

CHAPTER IX. GENERAL ADMINISTRATION.

HISTORICAL BACKGROUND.

The British stepped in Saran in 1764 after Shuja-ud-daula had been driven from Patna by Major Carnac. In the *Ain-i-Akbari* it was treated as one of the six *Sarkars* forming the *Subah* or province of Bihar. During the reign of Aurangzeb and later Saran was one of the eight *Sarkars* of *Subah* Bihar.* For purposes of revenue administration and collection one *Amalguzar* or revenue collector was in charge of each *Sarkar*. After the grant of *Diwani* of the provinces of Bengal, Bihar and Orissa in August, 1765, the actual collection of revenue was left till 1772 in the hands of the *Naib Diwan* (Shitab Ray). At first the collections were left entirely to native agency called *Nazims* or native collectors, it being doubtful, as the Council remarked "Whether the European servants generally possessed sufficient knowledge of the civil institutions and the interior state of the country to qualify them for the trust". But after four years of this system, it was found necessary to appoint European Supervisors to control the native subordinates in the collection of revenue and the administration of civil justice. In 1770 a Revenue Council was formed for Bihar with its headquarters at Patna for the purpose of supervising the supervisors. In 1772 the office of *Naib Diwan* was abolished and the Company took over the collection of the revenue. The supervisors were called collectors for the first time and placed under the control of a Board of Revenue in Calcutta. The result of the system was disastrous from every point of view. In 1774 the European agency was again abolished and revenue collection was entrusted to *Amils* working under a Provincial Council at Patna. In 1781 the system was again changed and the Provincial Council was abolished. European Collectors were re-appointed in each district but they were mere figureheads.

The scheme was over-centralised and soon broke down. In 1786 a more rational scheme was adopted. The districts were now organised into regular fiscal units, and the Collector in each district was made responsible for settling revenue and collecting it. Since that time the Collector became the pivot of British administration in the district though some minor modifications have been made from time to time.

The changes in the system of revenue administration in 1773, 1781 and 1786 brought about corresponding changes in the administration of justice. In 1772 the *Diwani Adalat* in each district was in charge of the Collector. In 1774 the district courts were placed

* These *Sarkars* were Tirhut, Hajipur, Champaran, Saran, Monghyr, Behar, Rohtas and Shahabad.

in charge of Indian Officers called *Amils*. In 1775 a *Faujdar* was appointed in each district to bring criminals to justice. But the *Faujdari* system of 1775 was abolished in 1781 and the powers and duties of *Faujdar*s were transferred to the judges of the district courts. The criminals were, however, tried in *Faujdari* or Indian Courts under Indian Judges. In 1787 the district courts were again placed under the Collectors who were vested with powers of a Magistrate and could try criminal cases with certain limits. The Collectors could not deal with revenue cases, which were transferred to the Board of Revenue. Further changes were introduced in 1790. The experiment of making the Board of Revenue responsible for revenue cases proved a failure, and new local courts were instituted in each district under the Collector for trying these cases. The district criminal courts were abolished and their place was taken by Courts of Circuit.

The famous Cornwallis Code of May, 1793, ushered in a new system in Indian administration. The Collector was divested of all judicial and magisterial powers, which devolved on a new class of officers called Judges. The separate revenue courts were abolished and the Judges tried all civil cases. The net result of the changes introduced by Cornwallis was to divide the entire administration work in a district between European officers, one acting as a Collector of Revenue, and the other as a Judge and Magistrate. Indians were seldom employed in offices involving trust and responsibility.

For a period of thirty-five years the system of Cornwallis was followed. The first radical change in the system of Cornwallis was effected in 1829 by Lord William Bentinck. The new scheme of administration centered round a class of officials called Commissioners, each of whom was placed in charge of a division comprising several districts. The Provincial Courts of Appeal and the posts of Superintendent of Police were abolished in 1829. By the Regulation I of 1829 and a letter, dated the 17th November 1829, from the Council Chamber, to the Magistrate of Saran, gives notice for this and their duties were transferred to the Commissioner. In addition to these, he had to supervise the work of the Collectors, Magistrates and the Judges of the districts under him. Experience, however, soon proved that all the tasks given were far too much for a single individual. As a result of the reshuffling made in 1831 and 1837, the duties of the Sessions Judge were transferred to the District Judge who was relieved of his magisterial functions by the creation of new post for that purpose.

In Saran the Judgeship and Magistracy had been early separated. In the Old Correspondence Volumes for 1832 to 1842, there is a circular no. 362, dated the 26th July 1832, from the Judicial Accounts Officer, Fort William, to the Magistrate of Saran which refers to the expediency of the proposal for separating the accounts of the *Diwani* from those of *Faujdari* Courts. A letter, dated the 23rd

July 1844, was addressed in the name of the Sessions Judge, Saran, by which it is gathered that the post of Sessions Judge for Saran was created probably in 1837. Thus the district administration was carried on by the Judge, the Collector and the Magistrate with assistants, belonging to the covenanted civil service under the supervision of the Divisional Commissioner.

The district of Saran during the period under review was one of the north-western districts of the Patna Division. With the creation of Tirhut Division in 1908 the district was included in the Tirhut Division. In Volume 2 of the Old Correspondence from 1793 to 1836 there is a letter regarding the appointment of Agah Ibrahim Ali Khan as a Deputy Collector in Chapra. He was probably the first Indian Deputy Collector in Saran. His pay was fixed at Rs. 300 per month including Rs. 50 for office establishment. He along with other officers, Europeans or Indians, had to give a declaration that he would not demand any valuables by way of gift, present or otherwise and that he would discharge faithfully the duties of an officer of revenue reposed in by the merchants of the United Kingdom trading in the East Indies. Lord William Bentinck also created the posts of Joint Magistrates and placed them in charge of subdivisions. Gradually Deputy Magistrates were also appointed as subdivisional officers. In Saran the oldest subdivision is Siwan which was created in 1848 and Gopalganj subdivision was created in 1875. The history of the latter period will be evident from the narrative given in the succeeding pages.

ADMINISTRATIVE CHANGES.

