

**MANAGEMENT OF THE POSTAL SERVICES IN INDIA:
A STUDY WITH REFERENCE TO KERALA CIRCLE**

Thesis Submitted to the Cochin University
of Science & Technology for the award of
the degree of Doctor of Philosophy
under the Faculty of Social Sciences

by

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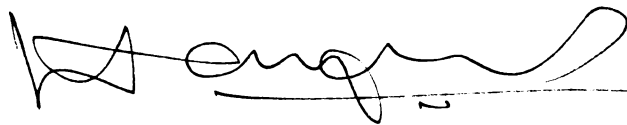
C E R T I F I C A T E

This is to certify that the work reported in the thesis entitled "Management of the Postal Services in India: A Study with reference to Kerala Circle", is a bonafide record of research carried out by Mr. K.B. Harikumar Nayar, a part-time research student under my guidance and supervision, for the award of Ph.D. Degree under the Faculty of Social Sciences of the Cochin University of Science and Technology, and that, no part of the work has been presented previously for the award of any other degree or diploma in any University.

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(Supervising Teacher)**

DECLARATION

I hereby declare that the thesis entitled "Management of the Postal Services in India: A study with reference to Kerala Circle", submitted to the Cochin University of Science and Technology is an authentic record of research carried out by me under the guidance and supervision of Prof. P. Ramachandra Poduval, Professor in the School of Management Studies Cochin University of Science & Technology and that to the best of my knowledge, no part of the work has formed the basis for the award of any degree or diploma in any University.



(K.B. HARIKUMARAN NAYAR)

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26-5-1986.**

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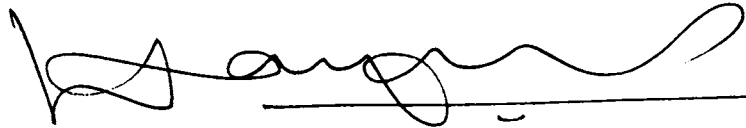
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LIST OF ABBREVIATIONS

ADG	Assistant Director General
APM	Assistant Postmaster
APMG	Assistant Postmaster General
APS	Army Postal Service
ASP	Assistant Superintendent of Post Offices
ASRM	Assistant Superintendent of Railway Mail Service
BO	Branch Office
BPM	Branch Postmaster
CAO	Chief Accounts Officer
CO	Circle Office
CTD	Cumulative Time Deposit
DDPA	Deputy Director of Postal Accounts
DDG	Deputy Director General
DG	Director General
DPS	Director of Postal Services
DSRM	Deputy Superintendent of Railway Mail Service
EDA	Extra Departmental Agent
EDBPM	Extra Departmental Branch Postmaster
EDDA	Extra Departmental Delivery Agent
EDBPM	Extra Departmental Sub Postmaster
GMI	General Manager Telecommunications
HSG	Higher Selection Grade
IPO	Inspector of Post Offices
IFA	Internal Finance Advisor
IRM	Inspector of Railway Mail Service

LSG	Lower Selection Grade
MG	Mail Guard
MI	Mailman
MO	Money Order
OA	Office Assistant
PA	Postal Assistant
PCO	Public Call Office
PIH	Postal Index Number
PMG	Postmaster General
PO	Post Office
PSD	Postal Stores Depot
P&T	Posts & Telegraphs
QMS	Quick Mail Service
RD	Recurring Deposit
SA	Sorting Assistant
SB	Savings Bank
SP	Superintendent of Post Offices
SPM	Sub Postmaster
SRM	Superintendent of Railway Mails
SSP	Senior Superintendent of Post Offices
SSRM	Senior Superintendent of Railway Mails
TD	Time Deposit
TMO	Telegraph Money Order
VP	Value Payable

CHAPTER - I

INTRODUCTION, SCOPE AND METHODOLOGY

CHAPTER - I

1.0.0. INTRODUCTION, SCOPE AND METHODOLOGY

1.1.0. INTRODUCTION

"Among the many things, good and bad, that the modern world has produced, surely the postal system, which covers the world, is one of its most beneficent activities. There is nothing bad about it, it is all good, and it affects every individual, wherever he may be in this wide world, connecting him with millions of others. That connecting link is the postal system which has grown from age to age till it is what we see today. This story is full of fascination and the spirit of adventure. It is growing still, of course, and will continue to do so bringing fresh discoveries and inventions in its train and thus, helping the growth of human relations and human welfare; also, ultimately, perhaps helping somewhat in the realization of that ideal which seems so distant today and which, nevertheless, might not be very far -- the world state. The postal system is a world organization, one of the great international services which have grown up, more especially in the last hundred years or so".

These words of Pandit Jawaharlal Nehru in his Forward to "Story of the Indian Post Office" edited by Dr. Milk Raj Anand succinctly sums up the pivotal role

of the postal system in the progress of mankind, its universality and uniqueness. (Malk Raj Anand, 1955, P.1)*

A study of the postal system and its developments and growth over hundreds of years is really fascinating. It is curious to note that though the postal system underwent various changes linked with the vicissitudes of different civilisations, the basic function of the conveyance and delivery of messages remained unchanged. However, we find today an altogether different postal system with multifarious activities linked with human life and needs. The evolution of the postal system over hundreds of years and the changes that had taken place in its objectives, functions and structure are closely linked with the progress of mankind over this period.

* Malk Raj Anand (Editor). Story of the Indian Post Office. New Delhi: Government of India, 1955.

A note on the system of reference followed in this thesis:

The conventional method of giving references in doctoral thesis is a number index at the appropriate place in the text with a foot-note on full details of the work cited, viz., author(s), title of the book (underlined), place of publication, name of the publisher, year of publication and actual page number or author(s), title of the article (within quotations), name of the journal (underlined), volume, number, year and page number in the case of reference from a journal. Further references about the same work is referred to by terms like 'ibid', 'op.cit.' etc.

A new system of reference different from the conventional system referred to above has been adopted in this thesis. The new system adopted here is borrowed

Today, the post office has become a part of our life so inseparable and so close for the obvious reason that it is intimately bound up with human relations.

The Indian Postal Department is one of the vast departments of the Government of India having a wide network of 1,44,718 post offices and employing 6,09,653 men. (Department of Posts, Statistical Hand Book, 1985, PP.2-3).

The magnitude of the postal business undertaken by the Department is really enormous. During 1983-84 1,138 crore pieces of mail excluding money orders, 2,888 lakhs of registered articles, 1,273 lakhs inland money orders to the value of Rs.1,679 crores, 201.3 lakhs postal orders to the value of Rs.17.3 crores, 117 lakhs VP

from the publications of Behavioural Sciences with the modification of giving actual page number(s) along with author(s) and year of publication of the work. References in the form of author(s), year of publication and page number(s) are given in the text in brackets immediately after a sentence or paragraph. However, when the author is an institution such as the PAF Department and when there are a number of publications/documents in the same year, the actual title of the work is also referred to in the reference given in the text within brackets. All such references given in the text are consolidated according to the alphabetical order of authors and chronological order under the same author. The consolidated alphabetical list of all references given in the text are given at the end of this thesis from page 652 to 680

Numerical indices are given in some parts of the text where further clarifications are required. Such clarifications are given in the form of foot-notes.

articles, 5.15 lakhs foreign outward parcels and 6.28 lakhs foreign inward parcels were handled by the department. The Post Office Savings Bank is the largest Savings Bank of India with an aggregate investment of Rs.13,536 crores in all forms of national savings as on 31.3.1986. The Postal Life Insurance Fund balance was Rs.221.86 crores as on 31.3.1986. (Indian Posts and Telegraphs Department, Annual Report, 1985-86, PP.7-8; PP.11-12).

The Indian Postal Administration is the biggest postal administration in the world in terms of the number of post offices and employees. However, in terms of the volume of mail handled, India ranks only as the seventh. The countries like USA, UK, West Germany, Japan, France and USSR handle more mails than India. (Press Information Bureau, 1985, P.1).

Compared to the standards of the postal services of most of the developed countries, the postal services in India can be considered as one of the best in the world. The fact that 99% of the villages in India are provided with daily mail service is a creditable achievement of the Indian Postal Organisation. India has long achieved the 'Development Norms' set for Postal Services by the Universal Postal Union even though she lags behind in achieving the media standards set up by the UUPU. (Baskara Rao N., 1983, P.50).

A study of the management problems of such an organisation is really of great importance and significance.

1.2.0. SCOPE OF THE STUDY

A study of the management of any organisation can be effectively done only after knowing the historical evolution of the organisation, its objectives, functions and structure. The postal organisation is a very vast one having a long history and it has performed multifarious functions over the years. Making a detailed study of all the aspects of the organisation will naturally be a herculean task. This limitation restricts as well as defines the scope of the study to certain specific management problems of the postal organisation. It is therefore apt that the study is titled "Management of the Postal Services in India : A study with reference to Kerala Circle".

The specific objectives are:-

- 1. to study the evolution of postal systems with special reference to India;**
- 2. to study the structural changes of the Indian Postal Organisation from 1766 to 1967;**
- 3. to study the functions of the Indian Postal Department in a historical perspective;**
- 4. to study the evolution of the Postal System in Kerala with reference to objectives, functions and structure;**

5. to study the organization and management of the Kerala Postal Circle and to identify the problem areas;
6. to study the perceptions of the employees of Kerala Postal Circle on the Human Resources Management Practices;
7. to study the problems relating to Customer Satisfaction and Public Image of the Department; and
8. to recommend systems, methods and/or practices for more effective and efficient management of the Department.

The focus of the study was on problems relating to the organization and management of the Department, Customer Satisfaction and perceptions of the employees of Kerala Postal Circle on Human Resources Management Practices. However, to make the study complete, the evolution of the postal system in Kerala with reference to the objectives, functions and structure has also been analysed broadly.

1.3.0. METHODOLOGY

The method of study has been descriptive as well as analytical.

1.3.1. Data from Secondary Sources

Data from the secondary sources namely published materials and historical data have been collected.

Apart from the Departmental Manuals detailing rules and regulations, and committee reports, there is not much historical data readily available. There is only very little published material available about the evolution of the postal system and especially about the history of the Indian Postal System.

While celebrating the Centenary of the Indian Postal Organisation, the Government of India has brought out a book "Story of the Indian Post Office". This book, edited by Dr. Milk Raj Anand, in 1954 and published in 1955, is perhaps the most authentic book available on the postal history of India. In tracing the postal history of India, the researcher in this study has placed heavy reliance on this book by Dr. Milk Raj Anand. Shri A.K.M. Farooque has written a book "Roads and Communications in Mughal India" which is a revised version of his Ph.D thesis submitted to the Australian National University, Canberra. He has made painstaking studies on the postal system in the Mughal period. Considering the fact that this book gives authentic information on the postal system under the Mughals such reliance had been placed on this book also. Further, in tracing the development of the Anchal System, the Travancore and Cochin State Manuals and the Anchal Manuals and administration reports have been relied upon. The Annual Reports of the Department, the rules and Regula-

tions contained in the P&T Manuals and instructions issued from time to time by the Director General, Posts and Telegraphs, Inspection Reports in the Order Books and the Committee Reports have also been made use of in this study.

1.3.2. Data from Primary Sources.

Primary data have been collected by conducting Test Checks¹ in post offices to know the details of articles received for delivery, the articles with PIN code, and the languages in which addresses are written. Test Check has also been conducted to know the different sizes of postal articles handled by the post office.

Data on Human Resource Management Practices: Primary data relating to the perceptions of the Postal Employees on Human Resource Management Practices followed have been collected through questionnaire. For the purpose of the survey, the staff have been divided into (a) Supervisors, (b) Non-Supervisors of Group C Cadre, (c) Group D Cadre, (d) Extra Departmental Sub Postmasters (EDSPMs) and Extra Departmental Branch Postmasters (EDBPMs) and (e) other Extra Departmental Agents (AD Agents)

¹The data for the study were collected from certain post offices of Cochin Region on certain dates selected by the random method. This method cannot strictly be called a Sample Survey. The Postal Department often resorts to this method termed as "Test Checks".

The supervisors included Group A, B and C categories of staff working in Supervisor capacities. Three questionnaires have been prepared (1) for the Supervisors, (2) for non-supervisors and (3) for the Group D and Extra Departmental Agents. The questionnaire for Group D and Extra Departmental Agents was in Malayalam whereas the other two questionnaires were in English.

A pilot study was first conducted. The questionnaires for the pilot study supplied were received back fully answered from 24 supervisors, 25 non-supervisors and 3 group D and 5 Extra Departmental Agents.

Based on the responses received necessary modifications were incorporated in the questionnaires before their final printing.

The items in the questionnaire for supervisors and non-supervisors were identical except for the questions 10, 12, 13 and 14.

The questionnaire for Extra Departmental Agents and Group D was slightly different from the other two questionnaires for supervisors and non-supervisors in that the respondents (ED Agents) were asked to give their responses only about the cadres/items about which they were familiar.

Samples of the questionnaires are given in Annexure-III.

Question 1 to 11 were intended for getting the perceptions of the employees on the recruitment system, training programmes, transfer policy, promotion policy, performance appraisal system, welfare schemes, grievance handling system, disciplinary procedures, union management relations, wage structure and incentives.

In question No. 12, while non-supervisory staff were requested to give their responses about the performance competence of their supervisors, the supervisors were requested to give their responses about the performance competence of their subordinates.

In question No. 13, while the non-supervisory staff were requested to give their responses on the general behaviour of their supervisors towards them, the supervisors were requested to give their responses about the general behaviour of the staff towards them.

Question No. 15 was an open ended one seeking suggestions of the respondents. Question No. 16 to 20 were aimed at getting the personal data of the respondents.

The questionnaires were distributed among the employees of different cadres through the Divisional Heads. The respondent employees were selected from the Gradation Lists available in the department by the random method. The answered questionnaires were collected back through the Divisional Heads. Care was taken to ensure that the

employees belonging to all the divisions of the Kerala Circle were included without any bias.

The present staff strength of Kerala Postal Circle is given in Table I-1.

TABLE I-1

STAFF STRENGTH OF KERALA POSTAL CIRCLE

Cadre	Number	Total
Supervisory (Group A&B Officers)	53	
Group C: Administrative staff	776	829
Group C: Operative staff	10,940	
Group D staff	2,360	
Extra Departmental Agents	11,056	26,005

(Source: Kerala Postal Circle, Annual Administrative Report 1964-65, Tiruvandur: Postmaster General, Kerala 1964-65, pp.22-23).

The details of questionnaires issued and the answered questionnaires received back are given in Table I-2.

TABLE 1a2
DETAILS OF QUESTIONS/MAILS ISSUED AND RECEIVED BACK

Centre	Staff strength	Question- mails sent	% of staff to write question- mails sent	% of question- mails received back fully answered	% of question- mails received	% of responses received to total staff
Supervisors	829	235	28	134	57	16.2
Non-supervisors	10,940	1,040	15	597	36	5.5
Group D	2,300	315	13	143	45	6.8
Extra Departmental Sub Postmasters/ Branch Postmasters.	3,283	400	12	223	56	6.8
Other Extra- Departmental Agents	8,573	1,200	14	403	34	6.7
Total	26,005	6,790	14.6	1,500	39.6	5.8

On the whole, about 40% of the questionnaires sent were received back fully answered and the survey covered about 6% of the total staff. While 16% of the Supervisors have responded, only about 5% of the Extra-Departmental Agents responded to the survey. 47 questionnaires were received back partially answered which were not included for the analysis.

While giving replies, all the respondent officials have not given responses relating to all sub parts of the questions. Hence the 'Weighted Average Score' has been calculated separately keeping in view the number of officials who have responded to each part of the questions.

Question No. 15 was an open ended question seeking the suggestions/grievances or comments of the respondents about the functioning of the Department. 93 Supervisors, 246 non-supervisors, 23 Group D staff, 88 Extra Departmental Sub Postmasters/Branch Postmasters and 139 other Extra Departmental Agents have responded to this question. In other words, of the 1500 respondents, only 589 have responded to this question. The content analysis of their responses on the various aspects of the Human Resource Management Practices has been made.

The responses relating to the various questions have been tabulated in Tables from Tables VII-5 to VII-6, VII-6 to VII-17 and VII-23.

Even though in the questionnaires the personal data of the respondents have been sought, the pattern of responses have not been analysed with the objective of finding their relationship with the age, length of service and educational qualification of the respondents, as the scope of study has been only to know the perceptions of the different categories/groups of employees on the various Human Resource Management Practices. The data obtained in the Survey have not been subjected to statistical tests of significance for scientific generalisation as the study is aimed at knowing the patterns and trends only.

Data on Customer Satisfaction: The primary data relating to the Customer Satisfaction and the image the customers have about the Department have been collected through a questionnaire.

A Pilot Study was first conducted with a preliminary questionnaire. Of the 70 respondents approached, 57 responded in the Pilot Study. The Pilot Study was conducted during the period from 15.7.85 to 26.7.85 in 13 post offices, namely: Tiruvalla, Banerjee Road, Vaikom, Padinjarekkara, Vaidyanapur, Vaidikara, Kulasetharamangalam, Maravanthuruthi, Brahmanangalam, Thalavelapuram, Ettumamur, Krukkulam and Trivandrum. Based on the responses received in the Pilot Study, the necessary modifications were made in the questionnaire and the final questionnaire

was printed bilingually (in English and Malayalam). The Malayalam version was necessary due to the fact that the survey had to be conducted in the rural areas.

In the Kerala Postal Circle, there are 4751 post offices of which 648 are in the urban areas and 4103 in the rural areas. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.18). It was decided to conduct a survey in not less than 10% of the post offices and these post offices were selected by the random method from the Classified List of Indian Post Offices issued in 1982 (pages 207 to 230) under the authority of the Director General and subsequently updated. (Director General, Posts & Telegraphs, Classified List of Indian Post Offices (1982 Edition), 1982, Pp.207-230). The questionnaires were served through the post offices and the postmasters were requested to give the questionnaire to the first visitor in each one hour time span during the working hours of the office. For example, if the working hours of the office are from 10-00 to 18-00 hrs., the first visitor in each one hour time span, namely; 10-00 to 11-00 hrs., 11-00 to 12-00 hrs., 12-00 to 13-00 hrs. and so on, was to be given the questionnaire, thus a total number of 8 visitors received the questionnaire. If there were no visitors during a certain one hour time span, the number of questionnaire served was to be reduced accordingly.

The departmental post offices which are mostly situated in the urban areas work for 7½ to 8 hours and the rural Extra Departmental Post offices work for 4 to 5 hours. The survey was conducted for 2 days on 9.10.1985 and 10.10.1985.

The random method of selection of the post offices and the random method of administering the questionnaires ensured that there was no element of bias.

The number of questionnaires despatched and the number received back fully answered are indicated below in the Table I-3.

TABLE I-3

DETAILS OF QUESTIONNAIRES DESPATCHED AND RECEIVED BACK ANSWERED

No. of Post Offices	No. sent	Received back answered	% received
Urban Post Offices	66	1060	58
Rural Post Offices	445	2337	61.46
Total	511	3397	73.82

3984 questionnaires were sent, out of which 2897 were received back fully answered. Thus about 74% of the questionnaires came back completely answered. 40 questionnaires were received back partially answered which were not included in the analysis.

The questionnaire contained 8 questions with sub divisions. Care was taken to ensure that the questions were impersonal as far as possible and at the same time were capable of eliciting the necessary information about the post office counter service and the attitude with which service was rendered. Multiple choice responses were provided wherever possible and a column to write any other relevant response not included in the questionnaire was also provided to each question. Care was taken in framing the questions to ensure that the minimum time was to be spent by the respondents in answering the questionnaire.

While questions 1 to 7 related to the postal services, sub divisions 1 to 8 of question No. 8 related to the personal data of the respondents. Sub division 10 of question No. 8 was an open ended question aimed at getting general suggestions.

The responses received have been shown in tables categorised according to Urban Vs Rural, Male Vs Female and different age groups. Wherever needed, the responses have also been categorised according to the education, employment and financial status of the respondents. The composition of the response has been subjected to statistical tests using χ^2 test, P test and Z test wherever necessary. Pie diagrams and bar charts have been utilised for displaying the data wherever needed.

1.4.0. CHAPTERIZATION

This present Chapter (Chapter-I) provides the scope, methodology and broad outline of the thesis without giving the findings of the study.

Chapter II deals with evolution of the postal systems with special reference to India.

Chapter III provides an outline of the structural changes of the Indian Postal Organization from 1766 to 1985.

The present day functions of the Department in a historical perspective are discussed in Chapter IV.

Chapter V deals with the evolution of the postal system in Kerala with reference to objectives, functions and structure.

Organization and management of Kerala Postal Circle and the problem areas are discussed in Chapter VI.

The empirical data on the perceptions of the employees of Kerala Postal Circle on Human Resource Management Practices followed by the Department are presented, analysed and discussed in Chapter VII.

Chapter VIII deals with the empirical data collected by the researcher on Customer Satisfaction and the image the customers have formed about the Department.

The data have been presented, analysed and discussed in detail to arrive at certain generalisations.

The last Chapter, namely, Chapter IX provides a summary of the study, major findings and recommendations for the better management of the Kerala Postal Circle.

The patterns observed and the generalisations drawn from the study though based on the Kerala Postal Circle alone, are more or less applicable to the Indian Postal System, as the management policies and practices of the Department are uniform throughout India.

CHAPTER - II

**EVOLUTION OF POSTAL SYSTEMS WITH
SPECIAL REFERENCE TO INDIA**

CHAPTER - II**2.0.0. EVOLUTION OF POSTAL SYSTEMS WITH
SPECIAL REFERENCE TO INDIA****2.1.0. POSTAL SYSTEMS ABROAD****2.1.1. Ancient Period**

The system of sending messages through messengers existed in the ancient countries viz., Egypt, Persia and Babylonia. But the full details of the system are not traceable. Presumably the only function was conveying messages through messengers.

In 3800 BC Emperor Sargon-I of Egypt had established a postal system which is considered as the earliest postal system recorded in history. Messages were written on clay or soap-stone tablets and placed in clay envelopes which bore the name of the recipient. The clay envelope had to be broken to remove the contents.

During the time of Pharaohs such letters were carried by runners or slaves. The tomb of Amen-Hotep-II bears the picture of a letter-carrier of about 1900 BC. (Robson Lowe, 1951, P.2)

A postal system existed in the great Persian Empire also. King Cyrus in the 6th Century B.C.

established horse-post and his stepson Darius was the head of this regular postal system. (Robson Lowe, 1951, P.2). Presumably this was a faster system as horses were used by messengers.

Persians had established a service called 'angareion' in which trained men posted at a certain distance from each other, passed on messages from hand to hand to the destination. This system was followed by Incas and Aztecs. (Luis B. Gargantini, 1979, P.14A).

Greek historians Herodotus and Xenophanes have favourably described the postal system of the Great Persian Empire of Cyrus. (Encyclopaedia Britannica, In 1982, P.884).

Plutarch has referred to the Greek messengers who brought the news of the Victory of Plataea covering 125 miles in 24 hours. (Luis B. Gargantini, 1979, P.14A).

References about the existence of an ancient postal system are found in the Bible also. Among them are the following:

"The following morning David wrote a letter to Joab and sent Uriah with it. He wrote in the letter, 'Put Uriah opposite the enemy where the fighting is fiercest and then fall back and leave him to meet his death' ". (The New English Bible with the Apocrypha, 2 Samuel 11: 14-15, 1971, P.350).

