board of Revenue for being embossed. | This should be done by the Deputy Commissioner. |

PART II—DEPARTMENTAL PROCEDURE

EXCISE AND TAXATION DEPARTMENT

- | | | |
|---|--|---|
| 1 Payment of Urban Im-movable Property Tax. | (a) Tenure of the evaluation list at present is 5 years. | (a) The tenure of evaluation list may be extended to 7 years. |
| | (b) Notices of six monthly tax demand are served on the assesses twice a year. | (b) Option may be given to make payments by Money/ Postal Orders, or Demand Drafts. |
- A challan form in triplicate accompanies the Tax Demand notice. Payment is made direct into the Treasury or the Bank. One foil of the receipted challan is returned to the assesses, the second is retained by the Treasury/Bank and the third is forwarded to the District Excise and Taxation Office.

APPENDIX IX—co

Serial No.	Subject	Existing procedure	Proposed procedure	REMARKS
1	2	3	4	5

FOOD DEPARTMENT

- | | | | | |
|---|------------------------------------|---|--|--|
| 1 | Issue of ration cards for sugar. | Ration cards are issued after verification by Foodgrains Inspectors/Rationing Inspectors. Enquiries take time. | Temporary ration cards (valid for a month or a fortnight) may be issued to applicants immediately on presentation of applications. These may be exchanged for permanent ration cards after verification by Foodgrains Inspectors/Rationing Inspectors. | |
| 2 | Issue of licences for food-grains. | District Magistrates, District Food Controllers/Rationing Controllers issue licences on payment of fee into the Treasury. | Licences may be issued through stamp vendors as in the case of licences under Tobacco Vends Act, 1958. | |

CHIEF ELECTRIC INSPECTOR

- | | | |
|---|---|---|
| Recovery of fees for inspections and other recoveries of the Electric Inspectors. | These are deposited in the treasury and challans are forwarded to Electric Inspectors. The amounts range from Rs. 7.50 to Rs. 40. | Payment may be made direct to the Inspecting Officers by Postal/Money Orders, or non-judicial stamps. |
|---|---|---|

EDUCATION DEPARTMENT

- | | | |
|---|---|---|
| 1 Availability of various forms relating to public examinations and application forms for employment. | At present, these forms are available only at the regional headquarters (Peshawar, Rawalpindi, Hyderabad, Karachi). | These forms may be made available to the public at Union/District/Tehsil Council headquarters and the local educational institutions. |
|---|---|---|

Depositing of fee for:— At present the Department accepts such fees through Government Treasury. In addition, Money/Postal Order may also be accepted.

- (1) Admission to departmental examinations.
- (2) obtaining detailed marks certificate; and
- (3) obtaining duplicate certificates and result cards, etc.

HEALTH DEPARTMENT

- 1 Counter-signatures of indents to be placed on Medical Stores Depot at Karachi and Lahore. At present, the Assistant Medical Officer's indents have to be counter signed by the Deputy Director. *The present procedure is over-centralized.* For districts headquarters hospitals, the Medical Superintendent or District Health Officer/Civil Surgeon concerned should be authorised to indent direct.

For Tehsil hospitals, the Medical Officer incharge be similarly authorised.

For dispensaries, the Medical Officer may be authorised to indent direct; and the Assistant Medical Officers (or Rural Assistant Medical Officers) on counter signature of the District Health Officer/Civil Surgeon concerned.
- 2 Duration of licences for wholesale and retail sale of biological and other products. At present, the licences are renewable every three years. Option should be given to get the licences renewed up to 5 years at a time.
- 3 Payment of fees for the issue of wholesale and retail sale licences under the Drug Rules, 1958. These small fees are at present payable through the Treasury. Option should be given to make the fees payable through non-judicial stamps or Money/Postal Orders.

APPENDIX IX—contd.

Serial No.	Subject	Existing procedure	Proposed procedure	REMARKS
1	2	3	4	5
FISHERIES DEPARTMENT				
	Issue of licences for fishing	Various types of licences are issued for fishing in rivers, canals, ponds and reserves. The only difficulty is regarding the payment of fee into the Treasury.	(1) Payment of fee should be made permissible through non-judicial Stamps to be affixed on the application, or through Money/Postal Orders. (2) Arrangements for obtaining licences through mail should be made.	
GAME DEPARTMENT				
	Payment of small sums on account of fees for grant (or renewal) of licences and permits under the West Pakistan Wild Life Protection Ordinance, 1959 and the Rules made thereunder.	The amount has to be deposited into the Treasury in the usual manner.	(1) Payment may be made permissible by affixation of non-judicial Stamps on applications, or by Money/Postal Orders. (2) Arrangements may be made for sending of licences and permits through post.	
HOME DEPARTMENT				
1	Passports	The existing procedure is cumbersome. Applications are routed through D.Ms. by whom reports from Police are also called. At the Central Passport Office also, the procedure is lengthy.	(1) The application should be simplified and should not be in narrative form. It should have two detachable sheets, one sheet being for information regarding (a) social status and (b) antecedents, i.e., previous convictions, to be sent to the Police for verification. (2) It should not be necessary to require attestation of the application by a Magistrate, 1st Class, as each case is already examined by the local Police and also by the C.I.D. As an additional safeguard in suitable cases, the applicant can be required to file an affidavit regarding the correctness of his statement.	