In 1790 there were one Magisterial and three Revenue and Civil Courts in *Sarkar* Saran and the same number was found in 1800. In 1850 there were four Magisterial and nine Revenue and Civil Courts; and in 1862 there were eight Magisterial and fifteen Revenue and Civil Courts. Owing to the creation of Champaran into a separate district, the number of Civil and Revenue Courts fell to thirteen in 1869. The number of covenanted officers stationed throughout the year was three in 1790, three in 1800, two in 1850, three in 1862 and four in 1869. It would not be out of place to mention here that after the occupation of Saran in 1764 the *Sarkars* Saran and Champaran were put into a single unit for administrative purpose. The revenue areas of the two districts were not finally separated until 1866, but the magisterial jurisdictions were first divided in 1837, when a Magistrate was stationed at Motihari, the present headquarters of the district of Champaran. On the creation of Tirhut Division in 1908 as mentioned above the Saran district was put in Tirhut Division which comprised all the districts on the north of the Ganga river.

Prior to 1915 when a Sadar Subdivisional Officer was appointed, the District Magistrate was in direct charge of the headquarters

subdivision. In 1930 the sanctioned staff at Chapra was six officers with first class magisterial powers and two with lower powers. There were also special officers, such as Partition Officer and Land Acquisition Deputy Collector, besides permanent officers in charge of the special departments of Excise and Income-tax, the latter of which has been since 1922 directly under the Government of India. The Subdivisional Officers of Siwan and Gopalganj were assisted by either a Deputy Collector or Sub-Deputy Collector.

The main task of the early British administration was the maintenance of law and order and the protection of persons and property. Letter, dated the 20th November 1801, from Patna, to Charles Boddom, Judge and Magistrate of Saran, poses 40 questions which go deep in reviewing the condition of the British administration. The Collector was asked to submit specific answers to these queries to the Hon'ble Vice-President. Some of the questions were very fundamental and wanted information about the incidence of crimes, reasons for increase, if any, if the people were satisfied with the constitution regarding security of their private rights and property against infringement either by the executive officers of Government or even by the supreme authority.

Public administration in the last century consisted mostly in providing security of person and property and raising the revenue necessary for the purpose. The diarchy which was introduced in 1921 after the Montagu Chelmsford Report did not make much change in the public administration though local self-government became a transferred subject. With the gradual liberalisation of the constitution some improvements have been made in the nation-building activities. When Provincial Autonomy took place in 1937, the new Government attempted not only to expand the nation-building departments but also to create a welfare state by paying attention to the well-being of the lower income-groups and the backward classes in society. After the close of the Second World War in 1945, formation of Interim Government in 1946 and the attainment of Independence in 1947, an all-out effort is being made by the national Government to promote the welfare of the citizens and to build up a socially directed economy. Therefore, now the activities of Government require a much more elaborate administrative system than what was felt during the alien Government.

THE DISTRICT MAGISTRATE AND HIS OFFICE.

The District Magistrate from the very beginning of the present set-up of the administration in the district and from the days of British rule was treated as the very pivot of the set-up. At first a promoted 'writer', later a covenanted hand and then a member of the Indian Civil Service or the Provincial Civil Service, the District Magistrate who was also the Collector was the officer who counted most. There was a time when the District Magistrate not only looked after the general administration, law and order but also

the post offices and the hospitals. For a long time he was the Chairman of the District Board and looked after the roads, rural sanitation and health, village education and arboriculture. He was, at one time, the Superintendent of Police as well. With the growing complexity of administration there have been ramifications and special officers for some of the administrative departments were appointed. Thus the District Magistrate came to be helped by a gazetted Superintendent of Excise for the administration of Excise affairs, a Superintendent of Police for running the police administration, a District Sub-Registrar for the registration of documents, a Superintendent of Jail for running the day-to-day jail administration, a Civil Surgeon to run the medical departments, etc. He was given a number of gazetted officers who were magistrates of various ranks for running the core of the administration. They were also Revenue Officers and as such designated as Deputy Collectors. These officers used to be vested with magisterial and revenue powers by publication of notifications in the Official Gazette.

Even with the creation of posts for high-powered officers like the Superintendent of Police or the Subdivisional Officers in charge of subdivisions, to whom considerable devolution of powers was made, the overall administrative supervision and responsibility remained with the District Magistrate. It was the District Magistrate who was the invariable link with the State. He was to implement the State policy in every branch in the district. He was accountable to the Government for bad administration. If there was a riot or a wave of lawlessness it was the District Magistrate who had to explain to his higher authorities and to see that normal conditions were restored. If there was an outbreak of cholera causing a heavy toll of human life or an epidemic of foot and mouth diseases causing a heavy cattle mortality it was for the District Magistrate to look for the cause and to do the needful. Quelling of communal disturbances combined with distribution of prizes in schools at a remote corner of his district occupied the District Magistrate's programme. This multifarious work of the District Magistrate went on multiplying but the District Magistrate's Office known as the Collectorate retained almost the same pattern as had been evolved when the work was much less and there was more of executive work for the District Magistrate and Collector and his staff.

Another duty of the District Magistrate was to hear criminal cases and to decide them. Usually the District Magistrate heard appeals from the Second and Third Class Magistrates and the revenue appeals. He could also try important original cases, both criminal and revenue. When work multiplied the District Magistrate's original criminal or revenue work had to be given up and the criminal appellate work was delegated to a Senior Deputy Magistrate who was vested with appellate powers. But the appellate revenue work of the District Magistrate was sought to be retained by most of the District Magistrates till 1950 or so.

With the development of public opinion the District Boards were made independent bodies but the District Magistrate had still certain responsibilities to see that the Board was functioning properly. Many of the District Officer's departments like Excise, Co-operative, Jails, etc., were made into separate departments at Secretariat level and the local officers at district level for that department was put under his departmental boss as well. Thus an Excise Superintendent had to work under the District Magistrate directly but he was also put under a Deputy Commissioner of Excise at the Division and the Commissioner of Excise at Government headquarters. After Independence was achieved in 1947, the character of the administration has been undergoing a great change. Briefly, the State has assumed the role of a Welfare State. More and more development work and projects were introduced. More agrarian reforms came in adding to the work of the District Magistrate. The District Magistrate's functions as the Collector went on rapidly multiplying. A large number of District Councils for Education, Sanitation, Small Savings Drive, Irrigation, etc., came to be formed. The District Magistrate was invariably the head of all these District Councils. An example may be given. An accent was put on spreading private irrigation work and a large number of minor and medium irrigation projects were taken up within the district and the State Government put by a large sum of money for this. The villagers had to bear a share of the expenditure. The people's share either in money or in kind as well as the completed work had to be checked by the District Officer or his Deputy. A large number of ameliorative rent-laws like Rent Reduction, Cess Commutation, *Bakast* Restoration were passed. The result was that the officers had to do a lot of field work. The changed set-up of agrarian laws culminated in the abolition of zamindaries by an Act in 1950. The zamindari abolition was a very big step revolutionary in character as it did away an institution over a century old that had dominated almost every aspect of rural life. There had been no Survey and Settlement Operations in the districts for several decades. The land records were not up-to-date and this created a great problem to the Collector and his officers. All these changes necessitated addition to offices and every district was given an Additional Collector with a large staff. The subordinate staff was recruited hurriedly and mostly lacked revenue experience. The attitude of the outgoing landlords was not helpful and generally non-co-operative.