"Then Ezechiah sent word to all Israel and also wrote letters to Ephraim and Manasseh, inviting them to come to the house of the LORD in Jerusalem to keep the Passover of the LORD, the god of Israel..."

"Couriers went throughout all Israel and Judah with letters from the king and his officers, proclaiming the royal command 'Turn back, men of Israel, to the LORD, the God of Abraham, Isaac, and Israel, so that he may turn back to those of you who escaped capture by the kings of Assyria' ". (The New English Bible with the Apocrypha, 2 Chronicles 30: 1-6, 1971, P.509).

Historical references exist about the postal system in China under the Chen Dynasty around 1000 BC. A post house relay system originated in China was well established under the Mongol Emperors. (Encyclopaedia Britannica, In 1982, P.884).

There is reference in Marco Polo's chronicles about the horse back postal service in China which linked more than 10,000 offices. (Luis B. Gargantini, 1979, P.14A).

The communication needs of the Roman Empire were met by the 'Cursus Publicus', the most developed postal system of the ancient world. "The relay stages of the 'Cursus Publicus' established at convenient intervals along the great roads of the empire formed an integral part of the complex military and administrative system". (Encyclopaedia Britannica, In 1982, P.884). The system was

so fast and efficient that 170 miles could be covered in a day and night. An inspectorial system existed for controlling the operations and checking misuse for private ends.

The system *curvus publicus* lasted even after the fall of the Roman Empire. Theodoric, King of Ostrogoths who ruled Italy from 493 AD to 526 AD continued the system. In the early 9th century, under Carolingian Empire, the system continued, though not with its complete form and with efficiency. An Arabian Postal system on the lines of *Curvus Publicus* existed in Baghdad. In the Inca Empire, post houses were maintained. A similar system probably served the Mayan Civilization for over 1000 years. (Encyclopaedia Britannica, 1982, P.854).

2.1.2. Middle Ages

The New Encyclopaedia Britannica, 1982 Edition gives a detailed account of the postal systems of the important countries in the Middle Ages and in the later period. A brief account of such postal systems is given below based on that.

With the end of the Carolingian Empire (907 AD) two centuries of confusion followed in Europe and it is difficult to trace any proper postal system during that period. However, it is known that the institutions like

Municipalities, the religious orders and the Universities (notably in Paris) maintained their own corps of messengers.

With the development of commerce in later Middle ages the Corporations and guilds established their own messenger system for business correspondence. The Butcher Post (Metzger Post) of that period was significant and that the system combined carriage of letters with constant travelling.

An extensive and regular postal system was maintained by the mercantile corporations of Italy. Italian Commercial centres like Florence, Genoa and Siena held links in the Champagne area of northern Italy for trade purposes of the Champagne Fairs and as merchants from all over Europe participated in these fairs the postal system provided an international link.

A regular Extra European Postal link was maintained between Venice and Constantinople during this period. The King of Persia in 1320 had even given permission of free passage in his dominion to the couriers.

In Russia, horses and drivers for the transport of couriers were maintained at stages and the so called 'carriage express' system later on developed into one organized postal system. (Encyclopaedia Britannica, Inc; 1962, P.884).

2.1.3. Later Period

The invention of printing in 1450 and the increase in literacy necessitated faster systems of communication. When letter carrying became a profitable business, private institutions were developed, mostly locally operated, like the swiss "Stumpelboten".

The Hapsburg family of Austria had developed a postal organisation on a national scale. The Taxis family originally from Bergamo near Milan in Italy under the patronage of Hapsburg emperors established a well organized postal network and in the 16th century it covered most of Europe with 20,000 couriers.

In Germany the state had established an efficient national system of relay posts.

Louis XI had established a Royal Postal Service in France in 1477 with 230 mounted couriers.

In England, Henry VIII had appointed a 'Master of the Posts' in 1516 to manage the postal system.

In 1635 by a Royal Proclamation a separate Public Service was set up and Thomas Witherings, a London merchant was entrusted with the task of organising the system.

In 1672, the postal services became a state

monopoly in France. However private systems with legal rights continued.

In 1680 William Dockwra set up the 'Penny Post' by which letters were prepaid and stamped indicating the place of posting and time and were delivered hourly. Though the state prosecuted him for monopoly infringement and closed down the service in 1682, the system was later on adopted by the Government.

Postal services expanded gradually in the United States and in 1789 there were 75 post offices. By 1829 the number of post offices exceeded 8000.

'Post Office Reform - Its importance and Practicability' published in 1837 by Rowland Hill, a British Teacher and tax reformer, became a landmark in the postal history. Uniform postage rate irrespective of distance and use of adhesive stamps for prepayment of postage recommended by Rowland Hill were introduced in 1840.

Other countries like Brazil and Switzerland also followed the system.

The technological progress of the mid 19th century had brought in revolutionary changes in the postal systems also. The Railway Post Offices or the Travelling Post Offices were established in 1838 in the train service

between Birmingham and Liverpool and London and Preston.

The postal systems developed further, in Britain, in many European countries and in U.S.A. by the end of the 19th century and by the 20th century. (Encyclopaedia Britannica, 1982, PP. 684-685).

The formation of the General Postal Union which was later on known as the Universal Postal Union in 1874 was a great landmark in the field of international mail communication.

The growth of the airmail service marked a great postal development in the 20th century.

The United States Postal Service became a Government owned corporation by the Postal Reorganization Act of 1970. By the Zone Improvement Plan (ZIP) code programme about 85% of the mail was handled in the United States by the sorting machines.

In Great Britain, the post office has assumed new roles in the 20th century as a chief paying agency for social security schemes such as old age pension and as an agency for collecting amounts for state insurance schemes. The role of the post office as a commercial enterprise has also been recognised. A 'Two-tier' system of mail classification was introduced in September 1968 in Great Britain. Introduction of the Alphanumeric Postal code

has facilitated the mechanical handling of mail.

In France, the internal airmail services ensured speedy mail transmission. The mail transport aircraft fleet was modernized in 1970. A 'Two-tier' system was introduced in France also in January 1969 for simplifying the problems of handling large quantities of mail.

In Germany, in 1964, the Postal Administration was accorded a great degree of financial autonomy so as to run the services on semi-commercial basis. In 1961 airmail service was commenced for letters and post cards on uncharged basis. Mechanization was also introduced considering the labour shortage and postal traffic. (*Encyclopaedia Britannica, Inc;* 1962, pp. 886-888).

In Italy the post office has taken a new role as an agent for payment of social security benefits such as state pensions in addition to a range of financial services in the 20th century. A programme of mechanization in mail handling was also introduced.

Extensive mechanization and automation was introduced in the postal services in the Soviet Union during this century.

The Post Station department in Peking with 16 Regional Directors maintained Postal Service in China with a speedy mounted courier service and foot runners till 1912.

However, by 1912 the functions were transferred to an alternative state system namely the Imperial Post. Private letter carrying companies existed in China from the 19th century and the Imperial Post had to face stiff competition. However, the state system gradually gained control and by 1934 the private companies were closed. Extensive postal mechanization has been introduced in China including a mail flow system in Tai-Pei.

In Japan, the Postal Services were organized in 1934 on semi commercial lines. The special 'New Year's Mail Service' introduced in 1900 afforded delivery of the New Year cards posted between December 15th and 31st on the 1st of January by handling the mail separately from the normal mail. Automation has been introduced in the Japanese Postal System extensively due to shortage of manual labour and growth of postal business. Encyclopaedia Britannica, (1962, PP.888-890).

The postal systems in the world have developed to a very great extent and today we find an era of mechanization and automation in most of the countries.

2.2.0. POSTAL SYSTEMS IN INDIA

2.2.1. Early Period

Postal systems had existed in India from time

immorial. The full details of objectives, functions and structure of the postal systems that existed during the early period are however not available.

Story of a dog 'Sarama' carrying message is related in the Rig Veda. (Max Muller, 1966, P.305).

References about despatch of messages - Drupada Maharaja sending message to Dhritarashtra through the Royal priest to give half of the kingdom to the Pandavas; Sanjayan conveying message from Dhritarashtra to Dhansaputra to abort any war and Sushastana conveying message from Dhansaputra to Kurthi and Kauravas - are found in the Mahabharata. (Kodungallur Kunjiluttan Thampuran², 1981, PP.26-27; PP.63-66; PP.157-159; PP.230-242).

In the Ramayana there is reference about Sreerama entrusting Hanuman with the task of conveying the message to Sita. (Thunjathu Kattubachan³, 1980, P.290).

The Dravidians are known to have carried certain sign messages on stone or leaf. (Milk Raj Anand, 1955, P.xii). The objective of the postal system in those days

²Kodungallur Kunjiluttan Thampuran was born on 4th Kannu 1040 ME (1604 AD). He translated Mahabharata into Malayalam and the first edition of his work appeared in 1906. The book was last reprinted in 1981.

³Thunjathu Kattubachan, the epic poet of Malayalam lived in the 16th century. The first edition of Ramayana appeared in 1092 ME (1646 AD). A recent reprint came in 1980.

presumably, was restricted to the communications relating to wars and 'Yagas'.

In the Mauryan period the postal system was organised in a better manner. Chandragupta Maurya had divided his empire into provinces and the pigeon post served as a communication link between the capital and the provinces. A reference about the postal system under Chandragupta Maurya is found in Kautilya's Arthashastra. (Malk Raj Anand, 1955, P.xii). The objective of the pigeon postal system in which letters in little sachets were tied to the feet of trained pigeons was mainly political. In the South, the Cholas had a regular communication system not only throughout their territory but also with Ceylon, Srivijaya and other empires in South East Asia. (Administrative Reforms Commission, 1969, P.5).

Balban's postal system (1266 to 1286) was very efficient and that had contributed greatly to his administrative success. His postal system has been described as 'one of the most potent instruments of his despotism' by Shri A.B.M. Habibullah in his book "The Foundation of Muslim Rule in India". (Farooque, AKM, 1977, P.125).

Alauddin Khilji (1295-1315) had the system of mail runners and his postal system to a great extent had contributed to the efficient administration of the Delhi

Sultanate. Alauddin Khilji had the system of getting information from 'Dawids' or reporters from important towns through runners. In addition to the postal runners, post horses were also engaged. References about these are found in "Tarikh-e-Firoz Shahi" of Isamiya Barani. It is not clear whether the postal system was open to the public; but the soldiers on expedition could communicate to their families through the post. (Khan I.M.G., 1931, P.2).

Ibn Batuta has described about the organized system of couriers maintained by the Tughlak Kings for administrative purposes. (Administrative Reforms Commission, 1969, P.5).

The system had two sections namely the horse post, or 'Ulag' with agents stationed every two miles, and the foot-post, or 'Dawa', with men stationed 1/3 of a mile apart. The foot-post was the quicker one. (Parooqas A.K.M., 1977, P.126).

During Sikander Lodi's time also postal lines and dak chokies existed. (Khan I.M.G., 1931, P.2).

2.2.2. Mughal Period

During the Mughal Period the system of communication improved very much.

"To govern their vast empire effectively the Mughals had to secure the maximum degree of co-ordination and co-operation - vertically between central, provincial and local authorities and horizontally between officials at each level of Government". (Farooque A.K.M., 1977, P.125).

Prof. A.L. Basham in the preface to the book 'Roads and Communications in Naghal India' by Shri A.K.M. Farooque, has commented;

"The great success of the Mughal Empire in holding down such a large area of India was in large measure due to the imperial postal system and the care taken in the up-keep of the roads". (Farooque A.K.M., 1977, P.IV).

Babur (1483-1530) had established a regular and efficient communication system touching different parts of his country. In 'Baburnama' there is mention about the communication system. In the translation of Baburnama by A.H. Beveridge, there is mention about Babur ordering his Lieutenant Chingiz Beg to measure the road between Agra and Kabul in the following terms:-

"At every ninth 'Duroh' a tower was to be erected, twelve garis high and having a 'shardara' on the top. At every 10th 'Duroh' 6 post-horses were to be kept fastened; and arrangements were to be made for payment of postmasters and grooms and for horse corn". (Khan I.M.G., PP.2-3).

During Sher Shah's period (1540-1545) an efficient

communication system existed and the roads linked all parts of his kingdom. The 'Serais' built by him were not only useful for the troops but they also served as postal stations. (Srivastava A.L., 1972, P.111). Serais were built at every two 'mos' (1/2 miles) and they numbered 1700. At each of the 'Serais' two horses were always kept ready for relaying the government messages or news of importance. There is indication that Sher Shah's messengers carried news from Bengal to Lahore in Punjab (nearly 1400 miles) in less than a week which meant that on an average they travelled more than 8 miles in an hour. (Farooque A.K.H., 1977, P.126-127).

It is to be presumed that the postal system that existed had been only used for the official purposes of the emperor. There is no indication that the system had been available for the common public.

During Sher Shah's time the postal system was closely connected with the Intelligence Department. Sher Shah appointed an officer known as 'Darogha-i-Dak Ghazni' as the head of the Intelligence Department and the royal dak was carried by the runners posted at the serais. (Srivastava A.L., 1972, P.111).

During the period of Akbar (1562-1605) the postal system was much improved upon. Some details about the

structure of the postal system during the reign of Akbar are fortunately available from 'Tarikh-i-Akbari' of Arif Qandahari and from the accounts of Farista.

According to Dr. A.K.M. Farooque Akbar's most original contribution was the employment of 'Hurras'. Not less than 4000 Hurras were employed to relay the news to the emperor from all parts of the empire. Mounted couriers were also used. From Arif Qandahari it is learnt that horse 'chowkis' were established on all important highways at every 5 kos (10 miles) where two horsemen were always ready to carry the news. Through them nobles and Khans were entitled to send letters, petitions and messages on urgent matters to the emperor. (Farooque A.K.M., 1977, PP.127, 135).

Akbar, according to Farista's account,

"established posts throughout his dominion having two horses and a set of footmen stationed at every five kos (Kos). The Indians call this establishment 'Dak Chokky'. They are employed to convey letters on ordinary business and express to and from Court. The footmen will travel fifty kos within twenty-four hours, so that a letter comes from Agra to Ahmedabad in five days and when special messengers are required to go quickly, they avail themselves of the post-horses to proceed in the same way". (Farooque A.K.M., 1977, P.136).

The function of the Dak Chokky was not limited to

the mere conveyance of letters, 'farmane'(requisitions) and messages but included certain other responsibilities like transportation of provincial revenues, army pay, fruits from distant provinces and even Ganges water. Revenue and 'Peshkash' were also taken to the district treasuries, escorted by scouts from one station to another. 'Qaswal', 'yasawal' and 'Jilandar' were other types of mounted couriers. Though sometimes they acted as postmen they were primarily scouts, hunters, stewards and grooms. 'Chabuknawar' was another officer attached to the imperial stables in charge of training the post-horses. The 'mushrif' recorded the speeds attained by the training horses. 'Qasids' and 'Iichis' were also messengers. Iichis were selected from the emperor's close associates. They usually acted as his messengers or envoys to another country or court. 'Qasid' was used generally to refer to messengers. (Ferozga A.K.N., 1977, PP.138-140).

From the foregoing, it would appear that the functions of the postal system, instead of merely conveying messages, extended to other activities like conveyance of army pay, provincial revenues, fruits and certain essential items. A regular set up of trained personnel were engaged for the purpose.

During the period of Jahangir (1569-1627) Postal

Organization maintained its efficiency with runners who carried letters and messages with speed. The traveller Francisco Pelsaert has recorded:

"....Royal runners are posted in villages four or five kos (3 or 10 miles) apart, taking their turns of duty throughout the day and night, and they take over a letter immediately on its arrival, run with it to the next village in a breath and hand it over to another messenger. So the letter goes steadily on and will travel 80 kos (160 miles) between night and day".
(Farooque A.K.H., 1977, P.128).

Letters were very safely carried to distant places. A hollow bamboo about a foot long, at one end of which was a cap was used for enclosing letters to and from the emperor. The tube was capped and sealed to avoid tampering and to protect letters from dust and rain. (Farooque A.K.H., 1977, PP.130-131.)

Carrier Pigeons were used during the time of Jahangir. But these were used only to cover shorter distances. (Farooque A.K.H., 1977, PP.141-142). Jahangir in his 'Tuzk' has mentioned about appointing news writers (Naq'ia-navis) to each of the 'subhas' of his empire and these news writers maintained trusted agents for sending him reports. The reports received were summarized and transferred to Subadar and then to 'Darogh-i-Dak-Gharkis' who forwarded along with the mail to the emperor. (Farooque A.K.H., 1977, P.147).

The postal system in Shahjahan's period (1627-1658)

was also noted for the speed and reliability in conveying the news. Through runners of Dak showkis, in addition to news, fruits and other valuable articles were also received by the emperor. (Farooque A.K.H., 1977, PP.131-132).

The waq'ia-navis (news writers) who were to report from provinces to the emperor in collusion with the provincial governors desisted from reporting against them or reported falsely. In Shahahan's time the 'Sasanih-negar' a secret agent of the emperor appointed was to counteract these corrupt practices. Later on the sasanih-negar had to function as the Postal Superintendent and his duties included weekly despatch of local reports to emperor and despatch of treasury account sheets. (Farooque A.K.H., 1977, P.148).

During the period of Aurangzeb (1658-1707), special interest was taken in the postal system and many dak showkis were established throughout the empire. (Farooque A.K.H., 1977, P.140).

The postal system assumed a new dimension under Aurangzeb in its function and presumably in its objective.

"Under Aurangzeb officers of the postal system collaborated closely with those in the imperial secret service". (Farooque A.K.H., 1977, P.146). Aurangzeb, in effect amalgamated the postal and the secret service departments, working together under the Darogha-i-dak-showki.

The dak showkis and the runners played an important role in the war of succession of Aurangzeb and his brothers. (Farooque A.K.M., 1977, P.143).

Under Aurangzeb the runners were expected to cover one Kos (2 miles) per 'ghari', 1 ghari being 2½ minutes. The runners took 12 days and in urgent cases one week to run from Ahmedabad to Khandabpurni (one of the borders of Ajmer). The delays were punished by withholding of ¼ of their wages. Another group of runners were available known as 'Pa'ik' and they were attached to the imperial stables. (Farooque A.K.M., 1977, P.133).

The remuneration given to the messengers varied according to their swiftness and efficiency. The salary of 'Pa'ik' was from 3 to 30 rupees per month according to the speed and manner of service.

Meat used to get between Rs.2 as.8 and Rs.5/- per month. (Farooque A.K.M., 1977, P.134).

A.K.M. Farooque writes:-

"Under Aurangzeb, the wage differentials among runners were not great. Those running between Bijapur and Aurangabad received from Rs.3 as.14 to Rs.4 as.14 per month. Between the postal stations of Ahmedabad and Khandabpurni sixty couriers were maintained, their wage bill totalled Rs.250/- per month. When Aurangzeb marched on the Deccan, postal arrangements were made for the transmission of news from Ahmedabad to Broach and thence to Surat under the control of the Post Darogha. He appointed twentyfive men on Rs.100 as.4

per month. For prompt service they were liberally rewarded". (Farooque A.K.M., 1977, PP.134-135).

During the Mughal period the Dak Chakri was an imperial monopoly. Occasionally the nobles and princes used its service, but it remained under the control of the emperor. Private communication was not made through Dak Chakris. The nobles and Mansabdars had maintained couriers for this purpose. (Farooque A.K.M., 1977, PP.142-149).

When the trade and commerce found the need for sending messages provisional messengers called 'Bazar-qasid' (market couriers), 'pattamar', 'Harkara' or peon were engaged. (Farooque A.K.M., 1977, P.153).

In the words of A.K.M. Farooque,

"A general Postal system open to use by all did not exist, although a postal organization parallel to the imperial one was available. The trade of European merchants and factors depended on efficient communication between different factories and trade centres. They followed the same system as the Mughals for their dispatches and correspondence, though this was probably not as elaborate and well organized. Moreover, they lacked the authority to enforce or demand a perfect performance from their 'Pattamars' and 'qasids'; only the temptation of rewards and higher wages could entice a messenger to perform his duty well. It seems that they had no problems in recruiting messengers to their service. The transmission of letters probably followed along existing Mughal routes, though it could be easily adjusted according to the convenience and need of the messengers and their employers. At the initial stage of their establishment,

foreign factors did not have relays of runners. Individual messengers took the letters all the way and brought the reply back, but gradually they organised their postal systems well". (Farooque A.K.H., 1977, PP.162-163).

2.2.3. British Period

With the establishment of the factories in India by the East India Company, formation of a proper system for correspondence became imperative for the advancement of trade. The company had depended on the runner system in the beginning. There is mention in the Select Committee Report of 1770 about a decision to continue the Nazam's Dakh and to restrict 'Hizanat Dakh' to places where there was no company Dakh. (Malk Raj Asani, 1955, PP.5-6).

The objective of the Company in having a communication system was to ensure transmission of messages relating to trade and commerce. The need for a post office of their own was felt and the East India Company issued the following instructions which appeared in their Letter Book on 27th August, 1683.

"We likewise require you to erect a post office for all letters to be brought to and delivered at, setting such rate upon each single letter and so proportionately upon double and treble letters, as may in a few year bring in insensibly a vast revenue to the Company and a much greater conveniency to merchants and trade in general than ever they yet had or understood. For which purpose you must order fitting stages and passage boats to go off and return on certain days, and proper stages by land

to Surat and other places to convey letters with great security and speed; and you must make it highly criminal to send letters to any place where you have established a post office by any other conveyance than by the office erected for the purpose". (Shiva Nath, 1983, P.2).

From the foregoing it is clear that the objective in setting up the postal system by the company was to earn revenue for the company and to provide greater convenience to merchants and trade in general.

A post office was established in Bombay where all despatches were brought in and delivered out. (Mulk Raj Anand, 1955, P.6).

The British found it difficult, in the early period of their rule, to have proper communication between their headquarters and far flung areas under their control.

"Political and administrative expediency demanded the establishment of postal communications connecting the main towns in various provinces under the company's control. The first step in the furtherance of this objective was taken by Lord Clive..." (Mulk Raj Anand, 1955, P.52).

In 1766 Robert Clive established the first regular post office in Bengal through teams of runners. The Zamindars and land holders of the mail routes were responsible for supplying the runners for carrying the mail. This, in fact, was a modified form of the 'Hissat Dakk'. It is interesting to note that the Zamindars who arranged the

runners were not given the privilege of using the service and they had to depend on other agencies for sending their communication.

The Bunkers had developed their own postal system with runner services known as the 'Mahajan Dak' and this system flourished during that period. (Walk Raj Anand, 1955, P.6).

The postal system was developed further under Warren Hastings. A few lines of couriers connecting the Government headquarters and provincial towns were established for the transmission of official letters and parcels. An overland route from Madras to Calcutta was introduced and a weekly service commenced in 1770. On the 31st of March 1774, a regular postal system was established in the areas where the company had its officers and establishments. The postal facility was made available for private communication also. Postage was charged at the rate of two anna copper token per hundred miles for the first time. A Postmaster General was also appointed. In other parts, the private postal system continued. The 'Hissat Dak' between Calcutta and Mashidabad, the Oudh Dak maintained by the King between Lucknow and the Principal stations, the Dak maintained by Poorun Mall, the Mahajani dak, and the postal system of Nawab of Arcot were among them. (Shiva Nath, 1983, P.4).