- (3) The applicant should send his application direct to the Passport Officer who should start processing it straightaway.

Simultaneously, the detachable part regarding social status and antecedents should be sent by the applicant to the Superintendent of Police concerned for verification.

After verification, the Superintendent of Police should send the record direct to the Passport Officer indicating cases where a further reference to provincial C. I. D. is necessary. (The C. I. D. should supply standing lists of undesirable persons to the Superintendent of Police as well as to the Passport Officers). If no report is received from the Superintendent of Police *within a month*, the Passport Officer should assume that the local Police has no objection to the grant of passport.

- (4) The Passport Offices should send passports by Registered Post (A. D.) to the applicants.
- (5) Copies of the existing application form and a proposed simpler form are at pages 193 to 195.

- | | | | |
|---|---|---|---|
| 2 | Payment of fee for grant of an ordinary passport or renewal thereof | Fee is required to be deposited into the Treasury through the Deputy Commissioner's office. This procedure is cumbersome. | Option should be given to pay the fee by non-judicial Stamps embossed on the application. |
| 3 | Periods of renewals | At present it is three years, both for guns and revolvers. | Renewal may be up to 5 years at a time. |
| 4 | Petty offences punishable with the usual Court fine only. | The usual Court procedure is applicable. The files of the traffic and other summary cases in the Districts, particularly those having considerable urban population, are heavily congested. | Instead of the present procedure, an option to pay a fine to be determined by the Court and <i>indicated on the summons</i> should be given to the accused. A schedule of fines for common petty offences may be prepared for this purpose. |

We do not recommend the adoption of the 'ticket' system in respect of traffic violations (and other petty offences) in view of the temptation it holds out for lower ranks of the police.

PASSPORT APPLICATION**Proposed Form**

Serial No.....

APPLICATION FOR THE GRANT OF A PASSPORT*A—Description of the applicant—*

1. Full name and parentage.
2. Address and ordinary place of residence.
3. Place and date of birth.
4. Profession
5. Whether married or single.
6. Maiden name or maiden surname, if any, of widow or woman (including that divorced).
7. Height.
8. Visible distinguishing marks (including colour of hair and eyes).

B—Nationality—

Is the applicant a citizen of Pakistan by:—

- (a) birth;
- (b) migration (give date) ;
- (c) naturalization,—vide certificate No....., dated the.....or
- (d) descent, his father having been born at.....

C—Previous applications for passport—

Was any application for passport previously made to any authority in Pakistan? If so, when and what was the result? (Passport previously held, if any, to be attached).

D—Particulars of the countries to be visited—

1. Countries to be visited.
2. Purpose of the visit (Attach supporting documents, if any)

E—Description of the wife/children to be included in the Passport—

1. Name full
2. Age
3. Profession, if any
4. Place and date of birth
5. Maiden name or maiden surname, if any
6. Height feet inches
7. Visible distinguishing (including colour of hair and eyes).
8. Names, dates of birth and sex of children under the age of 15 to be included in the passport.

AFFIDAVIT

I declare on solemn affirmation that the above particulars are true to the best of my knowledge and belief. I am fully aware that by making a false statement I will render myself liable to prosecution under the Passport Offences Act.

Signature or left hand thumb-impression.
SPECIMEN SIGNATURE

1.

2.

(Price: 25 paise)

APPENDIX X**COMMITTEES APPOINTED IN EAST/WEST PAKISTAN TO
CONSIDER CERTAIN ASPECTS OF 'DELEGATION OF POWERS'
AND 'SIMPLIFICATION OF PROCEDURES'****WEST PAKISTAN**

Mr. M. A. Rashid, P.C.S.	.. Chairman.
Mian Muhammad Sadullah, P.C.S.	.. Member.

EAST PAKISTAN

Mr. A. M. Sanaul Huq, C.S.P.	.. Chairman.
Mr. Tariq Siddiqui, C.S.P.	.. Convener.
Mr. S. K. Mahmud, C.S.P.	.. Member.
Mr. S. A. A. Haider	.. Do.
Mr. M. A. Sattar, C.S.P.	.. Do.
Dr. D. S. Hecock	.. Do.
Dr. F. B. Sheeran	.. Do.

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