Side by side there was a change going on in the judicial function of the Magistrates. The judiciary has always been presided over by the District and Sessions Judge. Under him there were the Additional or Assistant Sessions Judges. Civil cases were decided by the District Judge, Additional Judges, Sub-Judges and the Munsifs. But the Deputy Magistrates were Magistrates first (for maintenance of peace, law and order), Executive Officers second and judicial courts last. They combined both judicial and executive functions. To

give an example, the Subdivisional Officer had to receive police reports, control incidence of crime and he was expected to acquire an intimate knowledge of the trend of crime in his subdivision. He had to cultivate a workable knowledge.

When there was an apprehension of a breach of the peace he was expected to take preventive measures on the report of the police or *suo moto* and when the police gave a charge-sheet or wanted proceedings under any of the preventive sections, the self-same Magistrate had to take action and probably keep the case in his own file or transfer to a court subordinate to him in the executive functions. This was, no doubt, an anomalous position and the detachment which is expected of a judicial court was non-existent. But it must be said to the very great credit of the Magistrates that as a class they discharged their responsibilities satisfactorily. This was probably due partially to the character, integrity and the training of the Magistrates and secondly because they were subordinate in their criminal powers to the District and Sessions Judge and ultimately to the High Court.

The move for the separation of judiciary and executive was quite appropriate and reflected the growing consciousness of the public that this anomalous position should be ended. The experiment of separating the judiciary and the executive had started in some districts in the forties and at the beginning some Munsifs and Sub-Judges were given magisterial powers and cases which particularly involved the executive administration of the district used to be transferred to the Munsif-Magistrates or Sub-Judge-Magistrates. For some years after 1948 in the same districts there were some Deputy Magistrates trying criminal cases and some Munsif-Magistrates tried the same type of criminal cases. Later in the late fifties a few Magistrates were diverted fully to the judicial side in some districts. They are now known as the Judicial Magistrates and they are absolutely under the administrative control of the District Judge and the Patna High Court. Saran district is one of those districts where a complete separation of the judiciary and executive has been done.

As is well known every district is divided into several units known as the subdivision. The Subdivisional Officer is the executive head of the subdivision. His headquarters are within his subdivision. He holds in him the same type of functions and responsibilities as a District Magistrate but under the administrative control of the District Magistrate. The Subdivisional Magistrate is also a Deputy to the Collector in revenue matters. Thus the District Magistrate and Collector was at the administrative head of the district with his Deputies, firstly a number of Joint Magistrates, Assistant Magistrates, Deputy Magistrates and Deputy Collectors at the district headquarters and secondly the Subdivisional Officers and a number of officers at the subdivisions combining the magisterial and revenue work and he had the further assistance of officers in charge of specialised

departments like Excise, Registration, Medical and Public Health, etc., at headquarters with their subordinates at the lower level. With the dwindling of the European members of the Indian Civil Service in 1947 by their wholesale retirement by the Government, there was a vacuum in the rank of the top and experienced officers. After Independence the Indian Civil Service was replaced by a service known as the Indian Administrative Service. This service was filled up by promotion from the Provincial Civil Service, and recruitment from the market by selection and open competitive examinations. There were also emergency recruitments by interview only.

As mentioned before the office of the District Magistrate known as the Collectorate had continued the same type of pattern from almost the beginning of the district administration under the British rule. A detailed study of the district and subdivisional offices which included the recommendations regarding the standard of staffing and the organisation to be adopted for the Collectorate and subdivisional offices was done in 1905 by a committee known as the Slacke Committee. This committee was set up to draw a comprehensive scheme, scheme for improving the position of the ministerial officers. The pattern that was set up followed the needs at that time. The English Office in the Collectorate was the clearing house of the District Magistrate's administration and every letter went to the English Office and had to be treated in the various departments concerned but under the control of the English Office. Apart from the confidential section there were separate criminal and revenue departments and the Office Superintendent was at the head of the ministerial officers. Each of the departments in the Collectorate like English Office, Establishment, *Nazarat*, *Tauji* and *Cess*, Land Registration, Treasury, etc., was put under a Deputy or a Sub-Deputy Collector or an Assistant Magistrate or a Joint Magistrate who belonged to the Indian Civil Service. The Establishment was technically under a Deputy Collector and under him the head of the ministerial establishment, namely, the Office Superintendent, ran this section.

It has to be remembered that practically every Deputy Magistrate and Deputy Collector at the district headquarters was burdened with criminal cases and other multifarious duties. The Revenue Departments under them did not receive as much attention as their importance indicated. Thus the *Nazarat* or the *Tauji* or *Cess* Section which deals with monetary transactions running to even lakhs of rupees in some months was left to a non-gazetted ministerial officer. The magistrate incharge could not devote much time to see to the day-to-day working of his department or to carry out the instructions. He had hardly time to see that he was signing. This sort of lack of attention had its repercussions. The Manuals or Codes for the various departments were compiled decades before and laid down quite a fool-proof arrangement involving regular inspections, cross checks and periodical transfers of the ministerial head

and the Deputy Collector incharge. The District Magistrate or the Magistrate incharge did not have much time to make thorough inspections as before. The fresh set of officers were not given as elaborate training as before in the departments.