The overland service between Madras and Bombay was commenced in 1775. On 1st December 1784, the post office regulations were revised by Warren Hastings. This resulted in improvement of services run between Bombay, Madras and Calcutta during 1784 to 1789. In 1789 a regular weekly postal service from Masulipattanam to Bombay, Madras and Calcutta was introduced. (Malk Raj Anand, 1955, P.7).

During the period of William Bentinck, the postal lines followed the military lines. (Malk Raj Anand, 1955, P.8).

The company had set up post offices in the Presidency towns of Bombay, Calcutta and Madras. On 1st January 1830, Calcutta GPO had issued a set of Regulations which formed the basis of later reforms. The postal organizations in the three presidency towns were integrated into one All India service by the promulgation of the Post Office Act No. XVII of 1837. (Shiva Nath, 1963, P.5).

2.2.4. The Modern Postal System

The Modern Postal System commences in the country with the Act XVII of 1837 which gave a monopoly to the East India Company for carriage of mail through the company territories. (Administrative Reforms Commission, 1969, P.6). Certain private postal services, however, continued under the licence system. (Malk Raj Anand, 1955, PP.7-8).

During that period the post office had many non-postal functions including looking after the Government carrying agency known as 'Government Bullock Train'. The three member commission appointed in 1850 with M/S. Courtney (from Bombay), Forbes (from Madras) and Beadon (from Bengal) enquired to the methods of making the post office more conducive to the convenience of the public and the recommendations were implemented in 1852. The Post Office Act enacted on 12th August 1854 recognised post office as a separate organisation of national importance. (Milk Raj Anand, 1955, P.9).

A separate postal department was organised in 1854 under a Director General. In the same year rules and regulations relating to the collection, conveyance and delivery of postal articles were also codified. In 1854, the first postage stamp was issued on an all India basis.

Lord Dalhousie's Minute of the 9th September 1853 imposing an obligation on the Railway Companies to carry both letters and 'banghy' (parcel) mails paved the way for the formation of the Railway Mail Service. (Milk Raj Anand, 1955, P.11).

According to Geoffrey Clarke, the then Director General and author of "The Post Office of India and its Story" published in 1919, the history of Indian Postal System really commences from 1854, as previous to that date,

"the post office was a medley of services in different provinces, each having separate rules and different rates of postage". (Shiva Nath, 1963, P.2).

Ananda Gopal Sen in his book "The Post Office of India or an Historical Review of its rise, progress, Regulation and General Administration" published in 1875, refers to the progress of the postal system of India as follows:

"The development of the postal system displays the progress of industry and commerce and the advancement of education. There is no more striking illustration to be found by the strides which our country has made in that direction than the introduction of cheap and rapid delivery of letters and the saving which it has at once augmented and satisfied". (Ananda Gopal Sen, 1875, P.51).

A sea mail service was introduced from Great Britain to India via Alexandria on 7th July 1854 by a contract with Peninsular and Oriental Steam Navigation Company which reduced the transit time from 60 to 28 days. (Balk Raj Anand, 1955, P.11).

A parcel post service was introduced in 1854 and the charges were reckoned according to the distance. However, in 1871 a uniform rate for parcels was adopted.

Gradually a number of additional services were introduced. The Value Payable Post system was introduced in 1877. The Money Order work which was performed by the

Government Treasuries was taken over by the Post Office in 1880. In 1882 the Post Office Savings Bank was established. According to the Report of the working group of the Administrative Reforms Commission on Posts & Telegraphs, Part-I, May 1968, "this marked an important step in as much as it indicated the possibility of the utilisation of the widespread network of the post office for purposes other than mere communication". (Administrative Reforms Commission 1969, P.6). Presumably this was a landmark in the postal history of the country in as much as this has given a new dimension to the objective and functions of the post office towards diversification from the primary role of handling of mail.

The set up of combined Post and Telegraph Offices was evolved in 1883. The Post Office Life Insurance scheme was introduced in 1884. (Administrative Reforms Commission, 1969, P.6). The 'Certificate of Posting' was introduced in 1879. Express Delivery Service was introduced later.

The growth of the services during that period has been commendable.

The Hon'ble Sir James Westland while introducing the Indian Post Office Bill stated:

".....the existing law governing the Post Office is an Act of 1866 and it is

notorious that during the last thirty years the business of the post office has very largely expanded..... The progress of the Post Office since 1866 has been both in developing and then existing branches of business in respect of which that legislation gave it authority and power and also in adding new branches to its business". (Government of India, The Gazette of India, Part VI, November 6, 1977).

During the period from 1914-18 the post office had to look after the needs of Indian Expeditionary Forces and also maintain the services in the country. A detailed account of the expeditions of the Indian Post Office is given by Lt. Col. H.A. Sans, then Director of Postal Services, Mesopotamia Expedition Force in his book "The Post Office of India in the great war". Shortly after the declaration of the great war, a Post and Telegraph Comforts Fund was started in December 1914 to provide comforts for the postal staff on field services. (Sans H.A., 1922, P.285).

The sale of War Loan Bonds and 5 year cash certificates were commenced in 1917 through post offices. The introduction of additional functions necessitated changes in the systems and methods also. The time test formula of Mr. Homan adopted in 1898 became outdated and was replaced in 1932 by the Gurunath Bewoor and Tarapada Mukherjee Time Test, evolved in 1929. (Mulk Raj Anand, 1955, P.36).

In short, the Postal system in India underwent

various changes and expanded and developed very much during the British Period,

2.3.0. POSTAL SYSTEMS IN THE FEUDATORY STATES IN INDIA

Though the Post Office Act of 1837 had given the exclusive right of mail transmission to the Government in the Company areas, postal systems existed in other parts of the country maintained by numerous independent states. The full details of the objectives, functions and structure of all these postal systems are not very clear from the available records.

Postal systems existed in the native Feudatory states of Alwar, Bawra, Barwani, Bhopal (Bhopal), Bhor, Bijawar, Bundi, Bassehir, Charkhari, Bhar, Duttia (Datia), Durgapur, Faridkot, Hyderabad (Deccan), Idar, Indore (Holkar), Jaipur, Jaisalmer, Jammu & Kashmir, Jhalawar, Jhansi (Jind), Kishengarh, Las Bela, Morvi, Mandgaon, Nawanagar (Nawanuggur), Orcha, Poonch, Rajasthan, Rajpala, Shahpura, Sirpur (Sirpur Baham), Sorath (Sorath), Wardhwan, Mysore, Cochin and Travancore. (Rabson Lowe, 1951, PP.256-272).

The post offices of the states existed side by side with the British post offices. The basic function of the native post offices was transmission of letters. Most of the native states had issued their own postage stamps.

Information on the postal systems of some of the native states is given in the following paragraphs.

2.3.1. Alwar

The state of Alwar had 18 post offices which were closed in 1902 when the imperial postal unit was accepted by the Darbar. (Robson Lowe, 1951, P.256; Pal G.S., 1980, P.182).

2.3.2. Bansa

The native postal system in Bansa was replaced by the British post office administration in 1874. (Robson Lowe, 1951, P.256).

2.3.3. Bhopal

In Bhopal the postal system was first introduced in 1862. No charge was levied for the carriage of letters till 1869. In 1869 the system underwent modification with the adoption of the postal system of the British India. (Pal G.S., 1980, PP.184-185).

2.3.4. Charkhari

A postal system existed in Charkhari state in 1893 and stamps were issued in 1894. The postal charges were half of those of the Indian Postal Department. (Robson Lowe, 1951, P.259).

2.3.5. Cochin Anchal

The native state of Cochin had a postal system of its own known as Anchal System. There was a separate Anchal Department under the Cochin State. This Department was formed "with the exclusive object of transmitting official communications from one station to another", (Ashyuta Menon C., 1911, PP.363-364). However, the private letters also were carried subsequently. The Department had issued its own Anchal stamps. The Cochin Anchal performed other functions like registration, money order and value payable post. (Antony A.P., 1932, PP.215-216). More details about the Cochin Anchal are given in Chapter V.

2.3.6. Dungarpur

At Dungarpur the state had established a Postal System for the carriage of state returns and reports and to a small extent private correspondence. The service was between important places and capital, not served by the British system. The service was maintained by a few Dask Runners at a cost of Rs.750/- a year. The state had issued revenue and postage stamps for internal use. (Pai G.B., 1980, P.190).

2.3.7. The Convention States

The six states namely, Chamba, Faridkot, Jhind, Nabha, Patiala and Gwalior had entered into identical postal conventions with Government of India and by the terms of

these postal conventions the stamps of each of the member states became valid for pre-payment of the mail carried not only in their own territories but also in the territories of the member states. (Robson Love, 1951, P.217).

2.3.6. Hyderabad

The Hyderabad state in South India had a postal system for internal communications. The first stamp was issued in 1869.

The state correspondence was conveyed by contractors for a stipulated amount from 1856 to 1869. In 1869 the carriage of mails was taken over by the State on a system devised by Sir Salar Jung I. A 'Ghungru' service or Express Post introduced in the state almost at the same time was abolished in 1902 because of operational cost problems in as much as at least two runners had to be maintained at every stage. The state took over the direct management of the Postal Department in 1869. District and taluk Post Offices numbering 125 were established in that year. The net income and expenditure in the first year were Rs.1,61,000/- and Rs.2,45,000/- respectively. In 1902 the number of post offices became 239. In that year the receipts and expenditure were Rs.1,97,700/- and Rs.2,99,200/- respectively. The service covers were carried free of charge and hence the receipts did not include the charges of these service covers. In 1901 the estimated amount that could have been realised from service covers

were estimated at Rs.3,67,500/- In that year the mail lines extended over 3882 miles by runners and 1076 miles by rail. The number of persons employed in 1881, 1901 and 1903 were 1881, 2177 and 2140 respectively. The state had issued postage stamps from 1869 to 1949. (Pai G.B., 1980, PP.191-192).

2.3.9. Indore

Indore (Holkar) had a state postal system which was first started in 1873 by Sir T. Madhava Rao, the then minister to Maharaja Tukoji Rao-II. During this time three stamps were issued. In 1878 the state joined the convention with British Post Offices for mutual exchange of correspondence. Many stamps were issued between 1886 and 1947. Twelve British Post Offices existed in the state along with the state postal system. (Pai G.B., 1980, P.193).

2.3.10. Jaipur

Jaipur state had its postal system since about 1861. Letters and parcels at 'Barbar' service were carried free. There were 86 local post offices in 1901. In that year 2,27,072 letters, packets and newspapers and 326 parcels were delivered. Mails were carried by camels and runners. The length of the mail line was 483 miles. In 1901 the income was Rs.10,500/- and expenditure Rs.17,100/- including the salaries of 304 employees. The state had issued its own postal stamps from 1904 to 1947. 34 British Post

Offices and 14 telegraph offices existed in the state along with the local postal system. (Pai G.B., 1980, P.194).

2.3.11. Jammu & Kashmir

The state of Jammu & Kashmir had maintained a postal system since 1620 mainly for government correspondence. The correspondence of public and traders was also carried free of charge. However, in 1858, postal rates were introduced and pre-payment prescribed at the rate of 1½ anna for ¼ tola of letter and 3½ anna for ½ to 1 tola letter. At that time the Kashmir Anna was half the value of Indian Anna.

The Postal Organization consisted of a 'Moonshie' (writer) appointed by the state who accepted and forwarded the correspondence. The mails were carried by runners stationed two miles apart to and from state borders. (Rohson Lowe, 1951, P.264). There were British Post Offices in Srinagar and Leh, as far back as 1876. The articles passing between state post offices and British India were charged with both Kashmir and Indian Postage. For the postal purposes the state was included in the Circle administered by the Postmaster General, Punjab and North-west frontier provinces. The state had issued postage stamps from 1856 to 1894 mostly with Urdu scripts. In 1894 the state postal system was completely amalgamated with the Indian Postal System. (Pai G.B., 1980, PP.195-196).

2.3.12. Kishangarh

The state of Kishangarh had a postal system of its own and it maintained 13 post offices and 10 runners and covered a mail line of 65 miles in length. Postal stamps were first issued in 1899 and continued till 1947. In addition to the Darbar postal system, 4 British post offices existed in the state. (Pai G.S., 1980, PP.197-198).

2.3.13. Las Bela

Las Bela, the state of Baluchistan maintained a postal system and had a daily post carried between Karachi and Bela. There was a bi-weekly service between Liarri and Ormara. (Robson Lowe, 1951, P.267; Pai G.S., 1980, P.198).

2.3.14. Norvi

The state of Norvi situated in the west of India maintained a postal system. Stamps were issued in 1931 and continued till 1948. (Pai G.S., 1980, PP.198-199; Robson Lowe, 1951, P.267).

The official mail of the state was carried by couriers or runners of the state. The postal services were made available to the public with effect from 1st April 1931.

The school masters functioned as Postmasters on an allowance for the additional work. The functions included registration with acknowledgement service and certificate of posting. The letter boxes of the state were painted in

green colour to distinguish them from the Indian Post Office letter boxes which were painted in red. Indian post offices existed in important towns. (Bhirubhai Mehta, 1983, PP.31-34).

2.3.15. TRAVANCORE ANCHAL

The state of Travancore had a well organized postal system with a number of post offices which functioned in a most efficient manner. The Anchal system was improved and established on better principles in 1784, which was long before the Rowland Hill's penny postage system came into existence. (Nagan Aiyar V., 1906, PP.489-490). More details about the Anchal system are given in Chapter V.

2.3.16. MYSORE ANCHAL

The Mysore state had a postal system of its own known as the 'Anche' system.

Chikka Devaraja Wodeyar, ruler of Mysore in 1701 had set up 18 Government Departments known as 'Attara Kutcheri'. One of the departments 'Behin Chavadi' was for the conveyance of official correspondence. The 'Anche Bakshi' was the head of the Department, who was subordinate to the Commissioner. Post offices were located at important Taluk Headquarters and important towns. The Anche (post) carried ordinary and registered letters, book packets and newspapers and minor parcels. Prepayment of postage in cash was compulsory and the system of affixing postage was not in

existence. Side by side with the Ancho system, the British post offices also existed. In 1863-64 the imperial post office at Srirangapatnam, Hunsur and Tunkur were abolished and the services were taken over by the State Ancho.

According to Mysore Gazette, an establishment of one Bakshi, 17 sherstedars, postkars, gunastas etc., 30 shroffs and peons in Districts, 8 inspectors, 184 mutsaddis and 150 deffadars, peons and runners were maintained at a cost of Rs.1,08,854/- in 1867-68. In 1879 the postal system was extended to rural areas by appointing Hobli school masters as Ancho Mutsaddis on an additional allowance of Rs.3/- per month for doing postal work. A re-organisation of the department took place in 1882 and the number of Ancho Offices increased from 180 in 1880-81 to 412 in 1885-86. In 1889, Mysore Ancho was integrated with the Imperial Post. Qualified postmasters, clerks and other staff of Mysore Ancho were absorbed in the Imperial Post Office. Ancho Bakshi, the State Postmaster General was made the Superintendent of Bangalore Division. The postal buildings and runners' huts of Ancho were transferred to Imperial post office. From 1.4.1889 all the postal facilities available in British India were extended to the Mysore State also. (Murthy C.S.S., 1978, pp.26-27).

2.4.0. INTEGRATION OF THE FEUDATORY POSTAL SYSTEMS

The political and financial integration of the Indian States necessitated the integration of the Feudatory postal systems. In 1870 the then Director General of Post Offices Mr. Monteath "had advised the Government to come to some decision about the establishment of harmonious and equitable inter-acting agreements between the rulers of the states and Government of India". (Milk Raj Anand, 1955, P.87).

The relation between the imperial post and the state postal services were not cordial and in many places the state postal systems were totally independent. However, in certain places they were subjected to the control of the Imperial post and they functioned as Agents in distributing the mails of the imperial post. On the one side the rulers of the states insisted on their prestige and privileges; on the other side the imperial Government was reluctant to invoke the principle of paramountcy. Thus the proposal of Mr. Monteath was dropped. In 1873 a proposal came up that his highness the Maharaja Holkar of Indore should arrange to carry closed packets free or at nominal rates, along the British Indian Postal line passing through his territory. Sir Frederic Hogg was against giving concession to any particular Indian state. Sir Hogg made an impassioned plea in the annual report of the Department for 1789-90 for uniformity.

"Restriction of correspondence must be the natural consequence of this diversity of system, or absence of system; and the only real remedy lies in the gradual extinction of all local post organizations and their supersession by the Imperial Post. Such a measure must entail great expense for several years, but uniformity of postage rates, rules and conditions would result, and the cost involved would doubtless ultimately be more than covered by increased revenue". (Milk Maj Anani, 1955, P.88).

2.4.1. The Convention

When the relations between the Imperial post and the Patiala State improved, a proposal was mooted for an extension of service by Imperial post in 1882 which was however turned down by the 'Regency Council'. However, the Government of India continued its efforts and proposed a reorganisation of the defective postal system and offered all possible assistance. This was accepted by the council and the negotiation for reorganisation of the postal system of the state started in 1883. The convention which was evolved as a consequence was ratified by the Regency Council in 1884 and by this mutual exchange, postal articles between the Imperial Post and the State Post Office was ensured. This was followed by other States joining the convention with Gwalior, Jind and Nabha in 1885 and Chamba and Faridkot in 1886. (Milk Maj Anani, 1955, P.89).

One drawback in the conventions was that there was no provision made for their termination. Hence it was

decided to stall the growth of the Convention system.

2.4.3. Lead by Mysore

Efforts were continued for unification of the postal system. The Maharaja of Mysore, realising the advantages of the amalgamation of the local post with the Imperial post, came forward for the unification and in 1889 the unification of Mysore Ancho with the Imperial post was concluded. (Malk Raj Anand, 1955, P.91). In 1892 a policy of 'Postal Unity' was declared by the Government. In 1894 the amalgamation of Imperial Post Office with the State Post Office of Kashmir took place. In the same year the management of the native postal system of Mandigan and Ramra in the Central Provinces and Pudoottah in Madras Presidency was taken over by the Imperial Post Office. (Malk Raj Anand, 1955, P.91).

Even though the amalgamation of the state postal systems with the Imperial Post had produced good results there was great reluctance on the part of the Nizam of Hyderabad for unification. He resisted the principle of 'Postal Unity'. The Nizam even proposed in 1883 for abolition of certain Imperial Post Offices on the ground that they affected the state postal revenue notwithstanding the arrangement for exchange of correspondence concluded with the Hyderabad State in 1862. This proposal, however, was not accepted by the Government of India. In 1906 an effort was made for amalgamation unsuccessfully. Finally the

amalgamation took place only after the Police action in Hyderabad after independence.

Out of the 652 native states, 635 states had accepted the merger by 1908. Hyderabad, Gwalior, Jaipur and Travancore were among the 15 states which remained independent of unification. (Mulk Raj Anand, 1955, P.92).

The problem of postal relationship with native states was considered by the 'Butler Committee'. The grievances were studied further by Sir B.N. Mitra who had submitted a memorandum to the Political Department in 1926 on the subject of 'Postal Finances'. In 1932 this was further examined by the Davidson Committee. When the question of setting up a Federal Government in India was examined, the Indian States Finances Enquiry Committee under the chairmanship of Sir E.T. Krishnamachari, in para (19) of the report laid down the principle that the Posts, Telegraphs, and Telephones should be a Central charge and the revenues and administration of the department should be taken over from the States by the Central Government. This was followed by the Federal Financial Integration of 1st April 1950. The postal systems which had joined the Imperial Post were directly amalgamated with the Indian Posts & Telegraphs. The postal systems of Patiala, Nabha and Jind were taken over on 1st April 1949 and that of Chamba on 1st August 1949. The postal system of Travancore-Cochin

which continued on an agency basis till 1st April 1951 under the Government was finally taken over by the Posts & Telegraphs Department. The staff of the state postal systems were absorbed in the Posts & Telegraphs Department by giving them respective positions. (Balk Raj Anand, 1955, pp.93-94).

2.5.0. CONCLUDING REMARKS

"In the modern world, the term postal system may be defined as the institution - almost invariably under the control of a government agency - that makes it possible for any person to send a letter, packet or parcel to any addressee in his own country or abroad, in the expectation that it will be conveyed according to certain established standards of regularity, speed and security". (Encyclopedia Britannica Inc. 1982, P.883).

The postal system as we see today has been evolved over the centuries, and in the process of evolution considerable changes had been taken place in its objectives, functions and structure. The system of sending communication had existed in many of the ancient countries. In India, the postal system existed from the time immemorial. The system underwent changes and developed further during the Mughal period and British period. It is of interest to note that the postal system collaborated closely with the Imperial Secret Service during the British period assuming new dimensions to its role and functions. During

the British Period radical changes had taken place to the postal system. Many of the feudatory states in India had maintained state postal systems side by side with the British Postal System. With the federal and financial integration the native postal systems were finally amalgamated with the Indian Posts and Telegraphs.

CHAPTER - III

**STRUCTURAL CHANGES OF THE INDIAN POSTAL
ORGANIZATION FROM 1766 to 1905.**

CHAPTER - III

3.0.0. STRUCTURAL CHANGES OF THE INDIAN POSTAL ORGANIZATION FROM 1766 to 1965.

3.1.0. PRE AMALGAMATION (OF P&T) PERIOD (1766-1914)

Lord Clive's minute of 1766 stipulated that a postmaster, then known as a postal writer, and his assistant should be at the Government House every night to attend to the receipt, scrutiny and dispatch of the 'Duck'. This was the setup of the postal organization in the beginning at the headquarters of the Government. In the field, the zamindars maintained runners for mail conveyance. (Mukh Raj Anand, 1955, P.6).

Under Warren Hastings, a regular postal system came into existence from 31st March 1774. A Postmaster General was appointed to be in charge of the organization. (Mukh Raj Anand, 1955, P.7). In 1850, there were 74 principal and 70 subordinate post offices in Bengal, 72 principal and 125 subordinate offices in the United Provinces (formerly North-West Provinces), and 130 post offices in the Madras Presidency. The postmasters were Medical Officers, Military Officers, Harbour Masters, Collectors, Residents, Political Agents and quite a number of them were not paid any remuneration. Only the full time postmasters got regular salary. (Shiv Nath, 1961, P.6)

The three-member commission consisting of W/S. W. Courtney, W. Forbes and C. Beeson appointed in 1850 recommended the appointment of a director general under the Supreme Government and separation of the functions of the Postmaster General from those of the Presidency Postmaster. (Shiv Nath, 1983, P.6; Malik Raj Anand, 1955, P.9). The Telegraph Department had already been organised in the year 1851. (Administrative Reforms Commission, 1969, P.12). A separate postal Department was formed under a Director General in 1854. The appointment of a Director General marks a new era in the history of the Postal organization in India.

Under Mr. Riddell, the then Director General of the Post office, the first Manual of rules was compiled. At that time, there were 201 Headquarter Offices and 451 minor offices under the Indian Post Office. (Malik Raj Anand, 1955, P.11).