With the emergency on the wake of the Second Great War various price control measures had to be enforced. Cloth, kerosine oil, sugar, medicines, consumers' goods and various other necessary commodities had to be controlled. Very difficult problem of supply had arisen and had to be tackled at the Government level and the districts were also called upon to share the burden. The Deputy Magistrates had to take up the role of a trader, a shop-keeper, and a godown superintendent. They did not have the training for all this work. Overnight a Sub-Deputy Magistrate with a small pay of Rs. 200 per month found himself changed into a Price Control Officer or a District Supply Officer controlling transactions of lakhs of rupees. The original strength of the ministerial officers could not cope with the great pressure of work and quickly large temporary recruitments had to be made. The temporary recruits knew very well that their establishments might not last for a long time. They had very big temptations before them and it should be no wonder if a certain degree of corruption and demoralisation of the administrative machinery had crept in. If a man was picked up on a pay of Rs. 100 per month and was put in charge of a Government godown where grains worth lakhs of rupees were stored or a temporary Cloth Inspector was appointed on Rs. 75 per month and he had to control the movement of cloth in the district or in the subdivisions to the tune of lakhs of rupees there could be no wonder if some of them did succumb to the circumstances. It was extremely difficult for the District Magistrate at the head to control the sudden huge increase of work and the incidence of a large number of purely temporary departments and temporary personnel. The emergency took away a number of senior officers in the Civil and Police Services to special departments. But it could be said with emphasis that the service personnel at the top as a class had rallied wonderfully and worked very hard to meet the exigency of the situation. It was also a remarkable achievement that the Services continued to give their very best under the new set-up of Government with the advent of the popular Ministry in 1946.

Many of the temporary departments that had been created because of circumstances brought in by the Second Great War closed down at the proper time. Some of them like Supply Department had to be continued in some shape or other and has received some fillips occasionally. New problems were created with partition of the country and the creation of Pakistan. A large number of Muslims from Bihar for various reasons migrated to Pakistan. Quite a number of Muslims from this district also went away. There was a panic among both the communities for some months following the communal outburst in 1946. This tension received its peak after

the partition which encouraged the Muslims to migrate. A very large number of Hindus from East Pakistan came over to India and had to fan themselves out in the different districts. This district also had received some displaced persons. The relief and rehabilitation of the displaced persons became a major problem for some time and has continued till now as an important problem. This district as has been mentioned elsewhere, having already reached the saturating point of her agricultural economy and because of a very high density of population could not possibly receive a very large number of displaced persons. Indirectly the problem had hit this district as well because thousands of displaced persons had to be settled elsewhere and their problems met. With the communications now any such major circumstance in any part of the State is bound to affect another part.

As has been mentioned before development work has been given a great emphasis in the present set-up of administration of the Welfare State. The rigours of casteism are sought to be removed both by statute and by propaganda. Laws have been made removing the disqualification of the Harijans from entering temples. Wide facilities have been given to the backward communities and scheduled castes for education. A large number of welfare schemes have been taken up for the backward communities and scheduled castes and the scheduled tribes. National Extension Service Blocks and Community Development Projects have been started in all parts of the district. The idea is to carry out intensive co-ordinated rural development of each area with the active association and participation of the people. The administrative set-up has had to change very considerably because of the abolition of zamindari. There is no intermediary link now between the State and the cultivators. All these changes at the district level were to be controlled from the Collectorate and had taxed to the utmost the set-up of the Collectorate, the office of the District Officer with its own old pattern. It was felt that this pattern must go. For this reason the State Government deputed a senior officer, Mr. B. D. Pande, to study the problems of the reorganisation of districts and subdivisional offices.

Mr. B. D. Pande, i.c.s., took into account the existing circumstances which covered the separation of the judiciary and the executive, the development programmes and the consequent changes towards a welfare administration and the staff that had been recruited on *ad hoc* basis, the lack of method of working, supervision or inspection. It was felt that the Collectorate was not organised into properly defined unit with a proper structure which was essential for efficient office organisation. Ill-assorted arrangement at the top was bound to affect the ramifications and the actual working of the schemes.

The number of clerical staff had gone up more than four times as compared with the number of clerical staff in 1904. In some districts the number of ministerial staff had gone up to near about

600 persons. If to this were added the number of field staff that were working under the Collectorate, namely, *Karamcharis*, Village Level Workers, *Gram Sewaks*, Inspectorates, etc., it was found that the non-gazetted establishment under some of the Collectorates would amount to as large as 2,000. This huge array of assistants itself called for administrative and organisational problem of its own.

Most of the correspondence was carried out in the main office of the Collectorate known as the English Office which was itself a misnomer. The English Office formerly had two main divisions, judicial and revenue. While a number of revenue subjects were still dealt with in the English Office, there was a fairly big separate revenue establishment, consequent on the abolition of zamindari. Correspondence was also carried on in a large number of smaller offices. This led to duplication of files and papers, lack of supervision, etc. Accordingly the Collectorate was recommended to be divided into seven principal sections as follows :—

- (1) Confidential—This was to be directly under the Collector.
- (2) General Office—This was to replace the English Office.
- (3) Revenue Office—This was to correspond to the present Revenue Office set-up on the abolition of zamindaries and include all allied subjects.
- (4) Development Office.
- (5) Establishment Office.
- (6) Legal Section.
- (7) Treasury and Accounts.

The proposed distribution of subjects was as below :—

Section I—Confidential.

Section II—General.—(1) Law and Order; (2) Agrarian Disputes, (3) Maintenance of Public Order Act; (4) Collective Fines; (5) Police and Homeguards; (6) Requisitioning and derequisitioning of property; (7) Allotment of houses; (8) Soldiers, Sailors and Airmen's Board; (9) Elections; (10) Census; (11) Cinemas and Dramatic Performances; (12) Licenses (Arms, Explosives, etc.); (13) Press, including examination of newspaper cuttings; (14) Public Relations; (15) Relief and rehabilitation of displaced persons from Pakistan; (16) Evacuee Property Act; (17) Passports and Visas; (18) Domicile Certificate; (19) Political Sufferers; (20) Jails; (21) Supply and Price Control; (22) Anti-Corruption; (23) Assembly, Council and Parliament Questions; (24) Local Bodies, that is, Municipalities, District Boards, Notified Area Committees and other Union Committees; (25) Library; (26) Forms and Stationery; (27) Labour, including Minimum Wages Act, Workmen's Compensation Act, etc.

Section III—Revenue.—(1) Land Reforms; (2) Tenancy Act; (3) Rent and Cess; (4) Khas Mahal; (5) Rent Commutation; (6) Chaukidari; (7) Settlement; (8) Ballbandhi; (9) Malkhana; (10) Registration; (11) Chakrana; (12) Embankment; (13) Excise and Opium; (14) Kanungo Establishment; (15) Taxation Measures; (16) Record Room; (17) Copying Department; (18) Certificate; (19) Nazarat; (20) Circuit House; (21) Land Acquisition; (22) Ferries; (23) Mining; (24) Treasure Trove; (25) Stamps; (26) Crop and Weather Reports; (27) Flood and Scarcity.