Mr. Ananda Gopal Sen, Postmaster of Bankipur and author of 'The Post office of India or An Historical Review of its Rise, Progress, Regulation and General Administration' has commented:

"....to introduce and maintain uniformity in the postal system of India, it became desirable to place the whole under one head independent of the local Governments and directly subordinate to the Government

of India in the Home Department. The former isolation of the post office of one Presidency from those of all the rest and the want of one competent controlling authority over the whole gave rise to diversity of practice highly injurious to the public service and inconvenient to the public, while some parts of the empire had been deprived of the object of improvements introduced successfully in others. The remedy appeared to consist in the appointment of Director General of the Post Office of India who should be in direct communication with the subordinates of the Government of India and exercise the same degree of control over the Postmaster General of the several presidencies that was theoretically exercised by the local Governments, and are now relieved of all responsibility in connection with the Government.

"The reorganisation of the Post office establishment, as required by the postal Commissioners, and approved by the Government did not take place simultaneously with the introduction of low and uniform postage, but was completed on the 1st December 1855".
(Ananda Copal Sen, 1875, p.67).

3.1.1. Organisation of the Department in the Latter Half of the Nineteenth Century.

The organisation of the Postal Department consisted of the Director General at the top, and Postmasters General under him in charge of Circles. In addition to the Circles in the Presidencies (Bombay, Bengal and Madras) which existed much earlier, new circles were formed at Sind and Punjab in 1861-62. The Central province Circle under the Chief Inspector,

exercising the powers of the Postmaster General was found in 1866-67.

According to Ananda Gopal Sen, on the 31st March 1873, the entire staff of the post office comprised of 23,220 persons of all ranks. (Ananda Gopal Sen, 1873, P.125).

The important posts which existed then are given in Table III-1.

TABLE III-1

Important Posts which existed in 1873.

<u>Post</u>	<u>Pay</u>
Director General of Post Offices.	Rs. 3000/-
Deputy Director General.	Rs. 1750-2000
Postmaster General, Bengal.	Rs. 1750-2000
Postmaster General, Madras.	Rs. 1500-1750
Postmaster General, Bombay	Rs. 1750-2000
Postmaster General, North West Province.	Rs. 1500-1750
Postmaster General, Punjab	Rs. 1500-1750
Compiler of Post Office Accounts and personal Assistant to Director General.	Rs. 800-1400
Chief Inspector of Post Offices, Central Province.	
Chief Inspector of Post Offices, British Borneo.	
Chief Inspector of Post Offices, India & Persian Gulf.	

1931 TABLE III-1 (continued) PAY

Chief Inspector of Post Offices,
Oude,

Chief Inspector of Post Offices,
Rajpootana,

Postmaster, Bombay,

Postmaster, Calcutta,

Postmaster, Madras,

Chief Inspector, Frontier
Travelling Post Office,
Allahabad,

Inspecting Postmaster,
Rampur, India,
Division and Superintendent,
Punjab Military Van Sak,

Chief Inspector of Assam

Inspector of Post Offices
and Superintendent of
Madras,

1st Grade Rs. 400

2nd Grade Rs. 300

3rd Grade Rs. 250

4th Grade Rs. 200

Sub Inspectors

1st Grade Rs. 120

2nd Grade Rs. 100

3rd Grade Rs. 80

4th Grade Rs. 60

(Source: Ananda Gopal Sen, The Post Office of India or
An Historical Review of its Rise, Progress, Regulation
and General Administration, Calcutta: Ananda Gopal Sen,
1878, pp. 135-136).

The Chief Inspector of Post Offices exercised the powers of the Postmaster General. Independent Postmasters were directly under the Postmaster General and were not immediately subordinate to the Inspectors.

A Sub Inspector was directly subordinate to the Inspector of a division, being in immediate charge of minor non-disbursing offices as well as the Branch and District Post Offices, the rural messengers and the District Dak Lines. (Ananda Gopal Sen, 1875, P.136).

Field Set up: The Postal Department was organised on a territorial basis at the field level in units called circles under the charge of a Postmaster General or an equivalent Officer.

According to Shri Ananda Gopal Sen, the Post Offices in India were divided into the following Classes:

- i) Branch Post Offices
- ii) Non-disbursing Post Offices.
- iii) Disbursing Post Offices.

The Branch Post Office was attached to and formed part of the subordinate delivery of a Head Office. The Head Office could be a disbursing or a non-disbursing Post office. A non-disbursing Post Office was subordinate to a disbursing Post Office and the

letter was the Accounts office for all Postal establishments attached to that. (Amanda Copal Sen, 1979, p.136).

The number of the post offices and letter boxes opened, and Rural Messengers entertained from 1861-63 to 1873-74 are given in Table III-2, in Annexure-I

3.1.2. Organization of the District Post

The District post was primarily meant for sending official communication. At the time of Warren Hastings it was open to the public to a limited extent. Under Lord Wellesly and Lord William Bentinck there was expansion of the District Post. (Ratik Raj Sen, 1955, p.26)

The District Post was a local postal system run by district officers and their subordinates in areas not covered by the Imperial Post. The establishment charges were met by a levy on the zamindars or on the local people and supplemented by the Central Grants-in-aid. Mail delivery was effected through the local police and village chowkidars. The district post functioned aiding the Imperial post. In 1864, the district post in the North West Province was brought under the supervision and control of the General Post and a Postmaster General was appointed for the co-ordination and control.

The district post in Bombay province came under PWT in 1868. In Madras province also the district post was brought under the Imperial post. The district post in central provinces came under the Chief Inspector of Post Offices. The District post in Assam was brought under the Imperial post in 1874-75. The gradual process of absorption of the District Posts with the Imperial post continued till 1906. (Mail Raj Anand, 1955, pp.52-56).

3.1.3. Organisation of the Department in 1910.

Mr. J. Hamilton, a British Indian Postal Officer, in his book "An outline of postal history and practice", written in 1910 has given an account of the Postal organisation in those days. The Director General had two deputies and 4 Assistants. There were 8 Postmasters General and each one was assisted by a Deputy and three Personal Assistants. Railway Mail Service was a separate branch under 4 Inspectors General. (Shiv Nath, 1983, P.3).

3.1.4. Amalgamation of the Posts and Telegraphs in 1914.

In 1909, Lord Morley, the then Secretary of State made a suggestion for amalgamating the two departments considering the public convenience, economy and administrative advantage. The main principle of the scheme was separation of engineering and traffic work and

transfer of traffic work to the Postmaster General. In 1914, the telegraph department which had been under the Public Works Department was amalgamated with the Postal Department. (Administrative Reforms Commission, 1969, P.12).

1.2.0. POSTS AND TELEGRAPHS: MINISTRY, BOARD AND DIRECTORATE.

1.2.1. At the Ministry Level

To begin with, the Postal Department was under the Home Department. In 1866-67, it was brought under the Finance Department. In 1879-80 the Finance and the Commerce Departments were amalgamated but the Post Offices continued under the same Finance and Commerce Department. In 1905-06, the Commerce and Industries Department was formed and at that time the Post Offices were brought under its control. (Administrative Reforms Commission, 1969, P.12).

In 1921, the P&T Department was transferred to the Public Works Department. Later, when the Department of Industries and Labour was formed in 1921, Posts and Telegraphs was brought under that ministry. In 1934, the Department of Communications was established and the Posts and Telegraphs Department was brought under its control. The status continued except for a short while when the Posts and Telegraphs Department was under a separate

Department of Posts and Air, (Administrative Reforms Commission, 1969, pp.13-14).

1.2.2. The Posts and Telegraphs Board.

The Director General of Posts and Telegraphs was responsible for the day-to-day administration but all policy matters had to be decided by the Secretary of the Government Department under which Posts and Telegraphs was functioning. The status of the P&T Department was later changed to that of an attached office. In 1923, the services of a Financial Adviser were made available to the Department on the recommendations of INCHEAP Committee, (Administrative Reforms Commission, 1969, p.14).

The Department was given the facility of maintaining its own files and getting the orders of the Government. With this the Secretariat Branch dealing with posts and telegraphs in the Government Department was abolished. The Posts and Telegraphs Department has grown to a major organization with an annual revenue of Rs.12 crores by 1975-76 and this necessitated delegation of more administrative and financial powers for efficient management.

A nominal Posts and Telegraphs Board was formed in 1930.

"as a purely informal arrangement under which the Director General, the Chief Engineer, the Senior Deputy Director General and the Finance Officer could meet and discuss among themselves and dispose of all the matters which would otherwise have to be referred to the Administrative Department or to the Administrative and Finance Department for the purpose of having the sanction of the Government". (Administrative Reforms Commission, 1949, P.24).

But this board was practically not functional for want of adequate powers. The informal board was 'formalised' in 1939. But there was not much change in the set up and functioning. By 1930-39 the vast increase in the activities of the Department necessitated giving more powers to the Director General and finally in December 1939 the Posts and Telegraphs Board was re-organised. In the new set up, the Director General was the ex-officio Chairman of the P&T Board. There were six other ex-officio members namely, the Financial Advisor as ex-officio member (Finance), the Senior Deputy Director General as the ex-officio Member (Posts), the Chief Engineer as the ex-officio Member (Telecommunication Operations), the Chief Engineer (Planning) as the ex-officio Member (Telecommunication Development), the Deputy Director General (staff) as the

ex-officio Member (Administration) and the Deputy Director General (Savings Bank) as ex-officio member (Banking and Insurance). The Board thus constituted had three categories of members:-

(i) The Director General who was graded as an Additional Secretary and held the ex-officio status of an Additional Secretary;

(ii) The Member (Finance) who was a regular Joint Secretary to the Government; and

(iii) The two members of the Post and Telecommunications Operations who were on a fixed pay of Rs.2350/- without any secretariat status and three other members in the Senior Administrative grade without any secretariat status. In 1961, all the members were given the status of ex-officio Joint Secretaries. Since 1961, the post of Director General, Posts and Telegraphs has been held in abeyance and the secretary, Department of Communications looked after the duties of the Director General also, in addition to the duties of the chairman, Posts and Telegraphs Board. In 1964, the status of the three members in charge of posts, Telecommunications, and Finance were raised to that of ex-officio additional secretaries and the three posts were re-designated as Senior Members. In September 1967, the Posts and Telegraphs Finance was technically inte-

grated with the Posts and Telegraphs Board. The Senior Member (Finance) with his Assistants were made officers of the P&T Board though the Senior Member, (Finance) continued to be additional Secretary in the Ministry of Finance also. (Administrative Reforms Commission, 1969, P.26).

The Administrative Reforms Commission chaired by Shri K. Kamaraj, in its report of May 1970 on Posts Telegraphs, had recommended re-organisation of the P&T Board on a pattern analogous to that of the Railway Board. According to the recommendation, the P&T Board should consist of a Chairman and five members namely Member, Finance; Member Telecommunications Operations; Member, Telecommunication Development; Member, Postal Services; and Member, Banking and Agency Services. (Administrative Reforms Commission, May, 1970, P.65)

It was also recommended to activate the Postal and Telecommunications sub-boards. The Postal sub-board had been recommended to consist of:

- (i) Member (Postal Services);
- (ii) Member (Banking & Agency Services);
- (iii) Member (Finance); and
- (iv) Deputy Director General (Administration)

with the senior of the two service Members as Chairman. (Administrative Reforms Commission, May 1970, P.21).

The P&T Board was subsequently reconstituted with a Chairman and 5 members as recommended by the Administrative Reforms Commission,

The P&T Board is a Policy making body, but the Members of the Board have got functional responsibilities. The Board as such has no separate office except one Secretary to the Board.

1.2.3. The P&T Directorate.

The Office of the Director General came into existence as early as 1884.

P&T Directorate has been regarded as a subordinate or attached office of the Government of India. The P&T Directorate was distinct from the P&T Board. Though the offices of the Secretary of the Ministry and Chairman of the Board were held by the same person, the Members of the Board were not technically within the Directorate Organization. However, they deputised the Director General in all matters. (Administrative Reforms Commission, 1969, P.14; P.16-17; P.23)

An organization chart of the P&T Department detailing the position in 1968 is given as Figure III-1 under annexure II.

A detailed organization chart of the P&T Directorate (Postal) as on 31-3-1977 is given as

Figure III-II under annexure II.

In the Directorate, the Director General and the Members are assisted by Deputy Directors General, Directors and Assistant Directors General and Section Officers.

3.2.4. Separation of Posts and Telegraphy

The Postal and the Telegraph Departments originated in 1854 and 1853 respectively as separate departments were merged into one department in 1914 and this set-up continued for a long period. (Administrative Reforms Commission, 1969, P.12; P.33)

A proposal for bifurcation came up later. The main arguments advanced in favour of bifurcation were that the clientele served by the two things was different, nature of services was different, losses on the postal side were becoming a burden on the telecommunication growth and the Telecommunication growth at the circle level was affected due to the Postmaster General being the Head of the Organization. (Administrative Reforms Commission, 1969, PP.39-41).

In April 1974, a Committee was appointed to go into the question of functional separation of Posts and Telegraphs circles. S/Shri S.C. Gupta, Deputy Director General Efficiency Bureau, K.C. Sharma,

Director (Postal Research and Planning) and G.N. Mathurwamy, Director (Telecom Accounts) were the members of the Committee.

During that time, the Department was organised with the following **सिद्ध** units:

- 1) 15 P&T Circles and 1 Postal Circle for Delhi
- 2) 14 Telephone Districts
- 3) 4 Maintenance organisations.
- 4) 4 Telecom Project Organisations.
- 5) Technical and Development Circle, Jabalpur.
- 6) Telecom Stores Organisation.
- 7) Telecom Factories Organisation.
- 8) Telecom & Postal Training Centres; and
- 9) P&T Civil wing Organisation.

(P&T) Board, Report of the Committee on functional re-organisation of P&T Circles into separate postal and Telecommunication Circles, May 1974, P.3).

The Committee had recommended the functional separation of P&T into independent Postal and Telecommunication Circles in the first phase, and reorganisation of the P&T Department into separate Postal and Telecommunication Organisations in the second phase in due course. (P&T Board, Report of Committee on functional re-organisation of P&T Circles into separate

Postal and Telecommunication Circles, May 1974, P.19).

The Committee on functional re-organization was asked by the Secretary (Communications) in May 1974 to examine the existing duties and responsibilities of the various organisations and to determine the duties of the Directorate and the field units after the re-organisation. The Committee in its supplementary Report of June 1974 recommended classification of the functions of the Postal Wing into (1) Staff and Personnel Management, (2) Establishment, (3) Training, (4) Postal Life Insurance, (5) Technical, (6) Indian Mails, (7) Foreign Mails, (8) Savings Bank, (9) Philately, (10) Broadcast Receiver Licence, (11) Stores and Forms and (12) Postal Planning and to assign these functions to the officers. (P&T Board, Supplementary Report of the Committee on Functional Reorganization of P&T Circles into separate Postal and Telecom Circles - Defining the duties of the Headquarters and Field Organisations, June 1974, PP.5,6).

Based on the suggestions of the Committee, the 15 combined P&T Circles were re-organized into separate 15 Postal and 15 Telecommunication Circles in August 1974. (P&T Board letter No. 21-14/74-CA dated 22nd August, 1974).

The Sarin Committee has gone into the working of the Telecommunication wing of the P&T Department and has favoured separation of the Telecommunications and the

Postal wings, (Ministry of Communications, seventh Report of the Committee on Telecommunication, 1961, PP.98-99; P. xiv). After detailed consideration of the Sarin Committee Report, the Government of India has decided to form two separate departments viz., The Department of Posts and The Department of Telecommunications, under the Ministry of Communications with effect from 1st January, 1985.

The Postal Services Board was constituted with the Secretary of the Department of Posts as its Chairman. The Secretary is also the Director General of Posts. There are 4 members viz., Member (Operations); Member (Development); Member (Personnel); and Member (Finance). The Secretary to the Postal Board is a joint secretary to the Government of India. (Ministry of Communications, Letter No.2-1/COT/IV/82, dated 25th March 1985; Department of Posts, Letter No.2-32/81-890, dated 9th April, 1985).

3.2.0. ORGANISATIONAL SET UP OF THE POSTAL CIRCLES.

The P&T Circles till 1974 functioned directly under the P&T Directorate in charge of Postmaster General as the Head of the Circles. The jurisdiction of these circles was co-terminous with the boundaries of the state with a few exceptions. Under the Postmaster General,

there were Postal Divisions and Telephone and Telegraph Divisions. In 1968, there were 15 P&T Circles headed by Postmasters General excepting J&K which was a minor Circle under a Director of P&T. The Union Territory of Delhi had a separate Director of Postal Services responsible for the services in that area whereas the Postmasters General of Assam, Kerala, Madras and Maharashtra looked after the P&T services of the adjoining Union Territories. (Administrative Reforms Commission, 1969, P.17).

The organisation of the P&T circles consisted of the Postmaster General at the apex, assisted by Director of Postal Services on postal matters and Directors of Telecommunications on telephone and telegraph matters. The Postmaster General's Office otherwise known as the circle office provided adequate administrative assistance to the head of the Circle through Assistant Directors, Assistant Engineers and other non-gazetted staff. The vigilance, complaints and investigation matters were looked after by the Vigilance Officer who was functioning directly under the Postmaster General.

With the functional bifurcation, the Postmaster General became responsible only for the postal and RM matters. The telegraph and telephones came under

General Manager, Telecommunications.

An Organization Chart indicating the set-up of the Department in 1960 is given as Fig. III-III under Annexure-II,

For strengthening the administration of major postal circles, posts of additional Postmasters General were created subsequently in Andhra Pradesh, Maharashtra, Uttar Pradesh, Tamilnadu and West Bengal Circles. (Indian P&T Department, Annual Report, 1960-61, P.25).

In the Circle Office, the Postmaster General is now assisted by Director of Postal Services, Assistant Postmasters General and Assistant Directors. To advise on financial matters, there is an Internal Finance Advisor who is also the Deputy Director of Postal Accounts.

The Assistant Postmasters General and the Assistant Directors are in charge of different sections and they are assisted by section supervisors and clerical staff. An Office Supervisor is also there to look after the house keeping functions of the Circle Office.

The 16 Postal Circles with their jurisdiction are detailed below in Table III-3.

TABLE - III-3
POSTAL CIRCLES AND THEIR JURISDICTION

Circle	Jurisdiction	Headquarters
1. Andhra Pradesh	Andhra Pradesh	Hyderabad
2. North east	Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Tripura, Nagaland.	Shillong
3. Bihar	Bihar state	Patna
4. Delhi	Delhi	New Delhi
5. Gujarat	Gujarat state Daman & Diu Dadar & Majors Navoli	Ahmedabad
6. Jammu & Kashmir	J&K state	Srinagar
7. Kerala	Kerala State, Maha Lakshadweep	Trivandrum
8. Madhya Pradesh	M.P. state	Bhopal
9. Maharashtra	Maharashtra State & Goa Union Territory.	Bombay
10. Karnataka	Karnataka state	Bangalore
11. Orissa	Orissa state	Bhubaneswar
12. North west	Punjab, Himachal Pradesh, Haryana & Chandigarh	Amritsar
13. Rajasthan	Rajasthan state	Jaipur
14. Tamilnadu	Tamilnadu & Pondicherry	Madras

Table III-1 (Contd.)

Circle	Jurisdiction	Headquarters
15, Uttar Pradesh	Dep. State	Lucknow
16, West Bengal	West Bengal, Andaman & Nicobar Islands & Sikkim.	Calcutta

(Source: Indian PWT Department, Annual Report, 1991-92,
Table 8, p.55)

3.4.0. ORGANISATIONAL SET UP AT THE REGIONAL LEVELS WITHIN THE CIRCLES.

The Postal and RMS Divisions and Postal stores Depots and Mail Motor units were functioning directly under the Postmaster General. A decentralisation of the field set up of the postal services was effected in 1979 by forming Regions and locating the Directors of Postal Services at Regional Headquarters away from Circle Headquarters. This measure was taken to give a field orientation to the postal set-up as there was a feeling that the field set-up has become rather Centralised and the set-up was becoming counter productive.

The regions were formed effective from 2nd April 1979, with Directors of Postal Services in charge. Financial and Administrative powers and supporting staff were given to the Director. The Postal Divisions were brought directly under the regions. In the new set-up, to begin with, the RMS

Divisions and Postal Stores Depots were brought under the Director, (Headquarters) who functioned in the Postmaster General's Office. However, subsequently the Postal Stores Depots and MS Divisions were also brought under the Regional Directors.

In the Regional Offices, the Director is assisted by Assistant Directors; Accounts Officer; Assistant Superintendent, Inspectors, Section Supervisors and clerical staff. (PWT Board letter no. 31-11/79, P. II, dated 19th March, 1979).

The Regional scheme continues today with minor changes in the set up and functions.

1.5.0. THE DIVISIONAL SET UP WITH-IN THE REGION.

The Divisions are organized more or less coterminous with the Revenue Districts. But there are exceptions where one postal division covered more than one revenue district or many postal divisions existed in a single revenue district.

The divisions with a clerical strength exceeding 300 are under Senior Superintendents (Group A); whereas divisions with a clerical strength of 130 are under Superintendents (Group B).

(Administrative Reforms Commission, 1971, P.9)

Postal Divisions are divided into sub

divisions in charge of Inspector of Post Offices or Assistant Superintendent of Post Offices. (Postal Training Centre, Mysore, NMS Operations, 1980, P.2).

1.6.0. SET UP OF POST OFFICES WITHIN THE DIVISION.

The Post Offices are divided into 3 categories viz., Head Post Offices, sub Post Offices and Branch Post Offices.

1.6.1. Head Post Offices.

Head Post Office is the Chief Office of a number of post Offices and there are sub Offices and Branch Offices in its accounts jurisdiction. The principal post office at the Presidency towns of Bombay, Calcutta and Madras are in charge of Presidency Post Masters and are known as Presidency Post Offices. The principal Head Post Office at the headquarters of a Circle is known as a General Post Office.

Head Post Offices are under the charge of officers of various grades namely Group A, Group B and Higher Selection Grade I and II. (Department of Posts, Letter No.31-2/85-PH-1, dated 28-10-1985)

1.6.2. Sub Post Offices.

Sub Post Offices are subordinate to the Head Post Offices and the monetary transactions of sub offices are incorporated in the accounts of Head Post Offices.

The sub Post Offices are under the charge of sub postmasters and depending on the staff strength, the grades of sub postmasters vary. There are sub offices of Cassette, HSO-I, HSO-II, LSO and Time scale status.

A single handed office is known as 'C' class office and an office with a sub postmaster and one clerk is known as 'B' class. An office with a sub postmaster and 2 clerks is known as 'A' class Office. The office with a sub postmaster and 3 or more clerks will be a Lower Selection Grade Office which is known as an administrative LSO office. With the introduction of 'time bound one promotion scheme' in the year 1981, most of the post offices are given LSO operative status. (DJ PAF Letter No. 11-26/81-PKI., dated 17-12-1983).

Under the postmasters, Postal Assistants, Group D staff and postmen work in the post offices. There are offices which do not perform delivery functions.

1.6.3. Extra Departmental Post Offices: (E.D.P.O.s)

The workload of each Post Office is assessed by means of a Time Test formula and the staff strength required is computed based on that. (Manuals R.V., 1963, P.1).

In rural areas where whole time post offices are not justified Extra Departmental Post Offices are opened in charge of Extra Departmental Agents, to provide the

required postal facilities. Extra Departmental Post Offices are of two kinds - Extra Departmental Sub Post Offices and Extra Departmental Branch Post Offices. The Extra Departmental offices work for a maximum period of 3 hours only per day. (P&T Board, Report of the Committee on Extra-Departmental System, 1971, P.3). The Extra Departmental Sub Offices are under the charge of Extra Departmental Sub Postmasters.

1.6.4. Branch Post Offices

Branch Post Offices are the lowest units of post office which are functioning in account with Sub Offices. Branch Offices are under the charge of Branch Postmasters. Departmental Branch Post Offices and Extra Departmental Branch Post Offices are in existence. Presently almost all Branch Post Offices are Extra Departmental. (Postal Training Centre, Mysore, RMS Operations, 1960, PP.2-4; D3 P&T, Post Office Guide Part I, 1977, P.3). In the Branch Offices postmen and Extra Departmental Agents work under the Branch Postmasters.

1.6.5. Night Post Offices

Most of the post offices are functioning during day time and the working hours are fixed by the Head of the Circle. There are certain post offices which are functioning upto 9 P.M. and also functioning on Sundays and holidays which are known as Night Post Offices. There were 131 Night Post Offices in the country in 1974-75. (Indian P&T Department, Annual Report 1974-75, P.3). This number became 176 in 1981-82. (Indian P&T Department, Statistical Digest 1981-82 1984, P.(v) .

3.6.6. Mobile Post Offices.

Mobile Post Offices were introduced in important towns which provided facility for late postings at different areas of the cities at different timings. They also performed other restricted functions. These offices functioned in specially designed vehicles for the purpose. (DG PAT, P.O. Guide, Part-I, 1977, P.5). In 1974-75, there were 18 Mobile Post Offices in the country (Indian PAT Department, Annual Report, 1974-75, P.3).

In the year 1977 a scheme was introduced to have mobile centres for branch post offices, for extending postal facility to rural areas. Mobile centres were opened in localities where a post office was not otherwise justified as per norms. The Branch Postmasters extended services for a limited period of time in these places, after their duty in the Base Post Office. (DG PAT, Letter No.21-20/77-PAT, dated 25th August 1977).

There were 36,646 Mobile Post Offices in the country in 1981-82. (Indian PAT Department, Statistical Digest, 1981-82, 1984, P.(v)). The number of E.O. Mobile Branch Offices became 36,171 as on 31-3-1984. (Department of Posts, Statistical Hand Book, 1983, P.2)

2.6.7. Licensed Postal Agency Scheme

A Licensed Agency System for the sale of Postage stamps and stationery was in existence on a commission of 5% of the sale amount, (DG P&T, Letter No. 24/2/67-CI, dated 23rd August 1969).

With effect from 1st September 1963, licenses were granted to ex-servicemen, P&T pensioners, dependents of deceased P&T employees, educated unemployed and physically handicapped, for sale of stamps. (Indian P&T Department, Annual Report, 1963-64, P.12).

A new licensed postal agency scheme has been introduced in August 1965 by which licenses are granted for sale of stamps and stationery, booking of registered letters, acceptance of letters at counter, clearance of letter box, if any, and despatch of the mail to the post office. A commission of 5% on sale of stamps and stationery and 50 paise per registered letter booked, is permissible. The agency is to work for a minimum period of 3 hours any time between 8 AM to 7 PM. The Divisional Superintendent is empowered to grant licenses and the licensee should give a security of Rs.1000/-. The licenses are given to charitable institutions, Co-operatives, war widows, Ladies' co-operatives, or handicapped persons or business individuals or concerns

and existing agents for stamp sales in preference to individuals. (Department of Posts, Letter No. 49-6/22-919 (Part V) dated 16.8.1983).

**3.6.3. Different Types of Post Offices in India
Some Figures**

The types of post offices available in the country as on 31.3.1984 are given in Table III-4,

TABLE III-4

TYPES OF POST OFFICES AS ON 31.3.1984

Type	Number
Head Post Offices	583
Sub Post Offices	24,360
Extra Departmental Sub Offices	11,990
Departmental Branch Offices	9
Extra Departmental Branch Offices	69,336
Extra Departmental Mobile Branch Offices	38,171
Total	1,44,729

(Source: Department of Posts, Statistical Hand Book 1983, New Delhi; Department of Posts, 1983, P.2).

1.7.6. ORGANISATIONAL SET UP OF THE RAILWAY MAIL SERVICE (R.M.S.)

1.7.1. Historical Evolution

The expression Railway Mail Service relates to the service responsible for the carriage of mails by rail, road, river and air and for the collection and distribution of mails received from post offices by mail offices and sections. (DG P&T, P&T Manual Volume V, 1981, P.3).

Lord Dalhousie's Minutes of 9th September 1853 imposing an obligation on the part of the Railway Companies to carry letters and parcels free paved the way to the development of the Railway Mail Service. (Mail Raj Anand, 1955, P.57).

Initially the post offices at the rail heads made bags or packets containing mail for other post offices on the railway lines. But as the number of bags became unmanageable, sorting of bags became difficult and this led to the detention of bags for a considerable time. To obviate the difficulties, a 'travelling post office' was experimented with in a Railway Van between Allahabad and Cawnpore on the East Indian Railway in 1861. (Mail Raj Anand, 1955, P.58). The name of the travelling post office was changed to Railway Mail Service in 1880. (Administrative reforms Commission, 1969, P.12).

The travelling post offices established were working under a Superintendent with his headquarters at Allahabad. His designation was changed as Chief

Superintendent of the Travelling Post Office in 1877. In 1880, a post of Assistant Director General of RMS was created in the Directorate and he functioned as Inspector General of the Railway Mail Service. In 1890 the Inspector General was given independent administrative status. In 1905, a post of Deputy Inspector General was found necessary. The work in the organisation had increased so much that in 1907, it was divided into four Circles under the charge of an Inspector General of RMS and sorting. However, later the Southern Circle was abolished. The post of Inspector General was re-designated as Deputy Postmaster General, (Railway Mail Service).

In 1924, the Economic Committee with members Menon, Ryan, Booth and Roy enquired into the methods of working and possible re-arrangement and re-distribution of duties and submitted its report in February 1925. On the basis of this report, the Posts of Deputy Postmaster General, Railway Mail Service in the Eastern and Northern Circles were abolished with effect from 1st January 1929 and 1st April 1929 respectively and the work was transferred to the Postmasters General of the Concerned Circles. Subsequently the RMS was further re-organised into divisions, in charge of Superintendents under the control of Postmasters General. (Chalk Raj Anand, 1955, pp.61-62).

The amalgamation of the Post Office and the RNS was reviewed on three subsequent occasions; in 1934-35 by the Postal Enquiry Committee known as PERRICHA Committee headed by Perricha, a Departmental Officer; in 1952 by an Officer on Special Duty; and in 1958 by the Departmental RNS Committee. The Departmental RNS Committee consisting of departmental experts felt that the amalgamation had not worked well and hence suggested the separation of the RNS Branch. This was to be done in two stages, first the technical aspects of the Circle to be controlled by 4 Regional Directors and later the complete separation of the RNS Branch, converting the Regions into full Circles. On consideration of these recommendations, the PWT Board decided that the separation of the RNS Branch should be tried as an experimental measure in respect of technical matters. The scheme was experimented with in three Regions only, excluding the Eastern Region. (Administrative Reforms Commission, 1969, pp.12-13).

Three Regional Offices were constituted with effect from 15th April 1961. The Western Region with headquarters at Bombay, comprised Bombay, Gujarat, Rajasthan and Central Circles. The Northern Region with headquarters at Lucknow comprised Uttar Pradesh, Punjab and Delhi Circles. The Southern Region with headquarters at Madras comprised Madras, Andhra, Mysore and Kerala

Circles.

The regional Directors were under the administrative control of the Postmaster General at Bombay, Lucknow and Madras respectively. For technical matters they were responsible to the Directorate. The working of the scheme was to be reviewed in March, 1962. (Indian P&T Department, Annual Report, 1960-61, pp.35-36).

This experiment was not successful and the limited separation of functions gave way to friction between the postal and RPS services. Considering the administrative difficulties the scheme was scrapped. Finally it was decided to continue the RPS as a part of the postal administration. For co-ordination between different Circles and overall sorting work on the trunk routes, an organization was set up in the P&T Directorate under the charge of a Deputy Director General with effect from 1st October 1967. This set-up is continuing even today. (Administrative Reforms Commission, 1969, pp.12-13).

3.7.2. Circle and Regional set Up

Presently the RPS is organized with Superintendents in charge of divisions and they report to the Director of Postal Services. The Postmaster General is in overall charge of the RPS also, being the head of the Circle,

To co-ordinate the mail arrangements with the Circles and to look after the mail planning operations, in the year 1961 four posts of Directors Mail Planning Operations were created with Headquarters at Madras, Bombay, Calcutta and Delhi. Their function is to co-ordinate the mail operations in the different circles in their jurisdiction and they report direct to Deputy Director General (Mail Operations) in the P&T Directorate. (Muzumdar, R., 1985, p.29; DG P&T Letter No.31-29/61-P&T, IX, dated 11th May 1961).

1.7.3. Divisional Set Up of the R.M.S.

In the field level the RMS Division is headed by a Superintendent or a Senior Superintendent depending on the number of Sorting Assistants in the Division. The Superintendent has got an Office known as the Divisional Office. An Assistant Superintendent or Deputy Superintendent, an Office Supervisor and dealing assistants form the supporting staff in the Divisional Office.

The Accounts matters of the division are looked after by the Head Record Office, which is otherwise the Accounts Branch of the Divisional Office. The Head Record Office is under a Head Record Officer (earlier designated as Head Record Clerk). Assistant Head Record

Officers and Accounts Clerks and arrangement clerks assist the Head Record Officer.

Under the Division there are sub divisions in charge of Assistant Superintendents or Inspectors.

1.7.4. Mail Offices

In each RWS Division there are a number of mail offices. The mail offices are of two kinds viz., Sorting Mail Offices and Transit Mail Offices. The mail offices are in various grades depending on the staff strength of the unit from Higher Selection Grade to Time Scale Grade (clerical cadre).

A Sorting Mail Office deals with the contents of the mail bags addressed to it as well as other closed bags without opening them whereas a Transit Mail Office deals only with closed bags. Transit Mail Offices are functioning at railway Stations, Airports and bus stations depending on the nature of their functioning.

The officer in charge of a Sorting Mail Office is called 'Head Sorting Assistant'. Previously they were known as the Head Sorters. The officer in charge of a Transit Mail Office is known as 'Mail Agent'

A specified group of officials work in the Mail Office for a specified time and this group constitutes a set. Different sets work in a Mail Office for different spells of duty. (Postal Training Centre, Mysore, RWS Operations, 1980, PP.3-8).

In the Mail Sorting Offices under the charge of a Higher Selection Grade II Head Sorting Assistant, there is an Assistant Superintendent of RMS also to co-ordinate and supervise the work. (DG P&T Letter No. 6-61/74-P2, II, dated 9th May 1978.)

There are different mail sorting offices in an RMS Division with specialised functions of sorting like foreign Airmail sorting office, inland Airmail sorting office, packet sorting office, parcel sorting office and press sorting office. Foreign Airmail sorting offices are of two kinds; (1) dealing with inward foreign mails and (2) dealing with outward foreign mails. Press sorting offices are meant for the sorting of press packets. (DG P&T Manual Vol. V, 1962, P. 45).

1.7.5. Sections

In an RMS Division, in addition to the mail offices there are 'sections' which are the travelling offices. 'sections' are of two kinds namely, 'sorting sections' and 'Transit sections'. The sorting sections deal with the contents of mail bags addressed to it and other closed bags without opening. The Transit sections deal with only closed bags. A 'section' functions between two specified stations and its headquarters is

specified.

An officer incharge of a sorting section is also called Head Sorting Assistant. The officer in charge of a Transit Section is termed Mail agent or Mail Guard depending on the status of the unit.

3.7.6. Record Offices

Sections are attached to the Record Offices which are the stationary offices of the RMS. Forms, stationary and such items are supplied to the 'Sections' by the Record Offices. An Officer in charge of the Record Office is known as Record Officer. Earlier they were known as Record Clerks. In addition to the Record Offices, there are sub Record Offices in charge of sub Record Officers. The Mail Offices at stations other than the headquarters of the division are attached to these sub Record Offices which are situated in the same station as the mail offices. (Postal Training Centre, Mysore, RMS Operations, 1980, PP.5-11).

Till February 1985, there were a number of sub Record Offices each for different Mail Offices in the same station of the Head Record Office. In February 1985, such sub Record Offices were abolished and the work centralised in the Head Record Office. (DG P&T letter No.6-51/84-PZ II dated 31st January 1985).

1.7.7. Conversion of sorting sections

During 1979-80, there were 846 Mail Offices and 539 SMS running sections functioning in 67 SMS divisions (Indian P&T Department, Annual Report, 1979-80, P.3). By the end of 1980-81, the number of mail sorting offices became 861 and sections 594. The sections functioned in 495 Mail vans on Broad Gauge and 227 mail vans on metre gauge and 41 on narrow gauge. (Indian P&T Department, Annual Report, 1980-81, 1984, P.5). During 1982-83 a review of the working of the Sorting Sections was made and it was decided to convert unfruitful sorting sections to transit sections. During that year 15 new Mail Offices were opened in the country (Indian P&T Department, Annual Report, 1981-82, 1984, PP.4,5). In 1982-83, 82 sorting sections were converted into Transit sections (Indian P&T Department, Annual Report, 1982-83, P.5). During 1983-84, the total number of sorting sections converted to Transit sections became 169. At the end of the year, only 137 sorting sections remained to be converted. (Indian P&T Department, Annual Report, 1983-84, P.8). By June 1983, all the 306 sorting sections were converted to Transit sections to ensure economy and faster movement of second class mails. (Indian Express, 11th June, 1983, P.7).

1.6.6. ARMY POSTAL SERVICE (APS) ORGANIZATION

The Defence Personnel are served by Army Post offices. The letters to the defence personnel are addressed to 86 Army Post Office (APO) with the Headquarters at New Delhi and 99 APO with headquarters at Calcutta from where they are processed and despatched to the destinations. The Army Post Offices are manned mainly by the Postal employees deputed to the Indian Army Postal Services. (Postal Training Centre, Mysore, Postal Operations, 1960, P.4).

The association of the Post Office with the military forces commenced as early as 1856 following the Persian expedition. (Mulk Raj Anand, 1935, P.137). During the Great War, the Army Post Office had rendered valuable service. (Virk D.S., 1961, P.1).

The Army Postal Service Organization is headed by the Director, Army Postal Services in the Army Headquarters who is assisted by Deputy and Assistant Directors of Army Postal Services. Under the Army Postal Directorate, there are APS Centres headed by Deputy Directors of Army Postal Service at Simla, Calcutta, Poona and Nagpur. There are a large number of field Post Offices functioning in the field and the forward areas.

3.9.0. CONCLUDING REMARKS

The structure of the Department has undergone various changes over a long period of time from 1766 to the present day. The Posts and Telegraphs which were functioning as separate departments were united in 1914, but were again separated in 1985. The organization of the Railway Mail Service also underwent various changes, though the field organization of the post office remained without much change, there were many changes in the circle and regional set-up. When the vastness of the Postal Organization is considered, one cannot but admit the fact that such changes were a natural consequence of the evolution of the organization, functioning with a zeal to meet the requirements of the times.

The discussion in the latter part of this chapter are aimed to reveal an outline of the present organizational set up of the department. A total organizational chart for the year 1985 is not an available document. However details of the organization charts as inferred from the reporting systems at the circle level are discussed in Chapter VI.

CHAPTER - IV

**FUNCTIONS OF THE INDIAN POSTAL DEPARTMENT
IN A HISTORICAL PERSPECTIVE**

CHAPTER IV

4.0.0 FUNCTIONS OF THE INDIAN POSTAL DEPARTMENT IN A HISTORICAL PERSPECTIVE

The Postal Department is functioning under the Ministry of Communications. Subjects like posts, post office Savings Bank (Administration), Post Office Certificates (Administration) and Post Office Life Insurance Fund (Administration) are dealt with by the Postal Department. (Government of India, Allocation of Business Rules 1961, 1979, P.10).

The post office had performed a large number of functions over the years to meet the requirements of the Government and the public. There has been no institution other than the post office, with such a vast network spread over the length and breadth of the country, on which the Government could depend on for reaching the masses. In the process, the post offices had performed many non-postal functions as well.

In this chapter, the sections 4.1.0 and 4.2.0 deal with the primary functions of the postal services. The function of mail management as such demands a detailed discussion which has been done in section 4.2.0, though in the strict sense, it can be considered as a part of the line

function discussed under section 4.1.0. Section 4.3.0 deals with the agency functions. Functions which have been discontinued are dealt with in section 4.4.0. The staff functions are discussed under section 4.5.0.

4.1.0 MAIN LINE FUNCTIONS OF THE DEPARTMENT

The functions of the post office are governed by the Indian Post Office Act 1898 and the Indian Post Office Rules 1931 framed under the Act and amended from time to time. The primary function of the post office is to provide cheap and efficient communication facility to the people. Functions like Letter post, Parcel post, Registration, Insurance, Money Order and Postal Order are the primary functions of the post office. In addition, agency functions like Postal Life Insurance work and Savings Bank work are also attended to. (PAT Department, Posts and Telegraphs Services, Functions and Policies, A Hand Book for users of PAT services, 1983, P.1; PP.4-21).

4.1.1 Use of Stamps and Stationery

The Commission appointed in 1850 to examine the Postal Reforms, in its report of 1851 suggested the use of adhesive paper postage labels. The Scinde Bonds issued in 1852 by Sir Havelock Freere, Commissioner of Sind were the first stamps issued not only in India but in the whole of Asia. (Chatterjee S., 1981 PP.18-19).

The first postage stamp on all India basis was issued in July 1854 under the guidance of Captain Sir Henry Thellier, then Deputy Surveyor General of India at Calcutta. (Indian P&T Department, India Postage Stamps since 1847, 1982, P.3). The stamp of ½ anna value depicted a picture of Queen Victoria's head. The postal stamps and stationery were sold through the post offices throughout the country. Inland and foreign postcards were issued in 1879. (Mulk Raj Anand, 1955, P.71) The Reply Post-cards were introduced in 1884. (Methra P.M., 1980, P.259). The value of stamps sold in 1955-56 which was Rs.26.03 crores increased to Rs.49 crores by 1966-67. (Indian Posts and Telegraphs Department, Annual Report of the P&T Department for 1956-57, 1958, P.23; Indian P&T Department, the detailed Annual Report 1966-67, 1968, P.35). During 1983-84 the sale of stamps amounted to Rs.260.16 crores. (Department of Posts, Statistical Hand Book, 1985, P.13).

The postage stamps and stationery printed in the India Security Press were distributed to the post offices through the State treasuries, till recently. With the formation of the Postal Stamp Depots in the Postal Circles, the stamps and stationery are procured directly by the Stamp Depots for distribution to the post offices. By the middle of 1985 the Stamp Depots have entirely taken over this work bypassing the agency of the treasury. The

distribution of the service stamps is also taken over by the Post-Stamp Depots by July 1985. (Postmaster General, Kerala, letter No. Tech/7-5/MG/85 dt. 26-7-85). The Head post offices procure stamps and stationery from the Postal Stamp Depot keeping in view their requirements and the requirements of their subordinate units viz., sub offices and branch offices and regulate the distribution.

4.1.2 Kerala

The acceptance of the unregistered parcels for transmission by post within India commenced on 1.8.1895. The foreign parcel post service was commenced in 1900 with U.S.A. (Madhava P.N., 1980, PP.260-261). Parcel post is an important function of the post offices today.

4.1.3 Registration

Letters, letter cards, post cards, books, pattern packets, parcels, newspapers and Mini Literature Packets are given the registration facility. Registered articles are transmitted under special precautions; but the post office is not responsible for loss or injury to the contents of registered articles. (DG. PAT., Post Office Guide Part I, 1977, P.141).

In 1905 an ex-gratia compensation of Rs.25/- was introduced for the loss or damage to the registered articles. (Madhava P.N., 1980, P.262). In 1981-82, 2602 lakhs registered articles were booked in the post offices. (Indian PAT Department, Statistical Digest 1981-82, 1984, P.v).

In 1983-84, the registered mail handled was 97.76 crores. (Department of Posts, Statistical Digest, 1985, P.6). This was against 202.8 million articles booked in 1975-76. (Indian P&T Department, Statistical Digest 1976-77, 1978, P.v).

4.1.4 Insurance

Registered letters, registered parcels, value payable registered parcels and letters are given the insurance facility. Compensation is payable for the loss or damage to contents. (Dg. Post Office Guide Part I, 1977, PP.147-149).

Insurance of post parcels at 1% of the value was introduced on 1.1.1878. From 1.5.1889 onwards inland insurance was limited to Rs.1000/- This was revised to Rs.3000/- in 1897. (Mishra P.M., 1980, PP.258-261). In 1955-56 46,93,700 articles were posted. (Indian P&T Department, Annual Report of the P&T Department for 1956-57, 1958, P.9; P.27). Against this, in 1981-82 the number of articles posted was 81 million. (Indian P&T Department, Statistical Digest 1981-82, 1984, P.v).

4.1.5 Registered Newspapers

The postage rate on inland newspapers was 1 Anna per 6 talas till 1846. In 1871 the rate was reduced on condition that the newspapers should be registered with the Postmaster General. (Khan I.M.G., 1981, P.8). In 1956-57

There were 5810 registered newspapers and periodicals. (Indian P&T Department, Annual Report of the P&T Department for 1956-57, 1958, P.133). This number became 7242 in 1966-67. (Indian P&T Department, the detailed Annual Report 1966-67, 1968, PP.170-171).

The number of registered newspapers increased from 8503 in 1970-71 to 18,764 in 1981-82. (P&T Department, Statistical Digest 1970-71, 1973 PP.100-101; Indian P&T Department, Statistical Digest 1981-82, 1984, PP.59-60).

4.1.6 Value Payable system

The Value Payable system is designed to meet the requirements of the people who wish to pay for the articles sent to them at the time of receipt of the article. (IS. P&T, Post Office Guide Part I, 1977, PP.155-157). The service was commenced from 1st December 1877. Initially the service was not popular and hence the commission for the Value Payable articles was reduced effective from 1.8.1880 and brought on par with the money order rates. The facility was extended to registered articles in 1882. On 1.10.1885 the facility was given to unregistered book packets, both paid and unpaid. These measures have made the system very popular. In 1907-08 over 6 million Value Payable articles were handled by the post offices and this number became 13 million in 1929-30. (Mulk Raj Anand, 1955, PP.127-130). In 1960-61, the traffic of Value Payable letters and parcels was

respectively 33.86 lakhs and 30.48 lakhs. By 1981-82 these figures have become respectively 89.46 crores and 32.40 lakhs pieces. (Indian P&T Department, Statistical Digest 1981-82, 1984, pp.224-225). During 1983-84 the traffic of Value Payable letters and parcels became 93.47 lakhs and 27.72 lakhs respectively. (Department of Posts, Statistical Hand Book, 1985, P.7; P.9).

4.1.7 Certificates of Posting

The Certificates of Posting affords an assurance that letters entrusted through messengers have been actually posted. (DG, P&T, Post Office Guide Part I, 1977, pp.33-35). The service was introduced on 1.4.1879, restricted to letters in the first instance. The facility was extended to un-registered parcels and Value Payable packets from 1.5.1897. Though the service was discontinued a little later it was again reintroduced. From February 1906 the facility was extended to postal articles for which no receipt was issued by the post office. (Mulk Raj Anand, 1955, P.23; Loburn G.S., 1985, P.2).