Section IV—Development.—(1) Five-Year Plan and Co-ordination; (2) District Development Committee; (3) District Planning Committee; (4) District Education Committee; (5) Community Project and National Extension Service; (6) Local Development Works Programme; (7) Irrigation (Major, Medium and Minor); (8) Reclamation of Wasteland; (9) Welfare of Scheduled Castes, Scheduled Tribes and Backward Classes; (10) Gram Panchayats; (11) Vested Zamindari Improvement Works; (12) Welfare activities of other departments including Grow More Food; (13) Statistics; (14) Forests; (15) Loans; including Agriculturists' Loans, Land Improvement Loans, Loans under the State Aid to Industries Act, etc.; (16) National Savings Scheme; (17) Works Staff in the Districts.

Section V—Establishment.—(1) Personal cases—maintenance of service books, character rolls, leave accounts, etc., of personnel employed under the Collector; (2) Appointments, postings and transfers; (3) Leave; (4) Departmental Proceedings; (5) Provident Fund Gratuity; (6) Pensions; (7) Security; (8) Bill and Budget Works of the Collectorate.

Section VI—Legal Section.—(1) Revenue and Judicial Munshikhana; (2) Civil Suits; (3) Pauper Suits; (4) Criminal Motions; (5) Inspection of Trial Registers; (6) Appeals; (7) Correspondence with the Legal Remembrancer; (8) High Court; (9) Release of Prisoners; (10) Pleaders, Mukhtars and Revenue Agents; (11) Probate; (12) Wakf Estates—Religious Endowments; (13) Payment of Pleaders' bills; (14) Judicial Accounts; (15) Criminal Fines; (16) Law Agents and Law Clerks; (17) Other Criminal, Civil or Revenue Appeals or Motions and matters connected therewith; (18) Court Malkhana.

Section VII—Treasury and Accounts.—(1) Treasury and Accounts; (2) Sale of Stamps.

Mr. Pande made a detailed recommendation for the offices indicating the scales of pay under the different heads. He had further recommended for the removal of the artificial distinction between Class A and Class B Districts. At the time of the Slacke Committee's Report a distinction was made between the districts mainly on the basis of the number of assistants employed under a Collectorate. Where the number of clerks was below 100 the district was placed in a lower category in respect of the pay of the supervisory staff. The number of clerks in every district was well above 100 when Mr. Pande made his enquiry and he felt that the ministerial officers employed in the different districts should have equal opportunity of promotion to a higher post. Therefore he recommended that the distinction between the different districts in matter of salaries to be drawn by persons doing the same kind of jobs should be abolished.

There was a certain amount of invidious distinction between a Sadar Subdivision and a Mofussil Subdivision. The recommendation was that the Sadar Subdivisional Office should be organised more or less on the lines of Mofussil Subdivisions. The Sadar Subdivisional Officer was to have the following departments :—

General Office; Elections; Development; Confidential; Loans and Relief; National Extension Service and *Gram Panchayats*; Supply and Price Control; Minor Irrigation; Public Relations; Welfare; Chaukidari; Nazarat; Certificate; B. T. Act cases; Library; Land Reforms—L. L. Fee; Revenue Munshikhana; Arms; and Cinemas and other licenses.

According to Mr. Pande the Collectorate should also retain Probate, Civil Suits, Malikhana, Mines, Revenue Appeals, Settlement, Embankment, Ballbandi, and Land Acquisition Sections. Another important change that had to be taken cognisance of was that with the abolition of zamindary and the vesting of the zamindary into the State, the Khasmahal Department of a district had lost its separate entity. The Khasmahal was, therefore, to be completely merged with the Land Reforms Department. The Landlord Fee Department of the Collectorate had to be abolished as with the abolition of the zamindary, no money-orders had to be sent or acknowledged. It was recommended that arrangements should be made with the District Registration Office or the Sub-Registrar to deposit the Landlord Fee direct into the treasury, and send notices to the Circle Officers or the *Anchal Adhikaris* concerned.

• Mr. Pande went into some detail as to the necessary augmentation of certain departments like Nazarat, Certificate, Record Room, etc. He considered that since the *Anchal Adhikari* was also the Block Development Officer, the certificate powers should not be vested in him and the procedure of getting certificates executed through the Subdivisional Officer should continue. It may be noted here

that the work in connection with certificates has been transferred to the *Anchal* Officers in the other *raiyatwari* States of Bombay, Madras, Uttar Pradesh, etc.

Mr. Pande had also given elaborate suggestions for the working of the Development Office, Welfare Department, *Gram Panchayats*, Loans Department, Establishment Office, Legal Office, Inspections, etc. He had recommended that questionnaires to assist in the inspection as in the case of some of the older manuals should be prescribed for the new branches also like those of development, revenue, etc. They will be of valuable guidance to junior officers.

He also felt that there should be adequate delegations of powers to officers at all levels, namely, *Anchal Adhikaris*, Subdivisional Officers, Collectors, etc. He had also indicated the necessity of a regular training of the newly-recruited assistants and that the training should be closely integrated with practical training in the office itself.

The Chief Secretary in his no. OM|R-302|56-10443, dated the 20th December 1957, had approved of the suggestions and informed the District Officers by name that the arrangements should be made forthwith to introduce the Reorganisation Scheme in the districts and subdivisions from the 2nd January 1958. He reiterated that the Collectorate should be divided into seven principal sections as recommended by Mr. B. D. Pande. He further expected that the Sadar Subdivisional Officers should function separately from the Collectorate like Mofussil Subdivisional Officers with the departments as recommended by Mr. Pande and the Collectorate should, however, retain the nine subjects mentioned before as per Mr. Pande's recommendations. There was a further reiteration of Mr. Pande's scheme in the letter of Mr. M. S. Rao, i.c.s., Chief Secretary, no. R2-302|56-CSR.-365, dated the 9th July 1958. In this letter the existing distinction between A and B Class Districts in respect of pay scale for various categories of the posts was abolished. Orders were passed for the merging of the Khasmahal Office in the General Land Reforms Office, the abolition of L. L. Fee Department and other recommendations regarding Nazarat, Certificate, Establishment, Legal Section, etc.

ADMINISTRATION OF JUSTICE.

With the separation of the executive from the judiciary in 1951 the criminal administration came under the direct control of the Hon'ble High Court of Patna. The District and Sessions Judge looks after the administration of justice in the district. As there was a shortage of Munsifs, some Magistrates were vested with judiciary powers. The Munsif-Magistrates and Judicial Magistrates were placed under the direct control of the Sessions Judge of Saran.

In 1958 there were three courts of stipendiary Judicial Magistrates and two courts of Honorary Judicial Magistrates at Sadar,

three courts of Munsif-Magistrates at Siwan and one court of Munsif-Magistrate and stipendiary Judicial Magistrate at Gopalganj. The district judgship as mentioned before is headed by the District and Sessions Judge and in the sessions cases he is assisted by two Additional Sessions Judges, two Additional District Judges who act as Additional Sessions Judges and the two Subordinate Judges in charge of permanent courts act as Assistant Sessions Judges. The details of criminal administration have been covered in the Chapter on Law and Order and Justice.

In Civil administration the District Judge is assisted by two Additional District Judges, two permanent Subordinate Judges and five Additional Subordinate Judges. There are four Munsifs at Sadar, two permanent and two additional Munsifs at Siwan and one permanent and one additional Munsifs at Gopalganj. The details of the Civil administration have been given in a separate chapter.

There were 393 *Gram Panchayat* courts in Saran in 1958 which have been established under the Bihar Gram Panchayat Raj Act, 1947. Besides there were three *Panchayat* courts which were established under the Village Administration Act. Details of the working of the *Gram Panchayats* have been given separately in the Chapter on Local Self-Government.

POLICE.

The district police administration is under the Superintendent of Police who is under the administrative control of the District Magistrate. The Superintendent of Police is responsible for maintaining law and order. His headquarters are at Chapra. He is under the administrative control of the Deputy Inspector-General of Police of the Northern Range, whose headquarters are at Muzaffarpur.

For police purpose, the district is divided into five police circles which fall in the three subdivisions. There are altogether 30 police-stations and 16 police outposts in the district.

The police organisation of the district in 1958 consisted of one Superintendent of Police, four Deputy Superintendents of Police, one Sergeant-Major, three Sergeants, six Inspectors, 64 Sub-Inspectors, 64 Assistant Sub-Inspectors, 41 Havildars and 996 Constables. Timely additions or depletions to this staff were made to suit administrative exigencies.

The rural police force consists of 247 Dafadars and 2,620 Chaukidars. Each village has one or two Chaukidars who look after the police work in the rural areas. The Chaukidars are commissioned to give round duty in their beats during the night and to apprehend criminals, if any. For details in police organisation please see the Chapter on Law and Order and Justice.

EXCISE.

The excise administration of the district is controlled by the District Magistrate who is assisted by a Superintendent of Excise with

headquarters at Chapra. The Superintendent of Excise is also under the administrative control of the Deputy Commissioner, Excise, North Bihar Range, with his headquarters at Muzaffarpur and the Commissioner of Excise, Bihar, with his headquarters at Patna. The Excise Commissioner is the administrative head of the department. For the purpose of administration the district is divided into 20 circles each under the charge of an Excise Sub-Inspector. In each of the subdivision there is an Inspector of Excise who exercises control over the Circle Sub-Inspectors. Besides, there are three Excise Inspectors who control the distilleries of Marhowrah, Mirganj and Pachrukhi.

The revenue from *tari* was previously derived from license fee for shops settled on auction only. In 1932 the tree-tax system was introduced in the district. In 1938 prohibition was imposed on the sale of country liquor, *tari*, *ganja* and *bhang*. This prohibition was first of its kind in the province of Bihar but the experiment of prohibition could not be successful. The Government lifted prohibition on country spirit and *tari* from 1943 and on *ganja* and *bhang* from 1945. Tree-tax system came into operation again from 1945. In order to eliminate speculation the Government had introduced sliding scale system in respect of country spirit, *ganja*, *bhang* and opium from 1951.

The statistics of revenue derived from different heads are as follows :—

	1952-53.	1953-54.	1954-55.	1955-56.	1956-57.
	Rs.	Rs.	Rs.	Rs.	Rs.
Country spirit ..	10,23,042	9,67,816	10,23,004	11,83,526	11,85,583
<i>Ganja</i> ..	63,061	61,304	99,128	95,708	1,04,339
<i>Bhang</i> ..	3,192	2,809	2,547	1,967	2,130
Opium ..	6,394	7,816	2,971	11,899	13,325
<i>Tari</i> ..	11,97,540	12,72,217	12,23,971	12,26,365	11,41,211
Foreign liquor ..	12,784	20,166	12,890	17,741	16,104
Denatured spirit	3,649	9,043	12,847	12,747	11,866
Miscellaneous ..	23,950	17,524	15,781	8,700	22,917
Total ..	23,33,612	23,58,695	23,93,139	25,58,653	24,97,475

Country spirit.

At first, the country spirit shops used to be settled on out-still system. This was changed in 1913-14 to distillery system. Under this system, liquor warehouses were established at all subdivisional headquarters to store, blend, reduce and issue liquor to the shops in their jurisdiction. In 1950-51, the system of settling country spirit shops to auction was changed to sliding scale system to eliminate speculation. The revenue figures mentioned above will show that

there had been gradual upward tendency except in 1953-54. This rise is due to the gradual increase in the duty and the license fee.

Ganja.

The revenue from *ganja* is derived from duty and license fees. The sliding scale system was introduced in 1950-51. The duty on *ganja* has steadily been raised to minimise its consumption without revenue being affected. The revenue derived from *ganja* has shown marked increase from Rs. 63,061 in 1952-53 to Rs. 1,04,339 in 1956-57.

Bhang.

Bhang grows widely in the rural areas of the district. Duty and license fees have been raised from time to time to restrict its consumption without affecting the revenue. The consumption of *bhang* from the license shops is nominal.

Opium.

The retail price of opium has been consistently increased to bring down consumption as far as possible. In 1951-52, a system of permit was introduced to further cut down its consumption and to prevent fresh addicts. The State Government have imposed a ban on the consumption of opium from the 1st April, 1959. Sale of opium would henceforth be controlled by medical certificates.

Tari.

The revenue derived from *tari* was previously derived from license fees for shops settled on auction only. As stated before in 1932 the tree-tax system was introduced in the district and in 1951 sliding system was introduced to eliminate speculation. As is evident from the statistics the revenue derived from *tari* is considerable. It is the poor man's beverage. Palm trees in Saran are found in abundance. Unfermented *tari* has medicinal value.

Foreign Liquor.