4.1.8 Money Orders

Money Order transactions were initially carried out by the treasuries and the facility was not available to the common man.

Money Order service was taken over by the post office on 1st January 1880. The procedures were rationalised and

the system of giving an acknowledgment after payment was also introduced subsequently. The service became very popular. The monthly average number of money orders issued in 1878-79 was 20,605 and this number became 98,617 in March 1880. (Mulk Raj Anand, 1955, P.116).

Raj Bahadur Salig Ram, the first Indian to become the Postmaster General, experimented remittance of land revenue through post offices in 1881 in the Benares Division which was subsequently extended to other parts. In 1896-97 stamp impressions of the illiterate payees were taken on an experimental measure in Calcutta and the neighbouring villages. This system is continuing even today in view of its success. (Mulk Raj Anand, 1955, P.116; P.119).

The money Order Service has retained its utility over the years notwithstanding the growth of banking facilities for remittance of money. In 1960-61, 26.5 million money orders were issued for Rs.334 crores. After two decades (1981-82) the number of money orders issued became 119.3 million for an amount of Rs.1,412 crores. (Indian P&T Department, Statistical Digest 1981-82, 1984 P.286). During 1983-84 nearly 1273 lakh inland money orders for a total value of Rs.1,679 crores were issued on a commission of Rs.47.7 crores. (Indian P&T Department, Annual Report, 1983-84, P.71).

4.1.9 Telegraph Money Order

The Telegraph Money Order service for inland money orders was introduced in 1884. The facility was extended to foreign money orders in March 1885. (Mulk Raj Anand, 1955, P.117).

4.1.10 Foreign Money Orders

In 1880 foreign money order business was also commenced. The service was popular and on an average 276 foreign money orders were issued for an average amount of ₹136 in 1879-80. (Mulk Raj Anand, 1955, P.119).

The number of inland money orders issued in 1974 (ending March) was 99,25,400 for an amount of ₹.738.96 crores. The number of foreign money orders issued in the same year was 269000 for ₹.7.72 crores. (P&T Department, Statistical Digest 1973-74; 1974, P.15). During 1983-84 the number of money orders issued increased to 12.73 crores for a total value of ₹.1678 crores. (Department of Posts, Statistical Hand Book, 1985, P.10).

4.1.11 Postal Orders

The Postal Order service provides a convenient means of sending small amounts by post. (DD, P&T, Post Office Guide Part I, 1977, P.211).

Indian Postal Notes which can be treated as the forerunner of the Postal Order, were issued on 1-4-1883. As the scheme was not popular, the same was discontinued in November 1886.

British Postal Orders : British Postal Orders were sold through the Post Offices in India effective from 1.10.1884. The encashment of the British Postal Orders was commenced on 1.10.1905. The service was made available considering the British personnel serving in India. (Mulk Raj Anand, 1955, pp.121-124).

In addition to the British Postal Orders, Irish Postal Orders also were sold through post offices. The encashment of the British Postal Orders and Irish Postal Orders is done now only in selected post offices.

Indian Postal Orders : Indian Postal Orders were issued on 1st April, 1935. Considering the popularity, the denominations were increased from 4 to 20 with effect from 1st October, 1939. (Mulk Raj Anand, 1955, P.122-126). In 1974-75, 5 more denominations were introduced. (Indian P&T Department, Annual Report 1974-75, P.3). However, in May, 1975, 9 denominations of Indian Postal Orders were discontinued. (DD P&T Letter No.15/3/75 dt. 9-7-1975). The Postal Orders for Rs.12.25 crores were sold and a commission of Rs.38.75 lakhs was realised in 1980-81. (Indian P&T Department, Annual Report 1980-81, P.v). During 1983-84 Postal Orders for Rs.17.30 crores numbering 200.13 lakhs were sold earning a commission of Rs.73.23 lakhs. (Indian P&T Department, Annual Report 1983-84, P.7).

4.1.12 Reply Coupons

The Reply Coupons obtained from post offices can be exchanged for postage stamps of the Universal Postal Union countries. By sending International coupons with their letter, the sender of letters to foreign countries can prepay for reply. (Mullick B.H., 1980, P.278).

International Reply Coupons and Common Wealth Reply Coupons were exchanged through the post offices. The sale of the International Reply Coupon was introduced on 15.11.1907 (Madhore P.H., 1980, P.362). The sale of the Common Wealth Reply coupons has been subsequently discontinued.

4.1.13 Postal Identity Cards

The Postal Identity Cards are issued by post offices for the benefit of tourists, travelling representatives and other members of public so as to enable them to establish their identity for receiving postal articles (DG. P&T, Post Office Guide Part I, 1977, P.61). This service introduced in 1929 affords a great convenience to the members of public. (Mulk Raj Anand, 1955, P.35).

4.1.14 Business Reply Cards

The service of Business Reply Cards and envelopes was introduced in 1932. The service became very popular in no time. (Mulk Raj Anand, 1955, P.35).

4.1.15 Franking Machines

The post offices issue licences for the use of Franking Machines to private parties. As on 31-3-1955 there were only 2776 licences. (Indian P&T Department, Annual Report of the P&T Department for 1954-57, 1958, P.20). The number of licences became 28,395 as on 31-3-1982. (Indian P&T Department, Statistical Digest 1981-82, 1982, P.80).

4.1.16 Registered Delivery System

The Registered Delivery system was introduced on 1.11.1974. The main objective of the service is to provide a record of posting and delivery of inland postal articles, except parcels. (Indian P&T Department, Annual Report, 1974-75, P.3).

4.1.17 Philately

The Postal Department brings out two kinds of postage stamps, namely, the definitive stamps and commemorative/special stamps. The definitive stamps are of a continuing nature. The commemorative/special stamps are issued generally only once to mark an important occasion or an event, or to honour great personalities. The Department also provides special postal cancellations to mark important events and occasions. (P&T Department, Posts & Telegraphic Services, A Handbook for users of P&T Services, 1983, pp. 18-19). After independence, the Department has embarked on

a broad-based policy on issuing postage stamps. Commemorative stamps and special stamps highlighting India's cultural heritage, fauna and flora have been issued from time to time. (Indian P&T Department, India Postage Stamps since 1947, 1982, P.6).

Philately is the hobby of stamp collection.

Philatelists collect postage stamps, postal stationery items, first day covers and special cancellations. The Department helps the philatelists by providing specialised philatelic service including sale of first day covers, publicity brochure on stamps, annual collectors' packet, stamp packets and stamp albums through the philatelic bureaux. (P&T Department, Posts and Telegraph Services, A Handbook for users of P&T services, 1983, pp.19-22).

Through the philatelic deposit account system introduced in the Philatelic Bureaux with effect from 1.8.1965, the customers can obtain stamps, first day covers and information sheets. (Department of Posts, Handbook on Philately, 1985, P.20).

There are 44 philatelic bureaux and 136 philatelic counters in the country. During 1984 the revenue from the sale of stamps at the philatelic bureaux in India was Rs.1.97 crores. In addition the revenue earned from the sale of philatelic items abroad through the agents of the Department was Rs.22.50 lakhs. (Department of Posts, Statistical Year Book, 1985, P.13).

4.2.0 MAIL MANAGEMENT

Post Office Act of 1898 has given exclusive privilege for conveyance of letters to the Government. (DG, P&T, P&T Manual Vol. I, 5th Edition, 1980, P.6). Letters, post cards, inland letter cards, envelopes, Registered letters, Insured letters, Parcels, Packets, Book-post articles, pattern packets, money orders and Registered Newspapers constitute mail.

The mail management involves collection, processing, transmission and distribution of mail.

4.2.1 Collection of Mail.

Mails are collected through the letter boxes planted at convenient places and at the post offices. (DG, P&T, P&T Manual Vol. VIII, 3rd Edition, 1979, P.105). There are different types of Letter Boxes planted according to the requirements at different places. In 1862-63 there were 69 post offices and 89 letter boxes. By 1873-74 the number of post offices and letter boxes became 234 and 514 respectively. (Annal, Copal Ser, 1875, P.129). The number of post offices and letter boxes increased over the years and by 1955-56 there were 38,142 post offices and 1,14,239 letter boxes. (Indian P&T Department, Annual Report of the P&T Department for 1956-57, 1958, P.71). The number of Post Offices and letter boxes became respectively 54,910 and 1,77,596 by 1965-66. (Indian P&T Department, the Detailed Annual Report 1965-66, 1967, P.87). By 1976-77 the number of post offices and letter boxes became 1,20,999 and 2,67,559

respectively. (Indian P&T Department, Statistical Digest 1976-77, 1978, PP.37-39). The number of post offices and letter boxes increased to 11,44,718 and 4,99,310 respectively by 31-3-1984. (Department of Posts, Statistical Hand Book, 1985, P.2).

4.2.2 Processing of Mail

Letter boxes are cleared by the departmental and extra-departmental officials at regular intervals and brought to the post offices and EMS offices. The facility of last minute posting with late fee is also provided in the EMS offices. The stamps are defaced either manually or by Automatic Stamp Cancelling machines indicating the time of clearance and the office responsible for the clearance. This enables location of delays in transmission and prevents reuse of the stamps. (Velankar S.R., 1974, PP.3-7). In the post offices, the mails meant for delivery from the same office are kept apart. The other mails are sorted out in the prescribed sorting pattern and sent to the EMS office. In the EMS offices the mails are processed and classified as: (1) Mails for stations/towns/cities in the home district concerned, (2) mails for neighbouring districts to which convenient transport facility is available, (3) mails to other States, and (4) mails for foreign countries. This initial processing of the mail is known as the Preliminary Sorting. After this, detailed sorting of mail is arranged

to the various post offices in important towns and to the EMS offices. (Srinivasan, R., 1984, P.15). The new All India District pattern of sorting introduced recently envisages sorting of mail according to the Revenue Districts in each State. (Department of Posts, Sorting and Routing of mail in India, 1985, PP.11-12). The processing of the mail is mostly done in the Sorting Offices which are located at the focal points of the District with necessary transport outlets. Adequate time allowances is allowed for the processing and disposal of the mail. (Cyril V.K., 1984, P.4).

4.2.3 Postal Index Number (PIN) Code System

The Postal Index Number Code system was introduced on 15.8.1972 to overcome the difficulties in deciphering the address considering the multiplicity of languages and scripts in our country. By this system each delivery post office is given a Postal Index Number. For the sake of convenience, India has been divided into 8 zones and the first digit in the PIN refers to the zone. The second digit with the first, refers to the sub zone and the third digit, with the first and second refers to the Sorting District and the fourth digit refers to the mail routes and last 2 digits refer to the particular delivery post office. (Postal Training Centre, Mysore, EMS Operations, 1980, PP. 99-62). Sorting is possible without the knowledge of the

language in which the address is written, with the aid of the Postal Index Number.

4.2.4 Quick Mail Service (QMS)

The Quick Mail Service interconnecting 36 headquarters of States/Union Territories was introduced on 1.8.1977. First class mails and surcharge/second class mails involving parcels bearing PIN code number and posted in the QMS letter boxes are given preference in sorting and transmission. QMS articles are transmitted in separate QMS bags for easy identification and quick disposal at the receiving end. (Indian Post Department, Annual Report 1976-77 and Activities 1975-76, P.19).

4.2.5 Transmission of Mail

The Post Cards, Envelopes, Island Letter Cards, Money Orders and letters (ordinary, registered, insured and value payable) constitute first class mails. All other articles such as parcels and book-post articles are termed as second class mails. First class mails are given priority in transmission. (DO, Post, Post Office Guide, Part I, 1977, P.87). The mails, after processing, are despatched to destinations in different types of bags made of cloth, canvas and nylon. Nylon bags are used for airmail articles considering the light weight of bags.

Mail bags are transmitted by rail, road, air and water.

4.2.6 The Railway Mail Service

Railway Mail Service is the service responsible for the carriage of mails by rail, road, river and air and for the collection and distribution of mails received from post offices and mail offices. (DG, P&T, P&T Manual Vol. V, 1982, P.3).

Till recently the mail bags were opened and sorted by the RMS staff in the running trains, in addition to carrying closed bags for destinations. In 1981-82 the functioning of these sorting sections was subjected to a review and finding that there was no definite advantage in sorting the mails in the running trains, it was decided to abolish the sorting sections or to convert them to transit sections to carry closed bags. (Indian P&T Department, Annual Report 1981-82, P.4-5). By June, 1985, the sorting work in the running train has been abolished. (Indian Express, 11.6.1985, P.7).

4.2.7 Weighment System Dispatch

By the weighment system dispatch, mail bags are conveyed under the custody of the Railway Guards in trains in which no RMS is functioning. (DG, P&T, P&T Manual Vol. V, 1982, P.559). Mail bags are also conveyed under the custody of mail peons of post offices in trains and this system is known as Travelling Mail Peon Service.

4.2.8 Sea Sorting Post Offices

The system of sorting of mail in ships existed in 1868. The government of India authorized an experimental sea sorting establishment in the sailing by Peninsular and Orient Company to United Kingdom. However, increase in the mail and the limited accommodation for sorting in the ship gave rise to problems. By 1914, the sailings became irregular and the system was finally abolished. (Robson Lowe, 1951, P.559). River post office also existed in India. The Assam Steamer Travelling Post Office was operated for a few years. (Shanki L.O., 1980, P.106; P.108).

4.2.9 Airmail Service

India is the first country in the world to fly airmails. The Airmail service commenced in India when Mr. Picquet carried 6500 letters during a demonstration flight from Allahabad to Naini on 21.2.1911. Regular airmail service commenced between Bombay and Karachi in 1920. On 7.4.1920, airmail service was introduced to United Kingdom in the Imperial Airways.

On 30.1.1949, with the introduction of the Night Airmail Service, the all-up scheme became effective, which is a landmark in the history of mail transmission in the country. All international first class mails were given air transmission without surcharge from 1st October, 1950. The all-up scheme linked Delhi, Bombay, Madras and Calcutta

and this ^{has} brought down drastically the mail transit time. Nagpur was the central point of the Night Airmail Service and the mails were exchanged at the Nagpur Airport. Air lift facility was given to money orders and insured letters also subsequently. Newspapers and parcels also got the facility on payment of reduced air surcharge. (Mulk Raj Anand, 1945, pp. 84-85).

Considering the need for speedier transmission, more and more quantities of mails were sent by air over the years. The mails carried in the inland air routes in 1955-56 was 86.3 lakhs pounds (39.2 lakhs Kilograms). (Indian P&T Department, Annual Report of the P&T Department for 1956-57, 1958, P.23). By 1981-82 the weight carried has increased to 128.8 lakhs Kilograms. (Indian P&T Department, Statistical Digest 1981-82, 1984, P.87). The services of 'vayudoot' the third level airlines, are also being utilised from December, 1982 for mail conveyance. (Indian P&T Department, Annual Report, 1982-83, P.5). During 1983-84 the weight of airmails carried in domestic flights was 171 lakhs kilograms and weights carried in foreign air inward and outward flights were 69.05 lakhs kilograms and 26.75 lakhs kilograms respectively. (Department of Posts, Statistical Handbook, 1985, P.9).

4.2.10 Different Modes of Mail Conveyance

Mails are conveyed in the land by departmental Mail Motor Service, Private motor service, Transport buses, horse-

drawn vehicles, canals, mules, bicycles and on foot by runners in addition to the train services. In 1960-61 the surface mail routes covered 5,47,000 kilometres which became 14,23,000 kilometres by 1981-82. (Indian P&T Department, Statistical Digest 1981-82, 1984, P.228). As per the policy of providing expeditious transmission, more and more runner lines were converted to speedier modes of conveyance. In 1946-47, 2006 miles (4649.6 kilometres) of runner lines were converted. (Indian P&T Department, Annual Report of the P&T Department for 1946-47, 1948, P.21). In 1968-69, 1030 runner lines covering a distance of 23,028 kilometres were replaced. (P&T Board Report 1968-70 (Activities), PP.38-39). In 1981-82, the distance of the runner lines became 3,76,908 kilometres, rail lines 1,57,662 kilometres, water ways 4,719 kilometres, motor lines 5,08,300 kilometres and cart, horse and cycle lines 3,75,082 kilometres making a total mail line of 14,22,671 kilometres. (Indian P&T Department, Statistical Digest 1981-82, 1984, P.53).

Departmental Mail Motor Service : Mails are conveyed in Departmental Mail Motor Service in major towns. In 1946-47, Calcutta, Bombay, Madras, Delhi, Bikaner and Jabalpur had the facility. (Indian P&T Department, Annual Report of the P&T Department for 1946-47, 1948, P.21). By 1982-83, 82 stations had the Departmental Mail Motor Service, covering a distance of 193 lakh kilometres. The fleet strength of 275 trucks

and 67 motor cycles which covered a distance of 30,47,407 miles (48,75,851 kilometres) in 1955-56 because 1016 trucks which covered a distance of 20½ lakhs kilometres at the end of 1983-84. (Indian P&T Department, Annual Report of the P&T Department for 1956-57, 1958, P.21; PP.102-103; Indian P&T Department, Annual Report, 1983-84, P.9).

4.2.11 Handling of International Mail

Arrangements for exchange of mail between nations are made at the Conference of the Heads of Postal Organizations of different countries. The foreign post offices arrange for the Customs checking and processing of the international mail.

The Universal Postal Union : The Postal Congress held on 15.9.1874 at Bern on the initiative of Heinrich Von Stephan, the then Director General of Posts of North German Confederation, attended by 22 countries, decided on certain important issues like reciprocal compensation for mail exchanges. The treaty concerning the establishment of a General Postal Union signed on 9.10.1874 marked the formation of Universal Postal Union. (International Bureau of the Universal Postal Union, Union Postale, March-April 1985, P.37-4.) India became a member in 1876. The aim of the Universal Postal Union (UPU) is to secure the organization and improvement of the postal services and promote in this sphere the development of international collaboration. (Universal Postal Union, UPU Convention, Ottawa, 1957, P.9).

The organisation consists of the Congress and a Consultative Committee for the postal studies. Presently there are 168 countries which are members of the Universal Postal Union.

International Postal Relations : India is a member of the Consultative Council of Postal Studies and a member of the Executive Council of the Universal Postal Union. India is also a member of the Asian Pacific Postal Union (a restricted Union) with a membership of 19 countries. (Indian P&T Department, Annual Report 1983-84, P.10). India is exchanging mails with many countries in the world. Money order services and parcel services are also available with many of the countries. The foreign outward parcels in 1982-83 numbered 5.42 lakhs. (Indian P&T Department, Annual Report 1982-83, P.4). During 1983-84, the outward and inward parcels handled were 5.15 lakhs and 6.28 lakhs respectively. 24,284 transit parcels were also handled. (Department of Posts, Statistical Handbook, 1985, P.10).

4.2.12 Foreign Post and Customs Duty

The introduction of the parcel services between India and the United Kingdom during 1872 led to the levying of Customs Duty and the formation of the Foreign Post. (Muk Raj Anand, 1955, pp.66-69). Foreign parcels are opened in the Foreign Post Offices in the presence of the customs staff for assessment of customs duty. Parcels and packets are

retained in the foreign post offices for customs clearance for release. In 1976 a committee was appointed to go into the reasons for the delay in the clearance of parcels and to review the procedures and norms of out-turn and the time schedules for the different items of work and the limits of different duty exemptions. Based on the report of the committee in 1977 some changes in the working procedures of the foreign post offices were effected. (Sakalkale D.S., and Krishnamurthy D, Report of the Two man Committee on foreign post offices and Postal Appraising Department, 1977, PP.2-5).

4.2.13 The Delivery of Mails

Mails received in the post offices are date-stamped (with delivery stamp) and delivered through the delivery agents or through postmen. The addressee can collect the mail at the window of the post office or through Post Box or Post Bag also. Postal articles which are addressed in the G/D address of the Postmaster are delivered from the post office direct on the Addressee's calling at the post office. (Dg. PAT, Post Office Guide Part I, 1977, P.27; P.55).

4.2.14 Redirection

Mails which cannot be delivered by the post office due to the addressee having gone to another station are redirected to the new destination. Mails which cannot be delivered for want of proper address of the addressee or sender are sent to the Returned Letter Office for further disposal.

4.2.15 Returned Letter Offices

The Returned Letter Offices (RLO) deal with unclaimed and refused articles and articles without address or with unrecognisable or incomplete addresses. (DG, PAT, PAT Manual Vol. V, 1982, P.9). These offices were previously known as Dead Letter Offices¹. The Returned Letter Offices also function as the Transcription Centres. (DG, PAT, PAT Manual Vol. VIII, 3rd Edition, 1979, P.285).

The Returned Letter Offices function under the Head of the Circle headed by a Manager assisted by Asst. Managers and clerical staff. (DG, PAT, PAT Manual Vol. VIII, 1979, P.285). In 1982-83 the Returned Letter Offices handled 302 lakh pieces of mails and located addresses and senders in 54.09% and 25.06% cases respectively. (Indian PAT Department, Annual Report 1982-83, PP.4-5). During 1983-84, the Returned Letter Offices received 3.17 crores of articles of which 54.55% were sent to the addressees and 24.68% were sent to the senders. (Department of Posts, Statistical Handbook, 1985, P.9).

4.3.0 AGENCY FUNCTIONS

4.3.1 Post Office Savings Bank

The Post Office Savings Bank was established with three objectives; (1) to promote thrift among people, (2) to provide banking facility to all and (3) to secure money for the Government. (PAT Department, The Focus, Post Office Savings Bank till 2000, Back-ground paper of National Seminar, 1982,

P.4).

Origin of the Post Office Savings Bank : The origin of the Post Office Savings Bank can be traced from the Government Savings Banks opened in the Presidency towns Calcutta (in 1833), Bombay (in 1834), and Madras (in 1835). A scheme was proposed to introduce the Savings Bank in the post offices and the Post office Savings Bank was opened on 1-4-1882 in various parts of the country except in the Presidency Towns. (Dureja A.N., 1984, P.21). The scheme was a great success which resulted in the amalgamation of the District Savings Bank with Post Office Savings Bank, with effect from 1.4.1886. By the end of 1886 the post office Savings Bank had a balance of Rs.4,225 lakhs and 2,19,010 accounts. (Dureja A.N., 1984, PP.21-23).

The Growth : The growth of the Post Office Savings Bank has been phenomenal since its inception.

The Post Office Savings Bank has established today as the largest savings bank of the nation operating through 1,44,508 post offices of which 1,29,196 are in the rural areas. The aggregate investments in the form of national savings amounted to Rs.13,523.84 crores as on 31.3.1984. There were 6,579 crores of accounts of all types. The Savings Bank Accounts as on 31-3-1984 were 3,01,61,353. The outstanding balance in savings bank accounts in 1983-84 was Rs.8,052.95 crores. (Department of Posts, Statistical Hand Book,

1987, P.14).

Additional Facilities : A number of schemes have been introduced over the years in the Post Office Savings Bank.

The facility of cheque system was introduced with effect from 1.4.1958. The nomination scheme has been effected on 2.7.1960. The Instant Counter facility introduced in Head Post Offices on 1.6.1974 was extended to Sub Post Offices in a liberal way on 1.5.1977. The system of Identity Cards has been introduced in a liberal way from 8.9.1978 onwards. A scheme of crediting directly the pension of railway pensioners into their Post Office Savings Bank Accounts was introduced from 1.8.1976. This facility has been extended to P&T pensioners also with effect from 1.10.1976. The pay-in-slip with counterfoil for making deposits has been introduced on 1.10.1981. (P&T Department, Post Office Savings Bank the factors Background Paper I, National Seminar on Post Office Savings Bank till 2000, 1982, PP.8-14). A scheme for giving pension to freedom fighters and their families from central revenue under 'Svatantra Sainik Sammelan Pension Scheme' (formerly known as Freedom Fighters Pension Scheme 1972) through post offices has been introduced with effect from 1.4.1983. The post office undertakes the responsibility of identifying the pensioner and obtaining the life certificate.

Sanchayika Savings Scheme : The Sanchayika Savings Scheme was introduced by the Government of India to encourage the savings habit among the school children and college students and post office opens a single SB account in the name of the

School or College. (National Savings Organisation, Government of India, 'Sanchevika', 1974, P.2).

National Savings Stamps and Boxes : National Savings Stamps are sold through the post offices and accounts are opened on presentation of stamps for a minimum amount of Rs.5/- This scheme is for popularising the savings bank among children. In addition, National Savings coin-boxes were also sold through post offices to encourage thrift and to inculcate the habit of savings among children. However the sale of the boxes has since been discontinued.

Pay Roll Savings Scheme (PRSS) : This scheme introduced in 1958 in private sector establishments and in 1962 in Government establishments enables the employees to deduct a specified amount from the salary for deposit in Cumulative Time Deposits/Time Deposits/National Savings Certificates/ Small Savings Certificates. The post office receives deposits in the Pay Roll Savings Scheme in one lump from the employers. There were 85,561 Pay Roll Groups with 84.98 lakhs members by March 1981. An amount of Rs.125 crores was collected during 1980-81. (PAY Department, Agency systems for Investment Mobilisation, Background paper No. 3, National Seminar on Post Office Savings Bank till 2000, 1982, PP.1-3).

Prize Incentive Scheme : The Prize Incentive Scheme introduced in 1973 is intended to popularise the Post Office Savings Bank. Accounts having a minimum interest bearing

balance of Rs.200/- are included for the draw of prizes arranged in January and July every year. (Bareja A.N., 1984, PP.25-26).

Post Office Savings Bank Schemes : A large number of schemes have been operated through the post office under the Post Office Savings Bank Scheme. Some of the schemes have been discontinued also. In addition to the Post Office Savings Scheme, Savings Certificates were also sold through post offices. The history of the Savings Certificates in the Indian Post Office commenced in 1917. War Loan Bonds and 5 year Post Office Cash Certificates were issued for the first time on 1.4.1917 during the first world war period. However, the cash certificates were discontinued in 1949. (Mukh Raj Anand, 1995, P.107). Different types of Savings Certificates were issued over the years. The outstanding balance in all types of certificates during 1983-84 was Rs.4,570.89 crores. (Department of Posts, Statistical Hand Book, 1985, P.13).

A number of Savings Schemes introduced during different times were discontinued subsequently on the introduction of new schemes. The list of such schemes discontinued are given in the Table IV.1.

Table - IV-98

SAVINGS SCHEMES INTRODUCED BY RETROACTIVELY INTRODUCED

Sl. No.	Name of Scheme	Date of Introduction.	Date of discontin- uation.	Remarks on source
(1)	(2)	(3)	(4)	(5)
1.	Defence Certificates	6.6.1940	30.9.1963	(Malk Raj Anand, 1954, P.102 & Deyraja A.S., 1984, P.683)
2.	Defence Savings Bank	1.1.1941	31.5.1959	(Deyraja A.S., 1984, P.681)
3.	12 year National Savings Certificates	1.10.1943	31.5.1957	(Malk Raj Anand, 1954, P.103 & PPF Department Annual Reports, 1957-58, P.33)
4.	5 year National Savings Certificates	1.6.1948	30.6.1953	(PFZ Dept Reports, Annual Report, 1956-57, P.28)
5.	7 year National Savings Certificates	1.6.1948	31.5.1957	(PFZ Department, Annual Report, 1957-58, P.33)
6.	10 year Treasury Savings Certificate (3.5% interest)	1.2.1951	1.6.1957	(Deyraja A.S., 1984, P.683)

Table - IV-1: (Contd.)

Sl. No.	Type of Scheme	Date of Introduction.	Date of Discontin- uance.	Remarks on awards
(1)	(2)	(3)	(4)	(5)
7.	15 Year Annuity Certificates (1st series).	1.1.1954	1.1.1977	(Dussehra A.M., 1981, P.683)
8.	10 year National Plan Certificates.	10.5.1954	31.5.1977	(Dussehra A.M., 1981, P.683)
9.	10 year Treasury Savings Deposit Certificates (4% interest)	1.6.1957	31.10.1982	(Dussehra A.M., 1982, P.683)
10.	12 year National Plan Certificates of Rs. 5, 10, 50, 100, 500, 1000, 5000, 25000.	1.6.1957	11.11.1982	(PSE Department, Small Savings Scheme Handbook, 1981, P.112)
11.	51st Century of Rs. 5, 10, 50, 100, 1000.	1.7.1957	1.2.1981	(PSE Department, Annual Report, 1977-78, P.5 & PSE Department, Annual Report, 1981-82, P.5)
12.	15 year Annuity Certificates (7th series).	2.1.1958	31.8.1977	(Dussehra A.M., 1981, P.683)

Table - IV-81 (Contd.)

Sl. No.	Name of Scheme	Date of Introduction	Date of discontinuance	Remarks on course
(1)	(2)	(3)	(4)	(5)
13.	5 year Prime Bonds	1.2.1960	1.1.1963	(Dussejo A.M., 1963, P.674)
14.	10 year Defence Deposit Certificates.	1.11.1962	14.3.1970	(P&T Department, Small Savings Scheme Study Booklet, 1963, P.109)
15.	12 year National Defense Certificates of Rs. 5, 10, 50, 100, 500, 1000, 5000, 25000.	15.11.1962	14.3.1970	(P&T Department, Small Savings Scheme Study Booklet, 1963, P.114)
16.	5 year Premium Free Bonds.	1.1.1963	31.12.1964	(Dussejo A.M., 1963, P.684)
17.	5 year Compulsory Deposit Account.	1.7.1963	1.7.1964	(Dussejo A.M., 1963, P.674)
18.	10 year National Savings Certificates (1st issue) of Rs. 100, 500, 1000, 5000.	1.2.1963	14.3.1970	(P&T Department, Small Savings Scheme Study Booklet, 1963, P.124)

Table - IV-11(Contd.)

Sl. No.	Name of Scheme	Date of Introduction	Date of Discontinuance	Remarks on source
(1)	(2)	(3)	(4)	(5)
19.	5 year Fixed Deposits	15.3.1968	1.8.1971	(PFR Department, Small Savings Scheme, Ready Reckoner, 1981, P.22)
20.	7 year National Savings Certificates (3rd Issue) of Rs.100, 1000, 5000.	16.3.1970	31.12.1980	-do- PP.126,127
21.	7 year National Savings Certificates (4th Issue) of Rs.5, 100, 500, 1000, 5000.	16.3.1970	30.4.1981	-do- P.137
22.	2/3 year Fixed Deposit Account System	1.4.1970	1.4.1974	(Parajin A.N., 1981, P.682)
23.	7 year National Savings Certificates (5th Issue) of Rs.10, 50, 100, 500, 1000.	1.1.1974	30.4.1981	(PFR Department, Small Savings Scheme Ready Reckoner, 1981, P.141)

Table - IV-A: (Contd.)

Sl. No.	Name of scheme	Date of introduction	Date of discontinuance	Remarks on source
(1)	(2)	(3)	(4)	(5)
24.	12 year National Savings Annuity Certificates of Rs.300, 600.	1.1.1976	31.12.1980	(PPT Department, Small Savings Scheme Ready Reckoner, 1984, P.156)
25.	National Development Bonds of Rs.10, 100, 500.	31.8.1977	30.4.1981	-do- P.160

Source : (1) Paraja A.H., Post Office Small Savings Scheme, Part I, (Ninth Edition) New Delhi : A.P. Hareja, 1984.

(2) Milk Raj Anand, (Editor), Story of the Indian Post Office - New Delhi : Government of India, 1974.

(3) P.T. Small Savings Scheme Ready Reckoner - New Delhi : PPT Department, 1984.

The post offices perform a number of functions relating to the Savings Schemes as detailed below in addition to the Savings Bank work.

Cumulative Time Deposit Account (CTD) : As per the Post Office Savings Bank (CTD) Rules, 1959 which came into effect in January, 1959, 5 year, 10 year, 15 year Cumulative Time Deposit Accounts were introduced in the post offices. (DG, P&T Post Office Guide Part I, 1977, P.249). Opening of 5 year and 15 year CTD accounts were discontinued with effect from 1.11.1973. Opening of 10 year CTD Accounts is also discontinued from 1.4.1986. (DG of Posts, letter No.61/6/85-AB dated 19-2-1986). However, the accounts already opened are being continued till their maturity. As on 31.3.1984, there were 46,39,150 CTD accounts. (Department of Posts, Statistical Hand Book, 1985, P.14).

Unit Scheme 1964 : The Unit Trust of India, a statutory public sector Investment Institution set up in 1964 is mobilising savings through the sale of units under different schemes. The sale of the Units through the post office was introduced on 1.7.1966 through head post offices and departmental sub post offices.

The units are available in denominations of Rs.10 and are sold in multiples of 10 units. The sale of units is an agency function of the post office. (Dureja A.N., 1984, PP.364-374).

Public Provident Fund Account (PPFD) : The 15 year Public Provident Fund Account Scheme which is a statutory scheme of the Government of India, was formed under the provisions of the Public Provident Fund Act 1968. The scheme was introduced in head post offices on 1.1.1970. (Indian "P&T" Department, Annual Report 1982-83, P.8). As on 31.3.1984 there were 21,273 accounts. (Department of Posts, Statistical Handbook, 1985, P.14).

Time Deposit (TD) : As per the post office (TD) Rules 1970, the Time Deposit Scheme came into effect on 16.3.1970. 1, 2, 3 and 5 year Time Deposit Accounts are available. (DG, P&T Post Office Guide, Part I, 1977, P.315).

The 2 year TD accounts were introduced on 1.8.1973. (P&T Department, Hand Book for users of P&T Services, 1983, P.12). The number of Time Deposit accounts as on 31.3.1984 was 13,53,599. (Department of Posts, Statistical Hand Book, 1985, P.14).

Recurring Deposit (RD) : The 5 year Recurring Deposit scheme came into effect on 1.4.1970. (DG, P&T, Post Office Guide Part I, 1977, P.339).

With effect from 1.7.1972, the Protected Savings scheme was introduced by the Recurring Deposit under which scheme full maturity value of Rs.10 denomination Recurring Deposit is payable to the nominee or heir in the event of the death of depositor provided the account is in existence for 2 years.

With effect from 2.6.1975, this benefit is extended to accounts for the denomination upto Rs.20/- (P&T Department, Background paper 1, National Seminar on Post Office Savings Bank till 2000, 1982, PP.3-4). The number of Recurring Deposit Accounts as on 31.3.1984 was 205,25,082. (Department of Posts, Statistical Hand Book, 1985, P.14).

7 Year National Savings Certificates II Issue : 7 year National Savings Certificates II issue introduced on 16.3.1970 for denominations of Rs.10, 50, 100, 500, 1000, 5000 with 6.5% interest are currently on sale in the post offices. (DG.P&T, Small Savings Scheme Ready Reckoner, 1984, PP.126-127).

6 Year National Savings Certificates VI Issue : These certificates of denomination of Rs.10, 50, 100, 500, 1000 and 5000 at 12% interest were introduced from 1.5.1981. (P&T Department, Small Savings Scheme Ready Reckoner, 1984, P.148). Investment as on 31.3.1982 in these certificates was Rs.563.75 crores. (Indian P&T Department, Annual Report, 1981-82, P.8). Certificates of Rs.10,000/- denomination were introduced on 24.10.1983. (Indian P&T Department, Annual Report, 1983-84, P.11). The sale of Rs.10/- denomination certificates has been discontinued from 1.1.1986. (DG. of Posts, letter No. 93-2/83-88/V dated 8-10-1985).

6 Year National Savings Certificates VII Issue : These Certificates of Denominations of Rs.100, 500, 1000 and 5000

at 12% interest were introduced from 1.5.1981. (P&T Department, Small Savings Scheme Ready Reckoner, 1981, P.152). The investment in these certificates became Rs.100,59 crores by 31.3.1982. (Indian P&T Department, Annual Report, 1981-82, PP.7-8). Certificates of Rs.10,000 denomination were also introduced with effect from 24.10.1983. (Indian P&T Department, Annual Report, 1983-84, P.11).

Social Security Certificates (SSC) : These certificates were introduced in denominations of Rs.1500 and Rs.3000 with maturity value of Rs.1500 and Rs.3000 after 10 years respectively, on 1.6.1982. The full maturity value would be available to the nominee or heirs of the purchaser in the event of the death of the purchaser within 2 years of purchase of the certificates, due to natural cause or after two years irrespective of the cause. (Indian P&T Department, Annual Report, 1982-83, PP.7-8).

Operation of the Savings Bank Scheme : The post office Savings Bank work is an agency function of the post office on behalf of the Ministry of Finance. In the Postal Department, the Member (Development) is in charge of the Savings Bank operations and he is assisted by Deputy Director General, Directors, Assistant Directors General and Accounts Officers in the postal Directorates. In the field formations; namely Circles and Divisions, the Postmaster General (assisted by the Directors, Assistant Postmaster General, Account Officers and

Superintendent of Post Offices look after the Savings Bank functions.

In Head Post Offices the Savings Bank functions are performed by a separate set of staff in charge of an Assistant Postmaster or Deputy Postmaster. In major sub post offices also, separate staff members are available for Savings Bank work. However, in smaller post offices the Savings Bank functions are looked after by the staff along with other functions.

Savings Bank Control Organisation : A Savings Bank Control Organisation is functioning in every Head Post Office to check the day to day working of the Savings Bank branches. The Control Organisation is manned by Supervisors, Accountants and clerical staff.

Internal Check Organisation : In each postal circle, an Internal Check Organisation is functioning under the administrative control of the Postmaster General to perform the inspection of the Savings Bank branch of Head Post Offices and the Control Organisations. An Accounts Officer is in charge of the organisation who is assisted by Junior Accounts Officers and clerical staff.

Pairing Organisation : The Pairing Unit in the Postal Circle is functioning under the Accounts Officer, Internal Control Organisation, to look after the Pairing of credits and debits of transfer of accounts within the Circle. The

Central Pairing Organisation is functioning in New Delhi which looks after the Inter-circle transfer of accounts. The Circle Pairing Units are named by Supervisors and clerical staff. (Duroja A.N., 1984, PP.14-15).

Co-ordination & Deposit Mobilisation : There is a National Savings Organisation under the Finance Ministry of Government of India for mobilising deposits and for promoting the ideal of thrift. (National Savings Organisation, Annual Report 1979-80, 1980, P.1).

There are Regional Organisations in the States and important Union Territories. Under the State Government also there is a National Savings Organisation. These organisations are working for the mobilisation of deposits. Co-ordination meetings are held between the Postal Department and the National Savings Organisation of the State and Central Governments at the various levels. In April, 1973, 154 Savings Bank Development Officers were appointed for the co-ordination of the small savings work between the National Savings Organisation and the Postal Department at the divisional levels. These development officers were drawn from the cadre of Inspector of Post Offices. (Duroja A.F., 1984, P.12).

For the mobilisation of deposits, there is a Starland Agency system working on commission basis. The Mahila Pradhan Kshetriya Bajath Yojana was introduced on 1.4.1972. By the end of March, 1981, there were 32,272 agents and they had secured deposits to the tune of Rs.30 crores in

1980-81. (P&T Department, Agency System for Investment Mobilisation, Background paper 3, National Seminar on Post Office Saving Bank till 2000, 1982, PP.1-3).

The post office has got the important function of keeping liaison with all these Extra Departmental Agencies in addition to the performance of the Savings Bank Work.

6.2.2 Telegraph Services

With the bifurcation of the P&T Department, separate Department of Posts, and Department of Telecommunications have been formed on 1st January, 1985. (Ministry of Communications, letter No.2-1/00T/PT/82 dated 25-3-1985). Provision of telegraph and telephone facilities are functions of the Department of Telecommunications. Telegraph and telephone facilities are now available in many post offices and considering bifurcation of the P&T Department, these services are discussed under the section of Agency Functions of the post office.

Telegraph services were introduced in India by the middle of the 19th century. The East India Company approved construction of a telegraph line between Calcutta and Diamond Harbour in 1850. By 1853, the major cities were connected with telegraph lines. (P&T Department, Report on Telegraph Enquiry Committee 1977-78, 1968, P.6).

With effect from 1.12.1881, all the post offices started receiving telegrams. In that year 53 combined

offices were opened and 270 postal officials were trained in telegraph work. (Mulk Raj Anand, 1955, pp. 23-24). The number of combined offices increased gradually and by 31.3.1906 there were 2029 combined offices. (Mulk Raj Anand, 1955, p. 24). In 1971-72 there were 11,622 combined offices. (Indian PAF Department, Statistical Digest, 1971-72, p. 98). The number of combined offices became 30,873 by 1981-82. (Indian PAF Department, Statistical Digest 1981-82, 1984, p. 91). As on 31.3.1984, there were 33,842 combined offices in the country. (Department of Posts, Statistical Hand Book, 1985, p. 2). The post offices receive and deliver inland and foreign telegrams.

4.3.3 Public Call Offices (PCO)

The post offices, especially in the villages, provide facility for making public calls. This facility is available in many of the post offices.

4.3.4 Telephone Revenue Collection (TRC)

Selected post offices in the country provide the service of collection of the telephone revenue. The amounts collected are transferred to the Department of Telecommunications. (Dhingra "S.", Telecommunication Accounts Manual, 1981, p. 223).

4.3.5 Postal Life Insurance (PLI)

The Postal Life Insurance is an agency function performed by the post office on behalf of the Ministry of Finance. The Postal Life Insurance introduced over a

hundred years by now, is marked by its higher bonus, low premium and facilities like salary deduction of premium and easy loans. There are two kinds of policies viz., Endowment Assurance Policy and Whole Life Assurance Policy. (PWG, Kerala, Postal Life Insurance, 1985, PP.1-3; P.5).

It is interesting to trace the origin and growth of the Postal Life Insurance which has completed a century now.

"The Government of India informed the Secretary of State for India in 1883, the need for introduction of scheme of State Insurance with a view to foster Provident habits among the people of this country and in particular among the employees of the State. It was felt that introduction of such a scheme would bring in highly beneficial results. It was also observed that under the influence of various social customs, people did not fully appreciate the desirability of making provisions for themselves and their dependents in their old age. It was in these circumstances that the then Director General of Post Offices launched the scheme of Postal Life Insurance, a hundred years ago on 1st February, 1884" (Gajgil V.N., 1984, P.3)

The maximum limit of the insurance was increased over the years and presently the Whole Life Assurance policy can be taken for an amount of rupees one lakh from 1.9.1981. (Director General, PWG, letter No.25/21/83.LI dated 11.8.1984). There were 4,696 active policies of value Rs.71.40 lakhs at the turn of the century. This has grown upto 10 lakhs policies for an insured amount of Rs.685.3 crores in 1982-83. (Gajgil V.N., 1984, P.3). During 1974-75, 36,440 policies for an insured amount of Rs.17.9 crores were

issued. The closing balance of the fund as on 31.3.1975 was Rs. 45.51 crores. (Indian P&T Department, Annual Report, 1974-75, P.5). As on 31.3.1984 there were 10,84,172 policies for a total value of Rs. 809.42 crores. The Postal Life Insurance Fund balance became 223.86 crores. (Indian P&T Department, Annual Report, 1983-84, PP.11-12).

"Availability of a vast postal network, considerable man-power, optimum management of resources and close monitoring of various operations have ensured low over-all cost of management which has been 10.4% and 9.5% of the collection of premium in 1981-82 and 1982-83 respectively. This ensures excellent bonus returns to the clients". (Murthy K.R., 1984, P.4).

Anticipated Endowment Assurance : On the occasion of the Postal Life Insurance centenary, a new scheme, namely, Anticipated Endowment Assurance Policy, has been introduced on 1.2.1984. The special feature of the policy is that in the event of the death of the insured at any time before maturity of the policy, the claimant can get the full assured sum with the bonus irrespective of the instalments paid as survivor benefits at intervals. (Thomas Kora K., 1984, P.3).

The Postal Life Insurance Organization : The Postal Life Insurance fund was administered by the Director General of Posts and Telegraphs Department. Till 1991, the Accountant General, Posts and Telegraphs was responsible for the issue of new policies and maintenance of accounts. In 1991, the

post of Director, Postal Life Insurance with headquarters at Calcutta was created and the Postal Life Insurance work was transferred to him. The Controller of Insurance was the consulting Actuary. (Mulk Raj Anand, 1955, pp.192-194).

In the Postal Circles, the Postmaster General is responsible for the administration of the Postal Life Insurance. There is a separate section in charge of an Assistant Postmaster General or Assistant Director in the Postmaster General's office to look after the Postal Life Insurance work in the circle. The mobilization of the Postal Life Insurance business is arranged through Postal Life Insurance Development Officers who are selected from the cadre of Upper Division Clerks of the administrative offices and post offices by an examination, and posted on a tenure basis. In the Postal Directorate, the Deputy Director General in charge of the Postal Life Insurance co-ordinates the work between the Director Postal Life Insurance, the Postal Circles and the Army Postal Directorate. The Director, Army Postal Services looks after the Postal Life Insurance business as far as the defence personnel are concerned.

4.3.6 Payment of Military Pensions

The post offices were entrusted with the work of payment of Military Pensions and other dues to the military pensioners in the Punjab Circle since 1890. The facility

was extended to certain other circles also subsequently. In 1956-57, 1046 post offices disbursed pensions to 1,35,232 pensioners. (Indian P&T Department Annual Report, 1956-57, P.30). In 1969-70 an amount of Rs.7.2 crores was paid as military pension. (Indian Posts and Telegraphs Department, Statistical Digest 1970-71, P.v). The pension paid in 1981-82 was Rs.55.07 crores. (Indian P&T Department, Statistical Digest 1981-82, 1984, P.v).

4.3.7 Sale of Revenue Stamps

Separate stamps for revenue and postal purposes were introduced on 1.4.1934. The revenue stamps issued in four denominations were sold through the post offices, on behalf of the Ministry of Finance in 1934. (Walk Raj Anand, 1955, P.136). The service is continued even today.

4.3.8 Certain Miscellaneous Functions

By virtue of the wide net work of the post offices, various miscellaneous services had to be performed by the post offices, like collection of customs duty, collection of Salt Revenue, payment of pay and allowances to the staff of Meteorological Department, sale of claim forms and sale of application forms for compensation of displaced persons, sale of non-postal stamps of Delhi Administration, payment of pension and allowances under the War Injury Scheme 1942, payment of reliefs granted under the "Personal Injury (Emergency provisions) Scheme 1962 and 1971, sale of Gandhi

Memorial Post Coupons and collection of premia on behalf of Life Insurance. (Government of India, Appendix 5 to P&T Accounts Manual (4th Edition), 1975, PP.24-25; PP.94-95).