The consumption of foreign liquor is confined only in the urban areas. The high price of the imported liquor has confined its consumption to the richer class only. The revenue derived from imported liquor is greater than the *bhang* and opium. The revenue derived from it had shown a remarkable increase from Rs. 12,754 in 1952-53 to Rs. 20,166 in 1953-54 but in 1954-55 it had again fallen to Rs. 12,890. In 1955-56 the revenue derived from it was Rs. 17,741, as against Rs. 16,104 in 1956-57. The price of foreign liquor, the import of which is restricted, has gone up very considerably and that explains the lesser consumption.

Commercial Spirit.

The revenue mainly comes from license fees of denatured spirit including medical wines. From the statistics it is evident that revenue derived from it had shown a marked increase.

CENTRAL EXCISE.

The Central Excise Department which is a Central Government Department is headed by the Superintendent of Central Excise with his headquarters at Chapra. He is under the Collector of Central Excise with his headquarters in Patna. In his work he is assisted by a Deputy Superintendent, twenty Inspectors and two Supervisors. There are also sepoys to assist the superior staff in checking smuggling. The duties on sugar, cloth, tobacco, power alcohol and steel are Central revenue and are collected by the employees of Central Government.

The Central Excise revenue in the district from 1952-53 to 1956-57 is as follows :—

	1952-53.	1953-54.	1954-55.	1955-56.	1956-57.
	Rs.	Rs.	Rs.	Rs.	Rs.
Tobacco ..	4,03,863	3,03,386	3,97,089	5,58,514	5,46,859
Sugar ..	33,47,360	70,39,278	79,41,120	73,31,355	84,17,170
Power alcohol ..	8,09,443	11,60,801	8,33,998	9,49,571	9,31,992

The revenue derived from sugarcane has shown practically very little increase in course of five years. The area under tobacco is not considerable. The sugar is the principal item of revenue to Central Excise. Saran is one of the chief sugarcane producing areas in the State and is only second to Champaran district. There are seven sugar industries in the district. The sugar manufactured at Marhowrah has gained reputation in Bihar. From the statistics it is apparent that revenue derived from sugar has increased remarkably. Sugar is despatched from the sugar factories according to the quota released by the Ministry of Food and Agriculture of the Government of India. The other main item of the Central Excise is the power alcohol. The revenue derived from it has not shown much fluctuation.

REGISTRATION.

At the district headquarters, the District Sub-Registrar deals with the document presented, while the District Magistrate who is *ex-officio* District Registrar exercises a general supervision over the work of the Sub-Registrars. There are twelve registration offices in the district. They are located at Chapra, Marhowrah, Ekma, Sonapur, Siwan, Darauli, Basantpur, Gopalganj, Mirganj, Malfarajganj, Masrakh and Barharia. The average number of documents registered annually during the five years 1924-1928 was 63,820 and the number of documents registered in 1928 was 68,954 as against 96,999 in 1957. The average number of documents registered during the six years 1952-1957 was 97,336 or in the course of three decades

the registration has increased by 60 per cent. The statistics of registered documents from 1946 to 1957 are given below :—

Year.	Documents. registered.	Receipts.	Expenditure.
		Rs.	Rs.
1946 ..	99,833	4,31,247	1,34,240
1947 ..	1,09,220	5,14,004	1,36,302
1948 ..	94,353	5,01,526	1,36,923
1949 ..	1,01,152	6,89,409	1,69,389
1950 ..	1,10,558	7,45,140	1,79,389
1951 ..	1,09,281	7,80,366	1,98,741
1952 ..	1,00,994	6,73,155	1,96,132
1953 ..	1,01,955	6,88,521	1,97,031
1954 ..	1,00,873	6,73,054	1,86,309
1955 ..	87,269	6,00,115	1,80,119
1956 ..	93,931	6,11,101	1,75,122
1957 ..	1,00,094	6,75,143	1,88,525

STAMPS.

The revenue from the sale of stamps is an important source of income to State Government and ranks in importance only next to excise. The rising figures of stamps also go to prove that litigation has increased tremendously. In 1906-07 the sale of stamps amounted to Rs. 3,85,473 as against Rs. 7,68,673 in 1928-29. There had been a tremendous increase in revenue derived from stamps as will be evident from the statistics given below :—

The revenue from sale of stamps in 1952-53 was Rs. 19,86,914; in 1953-54 Rs. 19,78,779; in 1954-55 Rs. 18,66,463; in 1955-56 Rs. 19,85,035 and in 1956-57 Rs. 19,81,384. Thus it will be seen that in course of three decades the revenue derived from stamps has increased by about 175 per cent.

COMMERCIAL TAXES DEPARTMENT.

The Saran Circle of the Commercial Taxes Department was created in 1944 and the area of the Circle coincides with the area of the revenue district of Saran. There is a Commissioner of Commercial Taxes with his headquarters at Patna. The Superintendent of Commercial Taxes is the administrative head of the Circle. In 1952 a Sub-Circle was created at Siwan with the area comprising the subdivisions of Siwan and Gopalganj and is administered by an Assistant Superintendent of Commercial Taxes. Besides, there are two Inspectors in the district.

This department is concerned with the assessment and realisation of the following taxes :—

- (i) Agricultural Income-Tax; (ii) Sale Tax; (iii) Entertainment Tax; (iv) Electricity Duty; (v) Tax on Sale of Motor Spirit; and (vi) Transport Tax.

Agricultural Income-Tax.—The Agricultural Income-tax was levied in 1938 under the Bihar Agricultural Income-Tax Act of 1938, but its administration was first taken over by the Commercial Taxes Department in 1944-45 and in Saran in 1944-45, it yielded a total income of Rs. 1,68,330. The collection from the tax reached its peak in 1950-51 when it rose to Rs. 2,80,820 which was mainly due to enhancement in the rate of the tax. In 1954-55 it recorded a big fall to Rs. 20,228 only. The reason for it was mainly due to the taking over of the big zamindaries by the State Government and the bad economic condition of the agriculturists in general. Secondly many of the zamindars of the district filed petition to Government that the unpaid dues of the Agricultural Income-Tax may be realised from the *ad interim* compensation money to be payable to them by the Government. It had, however, shown an upward tendency later.

Sales Tax.—It was introduced in the State from 1944-45. In 1946-47 the collection from this tax amounted to Rs. 3,90,829 and since then it recorded upward trend and in 1950-51 and 1951-52 the collection rose to Rs. 22,91,067 and Rs. 22,90,752, respectively. But after that it had shown downward trend and the collection in 1954-55 stood at Rs. 17,27,088. The reason for it was mainly owing to the exemption of tax on goods despatched outside the State since the 26th January 1950, depression in trade and the deregistration of a large number of dealers consequent upon the raising of the registrable limit from over 10,000 to over 15,000 from 1954.

Entertainment Tax.—The administration of this tax was taken over by the Commercial Taxes Department in 1948-49 during which the total collection was Rs. 64,584. After that it had a steep rise and in 1951-52 the total collection made was Rs. 94,100. But in 1954-55 the collection came down to Rs. 79,079. But this fall is mainly due to arrear in collection.

Electricity Duty.—The electricity duty was first levied in the district in 1948-49 and the total receipt was Rs. 3,039. In 1954-55 the collection rose to Rs. 45,581. This increase was due to the extension of electrification.

Motor Spirit (Sales) Tax.—Before 1949 this tax was realised by the Excise Department. In 1949-50 the total receipt from this tax amounted to Rs. 21,223. Since then there had been constant rise in collection which rose to Rs. 87,862 in 1954-55. This was partly due to rise in duty and the gradual improvement in the condition of the roads of the district.

Passengers and Goods Transport Tax.—It was levied for the first time in 1950 and during the year the total yield from the tax was Rs. 1,145. It has shown upward tendency since then and in 1954-55 the total receipt rose from this tax to Rs. 23,634. It was mainly due to the tremendous increase in the number of vehicles and the gradual improvements and modernisation in the condition of the roads.

The statistics of Commercial Taxes under receipts and expenditure are given below :—

Receipts.

Year.	Agri. Tax.	Sales Tax.	Entertain- ment Tax.	Elec. Duty.	Motor Spirit.	Transport Tax.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1950-51	2,80,820	22,91,067	82,304	26,770	24,688	1,145
1951-52	2,46,524	22,90,752	94,100	20,040	31,107	1,420
1952-53	83,773	16,10,040	84,696	23,843	35,298	6,073
1953-54*	82,334	18,22,637	55,731	41,641	67,487	9,056
1954-55	20,228	17,27,088	79,079	45,581	87,862	23,634
1955-56	89,162	17,36,523	99,129	53,932	98,015	26,125
1956-57	2,41,315	17,99,377	1,23,717	63,493	1,38,393	30,859

Expenditure.

Year.	Pay of officers.	Cost of establish- ments.	Travelling allowance.	Cost of living allowance.	Contingencies.
	Rs.	Rs.	Rs.	Rs.	Rs.
1951-52	7,917	19,343	5,000	10,020	3,191
1952-53	8,920	19,656	8,115	11,087	4,500
1953-54	9,078	21,621	6,452	12,122	4,380
1954-55	10,928	24,576	8,842	13,887	6,276
1955-56	11,462	28,095	15,449	7,600	7,880
1956-57	8,043	20,082	10,831	3,882	5,142

The Commercial Taxes Department is one of the most important revenue-yielding departments of the State Government. So far as the income of the Government is concerned it has replaced the Income-Tax which is now the Central subject.

INCOME-TAX.

Income-tax is now a Central subject. Before the passing of the Indian Income-Tax Act, 1922, it was administered by the Provincial Government. The Central Government has appointed an Income-Tax

Officer in each district for assessment and collection of the income-tax. The headquarters of the Income-Tax Officer of the Saran Circle is at Chapra. The work of assessment and collection is governed by the provisions of the Indian Income-Tax Act, 1922, while the rate of tax is laid down by the Finance Act of each year. In the month of April every year a notice is published in all the important journals of the State inviting persons having income over the taxable minimum by the Finance Act of the year to submit returns showing their total income of the previous year within five days of the publication of the notice. Notices are also issued individually to persons likely to have taxable income to file their returns of income. On the basis of these returns and after giving opportunity to the assesseees to prove the income shown by them, assessments are calculated and completed by the Income-Tax Officer and the Tax-Collector. With the introduction of the taxes under the Estate Duty, Wealth-Tax Act, Expenditure-Tax Act and the Gift-Tax Act the field of the Income-Tax administration has much widened.

The statistics of assesseees, net demand and collection of the Saran Circle of the last three years are as follows :—

Year.			No. of	Net	Net collection.
			assesseees.	demand.	
			Rs.	Rs.	Rs.
1955-56	..	..	1,427	5,24,386	4,43,361
1956-57	..	..	1,398	8,52,365	7,20,499
1957-58	..	..	959	6,59,000	5,81,911

The big fall in the number of assesseees in 1957-58 is due to the inclusion of the Hajipur subdivision which formerly formed part of the Saran Circle into the Muzaffarpur Circle.

PUBLIC RELATIONS DEPARTMENT.

The Public Relations Department works under the District Magistrate. A special mention has to be made because of the increasing importance of this section. It was established in Chapra in 1956 under the Second Five-Year Plan. The department is headed by a District Public Relations Officer who is under the immediate control of the District Magistrate. The District Relations Officer is assisted by an Assistant Public Relations Officer. These officers are expected to make extensive tours in the district in order to make the people aware of the development work and their co-operation and assistance which requires for the execution of the development programme. The Department has a mobile van fitted with cinema projection equipments, which is taken round the villages for documentary shows. The documentaries are educative and entertaining and concern with agriculture, health, sanitation and industries.

An Information Centre is attached to the Department where publications of various types are available. There is a scheme to supply radio sets on subsidy basis to the villages having a population of one thousand and above. Two hundred and twenty-two radio sets have been distributed in such villages up to August, 1958. With the various development projects this section has to play a very prominent role in explaining to the public, particularly in the rural areas the aims of the Government and the duties and responsibilities of the public.

DISTRICT ELECTION OFFICE.

The District Magistrate is the District Election Officer in the district and for the day-to-day work he is assisted by a Deputy Collector. The Subdivisional Officers are in direct charge of the election in their respective subdivisions and work under the District Magistrate. The District Magistrate is himself the Electoral Registration Officer and Returning Officer. The printing and arrangement of electoral rolls are done in the District Election Office.

The preparation of electoral rolls on the basis of adult franchise is a tremendous task as the electoral rolls based on adult franchise have to be revised in every five years before the general election. There were twenty-five constituencies for Legislative Assembly and four for the Members of Parliament in 1952 (General Election) as against twenty-three and four, respectively, in 1957. There were twenty-eight Members (M.L.A.) from the district in the Legislative Assembly of Bihar in 1952 as against twenty-six in 1957. There had been no fluctuation in number of the Members of the Parliament in the Second General Election.