The collection of premia amounts on behalf of Life Insurance Corporation started on an experimental basis in Rajasthan was extended to certain other Circles like Madras (now Tamilnadu), Mysore (now Karnataka), Andhra and Kerala in 1963-64. The sale of non-postal stamps of Delhi Administration through post offices in Delhi commenced on an experimental basis and was made permanent in 1963-64. (Indian P&T Department, Annual Report 1963-64, 1965, P.9).

Sale of Income-tax Return Forms: The sale of Income-tax Return forms was introduced in 1967 through post offices on an experimental basis in Tamilnadu, Maharashtra and Delhi Circles in 1967. In 1969-70 the scheme was extended to other Circles also. (Indian P&T Department, Annual Report 1969-70, P.36). The sale proceeds of the forms were given as commission to the Department for the services rendered. (Director General, P&T, letter No. 50-4/76-CI dated 22.3.1978).

Depot Holder Scheme : The Depot Holder Scheme for sale of Hiroch was introduced in post offices in 1970. The sale proceeds were given to the officials who performed the service. The monthly details of the sales were to be intimated to the District Family Planning Officers. (DG P&T letters No. 13-7/73.MFP dated 15.1.1974 and 4.2.1975; P&T

Department, Guide for Inspections and Visits to Post Offices and Divisional Offices, 1973, P.22).

Sale of Passport Application Form : The sale of Passport application forms was commenced on an experimental basis in January, 1978 in Delhi Circle. The service was extended to other circles subsequently. The sale proceeds were given to the postal department as commission of the service. (DG PAT, letter No.1-41/77,BIL dated 24.12.1977; DG PAT, letter No.1-41/77,BIL dated 26.12.1978).

Sale of Passport Fee Stamp : The sale of passport fee stamp of Rs.50/- was introduced through post offices on 1.7.1982. (PWC Kerala letter No. Tech/64-39/82 dated 23.6.1982).

Collection of Motor Vehicle Tax : Collection of Motor Vehicle tax on behalf of the Transport Commissioners was commenced in certain postal circles from 1.4.1978. (Deputy Director of Postal Accounts, Chennai, letter No.Cent/P.235/173 dated 20.6.1978). The service is continued in selected circles.

Meteorological Observation : The Postal Department has been entrusted with the work of Meteorological Observation through selected post offices (like Maramba in Madhya Pradesh). The postal officials functioned as meteorological observers. Their changes in posting are to be duly intimated to the Director of General of Observatories, Poona.

(Mathuramy P., Swaney's Compilation of Posts and Telegraphs Manual Vol.IV, 1984, P.57).

Payment of Railway Pension : The Postal Department has taken up the payment of Railway Pension to the railway pensioners on a commission basis with effect from 1.8.1976. The payment is arranged through the Savings Bank Pension Accounts of the pensioners. (Durga A.N., Post Office Small Savings Schemes, Part I, 1984, P.447).

4.6.0 TYPES OF FUNCTIONS PERFORMED BY DIFFERENT CATEGORIES OF POST OFFICES

Though the post offices perform a range of functions, all categories of post offices do not perform all types of functions. While certain functions are performed by all types of post offices, certain other functions are performed only by certain types of post offices, or only by those post offices which are specially authorized in that regard.

The post offices can be broadly classified into four categories viz., (1) Head Post Offices (HPO), (2) Departmental Sub Post Offices (SO), (3) Extra Departmental Sub Post Offices (ESPO), and (4) Extra Departmental Branch Post Offices (EBPO).

The different types of functions performed by the different categories of post offices are given in the Table IV-21.

Table IV - 2.

**TYPES OF FUNCTIONS PROVIDED BY DIFFERENT
CATEGORIES OF POST OFFICES**

Sl. No.	Nature of function	HPO	FO	HMO	HMO
1	2	3	4	5	6
1.	Posting of ordinary letter mail.	A	A	A	A*
2.	Posting of ordinary parcel mail.	A	A	A	A
3.	Posting of Book-packets and other 2nd class mails.	A	A	A	A
4.	Certificate of posting.	A	A	A	A
5.	Posting of Registered Newspapers	WA***	WA	WA	WA**
6.	Posting under prepayment of postage	WA	WA	WA	WA
7.	Booking of Registered letters.	A	A	A	A
8.	Booking of registered parcels.	A	A	A	A
9.	Booking of Value-payable articles.	A	A	A	WA
10.	Booking of insured articles.	A	A	A	WA
11.	Posting of ordinary letters to foreign countries.	A	A	A	A
12.	Posting of registered letters to foreign countries.	A	A	A	A
13.	Posting of parcels to foreign countries.	A	A	A	WA
14.	Delivery of all kinds of articles.	A	A	A	A

*A. Service Available.

**WA. Service Not Available.

***WA. Service Available When Authorized.

Table IV - 2.(Contd.)

Sl. No.	Nature of function	HPO	SO	HDDO	HNDO
1	2	3	4	5	6
15.	Registered Delivery service.	A	A	A	A
16.	Booking and payment of money orders	A	A	A	A
17.	Booking of Telegraph Money Orders.	A	A	A	NA
18.	Payment of Telegraph Money Orders.	A	A	A	A
19.	Purchase of Indian Postal Orders.	A	A	A	NA
20.	Payment of Indian Postal Orders.	A	A	A	NA
21.	Payment of British Postal Orders.	A	NA	NA	NA
22.	Savings Bank	A	A	A	A
23.	Time Deposit	A	A	A	A
24.	Cumulative Time Deposit	A	A	A	A
25.	Recurring Deposit	A	A	A	A
26.	Savings Bank cheque facility	A	A	A	A
27.	Collection of cheques through Savings Bank.	A	A	A	A
28.	Purchase of National Savings Certificates.	A	A	NA	NA
29.	Discharge of National Savings Certificates.	A	A	NA	NA
30.	Social Security Certificates	A	NA	NA	NA
31.	Units of Unit Trust	NA	NA	NA	NA
32.	Sale of postage stamps and stationery items.	A	A	A	A
33.	Sale of National Savings Stamps	A	A	A	A

Table IV - 2.(Contd.)

Sl. No.	Nature of Function	HPO	SD	EDSD	EDSD
1	2	3	4	5	6
34.	Sale of Revenue Stamps.	A	A	A	A
35.	Sale of Service Stamps.	A	WA	NA	NA
36.	Sale of philatelic items.	WA	WA	NA	NA
37.	Telegraph service.	WA	WA	WA	WA
38.	Public Call Office.	WA	WA	WA	WA
39.	Phonogram Service.	WA	WA	NA	NA
40.	Posting of telegrams under Deposit Account.	WA	WA	NA	NA
41.	Posting under Quick Mail Service	WA	WA	NA	NA
42.	Delivery under Quick Mail Service	WA	WA	NA	NA
43.	Payment of Telephone Bills	WA	WA	NA	NA
44.	Saleable publications/forms in bulk.	A	WA	NA	NA
45.	Issue of identity cards.	A	NA	NA	NA
46.	Post Box facility.	A	WA	NA	NA
47.	Post Bag facility.	A	A	NA	NA
48.	Business reply permit	WA	WA	NA	NA
49.	Franking Machine for firms/customers.	WA	WA	NA	NA
50.	Issue of Commonwealth Reply coupons.	A	NA	NA	NA
51.	Issue of International Reply coupons.	A	NA	NA	NA
52.	Exchange of Commonwealth and International reply coupons.	A	A	NA	NA

Table IV - 2.(Contd.)

Sl. No.	Nature of Functions	IPO	SO	KIND	KIND
1	2	3	4	5	6
53.	Payment of Postal Life Insurance premia.	WA	WA	NA	NA
54.	Payment of Railway pension.	WA	WA	NA	NA

Sources : (1) DO P&T, Post Office Guide Part I,
New Delhi : P&T Department, 1977.
(2) DO P&T, Index for Branch Offices,
New Delhi : P&T Department, 1975.

4.5.0. FUNCTIONS WHICH HAVE BEEN DISCONTINUED

A number of functions performed by the post office have been discontinued, as these functions were performed on behalf of certain other departments, only for certain periods.

Sale of Quinine : When malaria was common in India during the last quarter of the 19th century, the sale of Quinine was arranged through post offices. The service was however withdrawn gradually and by 1963-64 the sale was discontinued. (Indian P&T Department, The detailed Annual Report 1963-64, 1965, P.35).

Broadcast Receiver Licence : This service was performed on behalf of the Ministry of Information and Broadcasting. The system was introduced with effect from 15.8.1924 in selected post offices and considering its success the service was

extended to other post offices. (Mulk Raj Anand, 1955, P.133). As on 31.3.1983 there were 89.33 lakhs Radio Licences and 27.83 lakhs Television Licences which were registered in the post offices. (Indian P&T Department, Annual Report 1983-84, P.11) Due to the exhaustion of licences for radios and television sets from 17.3.1985, the agency scheme has come to an end. (Director General, P&T, letter No.1-4/82-88E dated 16.3.1985).

Express Delivery : The Express Delivery service introduced on 20.11.1930 was meant for special and faster delivery of letters to the addressees on a nominal fee. (P&T Board, Efficiency Bureau, 'A study of the working of Express Delivery service in India', October, 1972, pp.2-12). The service could not be effectively managed and finally based on the recommendations of the Efficiency Bureau, the scheme was discontinued from 1.11.1974 onwards.

Tobacco Excise Licence : The post offices had performed the function of collection of Tobacco Excise Licence on behalf of the Finance Department. Tobacco Excise revenue stamps in 5 denominations were sold through the post offices from 1.3.1943 onwards in selected places. The scheme was, however, subsequently discontinued. (Mulk Raj Anand, 1955, P.134).

Central Excise Revenue Stamps : The sale of Central Excise Revenue Stamps through post offices was commenced on 1.4.1944. (Mulk Raj Anand, 1955, P.135). The sale was however discontinued with effect from 1.4.1977. (Director

General, P&T, letter No.19-3/77,Phil. dated 22.3.1977).

TB and Health Seals : Tuberculosis (TB) Seals were sold through post offices in 1953 on the request of the Ministry of Health. The Health Seals in aid of the Health Minister's Fund were also sold through the post offices from 2.10.1951. (Walk Raj Anand, 1955, P.135).

Sale of Government Securities : The post offices had functioned as an agency for the Government Securities. Purchases of the Government Security through post offices was discontinued on 1.3.1965. (Indian P&T Department, Annual Report 1965-66, 1967, P.37).

Sale of Application for Registration as Goldsmith : During 1963-64, the post offices were entrusted with the sale of application forms for obtaining service by self-employed goldsmiths to enable them to convert gold ornaments to new ones of like purity under the Gold Control Act. (Indian P&T Department, Annual Report 1963-64, 1965, P.9).

Sale of Staff Selection Commission Forms : The sale of application forms for various examinations conducted by the Staff Selection Commission, through the post offices was commenced on 31.3.1980. However, the scheme was discontinued on 28.2.1985. (Indian P&T Department, Annual Report 1979-80, P.3; Director General, P&T, letter No.7-5/78,C.I. dated 24.12.1979; Director General, P&T, letter No.7-5/78.C.I. dated 25.2.1985).

Collection of Salt Revenue : The post offices had undertaken the task of collection of Salt Revenue. Advance payments for the purchase of salt from the Northern Indian sources of Sambhar Lake, Dikhan and Puchhadra in Rajasthan were received by head post offices, sub post offices and branch post offices specially authorized in this behalf by the Commissioner, Northern India Salt Revenue and the Director General, (Posts and Telegraphs Department, P&T Financial Handbook, Volume II, 1973, P.12; P.14).

4.6.0. STAFF FUNCTIONS OF THE DEPARTMENT.

The staff functions in the department include planning, materials management, personnel management, research and development, investigations, vigilance and finance management. There is a high degree of decentralization and these functions are performed at various administrative levels in the department.

4.6.1. Planning.

The planning function includes planning for opening of post offices, planting of letter boxes, mail management, international relations, and construction of postal buildings for administrative offices, operative offices and staff quarters. The planning at the national level on these aspects is done by the Postal Directorate. International postal relations are exclusively looked after by the Postal Directorate. Broad guidelines are decided in

respect of the planning process and policies formulated by the Postal Directorate. Planning for the Circle as a whole is done at the Circle Office level, (Postmaster General's Office). The Circle Office decides the number of new offices to be opened in each Postal Region and allots the quota. The number of sites to be acquired for offices and quarters for the whole Circle is also decided by the Circle Office. Priorities for the construction of buildings are decided by Circle Office.

The planning at the Regional level is done by the Regional Office. Cases for opening of offices are decided within the allotted quota by the Regional Offices. Priorities regarding procurement of sites and construction of buildings in respect of the region are also decided by the Regional Offices.

The basic work of planning at the divisional level is done by the divisional office. Cases for opening of post offices, planting of letter boxes, acquisition of sites and well planning are initiated at the divisional level by getting basic data from the sub divisions. The well arrangements within the division and cases for planting of letter boxes within the division are decided by the Divisional Superintendent.

The construction of the operative and administrative office buildings and staff quarters is the function of the Postal Civil Wing. The designing of the buildings is done

by the Architectural section; construction is arranged by the Civil section and the electrification is looked after by the Electrical section of the Civil Wing. Though the postal civil wing executes construction works demanded by the Postmaster General, the wing as such is not under the Postmaster General, but is technically controlled by the Chief Engineer. (Director General, Telecommunications, letter No.28-2/85-CMS dated 5.6.1985).

4.6.2. Materials Management.

The materials management at the national level is looked after by the Postal Directorate. Items to be procured through the Director General, Supplies and Disposals by rate contract system are decided by the Directorate taking into account the requirements of all the postal circles. At the Circle level the requirements of the Circle are assessed by the Circle office and action taken for procurement. There are a number of items which are procured locally. The forms and stationery items needed for the post offices in the Circle are procured at the Circle level. 'Essential forms' are got printed through the Government of India Press situated at various places like Kharab, Haridwar, Hyderabad, etc. and non-essential forms are got printed locally. Within the Circle there are Postal Stores Depots which look after the materials management functions in the Circle. (Nayar K.M., 1985 (a))

PP.2-3).

The requirements of the division are assessed by the Divisional Superintendent in respect of departmental post offices and procurement arranged by finalizing the master schedule. For the Extra-Departmental Post Offices the materials are procured and supplied at the sub divisional level by the sub divisional inspectors or Assistant Superintendents.

The requirements of postage stamps and postal stationery items for the whole of India are assessed by the Postal Directorate and items get printed through the Government of India Security Press at Nasik and Hyderabad. Within the Circle, the requirements are assessed by the Postmaster General's office. The procurement and the distribution within the Circle are managed by the Postal Stamp Depot.

4.6.3. Research and Development.

Research and Development is a function centralized in the Postal Directorate. When certain pilot studies are to be undertaken, the Circles are specially authorized for undertaking such studies. Work studies and revision of procedures and manuals are also undertaken by the Directorate.

4.6.4. Vigilance.

The vigilance activities at the all India level for the department are looked after by the Postal Directorate. Cases relating to all gazetted officers are monitored by

the Vigilance branch of the Directorate. At the Circle level the vigilance activities of the gazetted staff and non-gazetted staff are monitored. In the Circle, there is a Director Vigilance or Vigilance Officer to look after this function. In the Regional Office also the vigilance functions relating to non-gazetted staff are monitored.

5.4.5 Investigation and Complaints.

Investigations into the loss and fraud cases and enquiries into public complaints are arranged at various levels. At the Directorate level cases relating to frauds and losses exceeding Rs.10,000/- are specially monitored.

At the Circle level all cases of frauds involving Rs.5,000/- and above are monitored.

At the Regional level, all cases involving amounts between Rs.2,000/- and Rs.5,000/- are specially monitored. At the Divisional level all investigation cases relating to the division are processed and monitored. (DO P&F, letter No.6-9/72/DIV/KM dated 25.3.1980; Director General of Posts, letter No.6-9/72-DIV/KM dated 29.3.1980).

Cases involving amounts exceeding Rs.20,000/- are prescribed to be investigated by the Director Vigilance or Regional Director. Cases involving amounts exceeding Rs.5,000/- and upto Rs.20,000/- are to be investigated by the Assistant Director or Assistant Postmaster General or Vigilance Officer. Cases involving amounts exceeding

Rs.2,000/- but upto Rs.5,000/- are to be investigated by the Divisional heads and cases involving amounts upto Rs.2,000/- are to be investigated by the Sub Divisional Inspector or Assistant Superintendents. Primary investigations are being arranged by the Inspectors and the Divisional Superintendents in all cases. (Director General of Posts, letter No.6-9/72-III/II dated 4.12.1985).

Public complaints are accepted at all offices from the level of Extra Departmental Branch Post Office to the Postal Directorate. In all post offices and PMO offices 'Complaints & Suggestions BOX' are made available. Public complaints are accepted and transmitted free of cost to the concerned administrative authorities. The enquiries into the complaints are arranged at various levels; namely, Divisional, Regional, Circle and Directorate levels. Separate set of officers are specially earmarked for enquiring into public complaint cases and the replies to the complainants are given only by an officer not below the rank of a gazetted officer. The number of complaints and their processing and disposal are closely monitored at the different administrative levels. (DG, P&T, Post Office Guide Part I, 1977, P.71; DG, P&T, letter No.36/A.Revise/80-81/PC dated 14.12.1981).

4.6.6. Personnel Management.

The Personnel Management functions in the Department include Recruitment, Training, Placement, Promotions,

Transfers, Discipline and Welfare. A detailed discussion on the Personnel Management Policies and Functions is made in Chapter VII. Hence a brief account only is made here. In view of the high decentralisation in the Postal Department, the Personnel Management Functions are performed at different levels of administration.

Recruitment : Recruitment to the cadres of Indian Postal Service Group A, Inspectors of Post Offices and Railway Mail Service, Welfare Officers and Junior Accounts Officers is made by the Directorate. (Nuthmawmy P., Swaney's Compilation of Posts & Telegraphs Manual Volume IV, 1981, P.37; PP.79-80; Director General, P&T, letter No.22-22/71-CPA-II dated 28.4.1972; Director General, P&T letter No.17-1/77-SEA dated 15.4.1977). However recruitment to the Clerical cadres in Operative Offices is made at divisional level monitored by Circle Office. (Director General P&T, Letter No.60/49/72-CPB-I dated 10.1.1973). Recruitment of the Extra Departmental staff is made at the Divisional and Sub Divisional levels. (Nuthmawmy P., 1983(b), PP.33-45).

Training : The training policies for the department as a whole are decided by the Postal Directorate. Instructional training was not imparted to officials till 1951. The first training centre on the postal side was opened at Agartala on 2.4.1951. The growing needs of training necessitated the opening of new training centres. Training centres were

opened at Baroda on 1.7.1962, at Mysore on 20.4.1965 at Darbhanga on 12.7.1966, and at Madurai on 25.8.1981. (Srinivasan, S., 1981, P.38 A ; Viswanathan, K., 1985, P.6).

The Regional Training Centres impart institutional and inservice refresher training and special Savings Bank training to the staff in Group C and Group B cadres. Each training centre looks after the training requirements of certain specified neighbouring postal circles.

The training centres are headed by Principals. The faculty consists of Lecturers and Instructors. The house keeping and administrative functions are looked after by Administrative Officers. In addition, supporting staff are also available. The posts of Principals of Saharanpur, Mysore, Baroda and Darbhanga which were in the Senior Class I scale were upgraded to Junior Administrative scale (Director's rank) in 1981. (DG, P&T, Letter No.2/1/81-PO dated 18.3.1981). The Postal Training Centre, Madurai is however headed by a Vice-Principal in the rank of Senior Class I.

Postal Staff College, India was established in New Delhi in 1977 to provide managerial training at the executive levels. Both inservice and induction training courses are provided by the staff college. (Srinivasan S., 1981, P.38A).

The Postal Staff College is headed by a Director in the rank of a Postmaster General in Senior Administrative level. The Director is assisted by Joint Directors, Deputy Directors, Administrative and Accounts Officers and

other supporting staff.

During 1983-84, 300 officials were trained. In addition, the five Regional Training Centres have trained 14,398 officials in various disciplines in 1983-84. (Indian P&T Department, Annual Report, 1983-84, P.3).

Even though training is a centralised function monitored by the Directorate and imparted through the Training Centres directly working under the Directorate, at times when the clerical staff are urgently needed for the divisions and when the training centres cannot cater to the needs of the Circles, local training classes are arranged. (P&T Board letter No.76-5/78-SPB.I dated 23.12.1981).

Placement : Posting of Junior and Senior Administrative Officers are made by the Postal Directorate. Transfer and posting of other Gazetted Officers within the Circle and postings and rotational transfers of officials in the cadre of HOD-I, HOD-II, Assistant Superintendents and Inspectors are made by the Circle Office. The clerical cadre staff are however transferred within the Division by the Divisional heads. (Pg. 87, P&T Manual Volume III, 1980, P.323; PP.337-344; P.354; P.360, PP.365-366; P.370).

Promotions : Promotions to the Group B and above cadres are made by the Postal Directorate. All other promotions in the various grades in the clerical cadres and Supervisory cadres are done at the Circle level by holding Departmental Promotion Committees. Promotions to the Selection Grade

from the Postmen, Group D, Mail Guard and Mailman cadres are made at the Divisional level.

Disciplinary Matters : The departmental staff are governed by the Central Civil Services (Classification, Control & Appeals) Rules, 1964 and Central Civil Services (Conduct) Rules, 1965. For violation of these rules and breach of departmental instructions, the departmental staff are proceeded against under the Central Civil Services (Classification, Control and Appeals) Rules, 1964. The Extra Departmental staff are governed by the Extra Departmental Agents (Conduct and Appeal) Rules, 1964. (Nayar K.N.H., 1982, PP.1-2).

Welfare : The welfare and sports matters for the department as a whole are monitored by the Postal Directorate. A Regional Sports Control Board looks after the function of the sports and cultural activities for the whole Circle. At the divisional level the sports and welfare activities are looked after by the Divisional Sports Control Boards of which Divisional Heads are the Chairmen. (General Manager, Telecommunications, Kerala, 'Booklet on Welfare Matters', 1983, PP.1-2).

For providing medical facilities to the staff, 53 P&T Dispensaries are functioning at 45 stations in the country serving about 1.2 lakhs P&T employees and members of their family. (Indian P&T Department, Annual Report, 1983-84, P.5). The dispensaries were under the control of local postal or

telecommunication authorities before bifurcation of the department. On formation of separate postal and telecommunication departments, the medical services were brought under the postal department but the facilities are made available to the telecommunication personnel also on mutually agreeable charges to be accounted for at the board level. (Ministry of Communications letter No.2-1/ODT/D/B2 dated 23.3.1989).

4.6.7. Accounts and Finance Management.

The budgeting, costing and other financial functions at the all India level are performed by the Postal Directorate. The financial functions for the Circle as a whole are performed at the Circle Office and the Head of the Circle in this regard is assisted by the Internal Financial Advisor who is also the Deputy Director of Postal Accounts.

The allotment of funds under various heads of accounts namely, wages, travelling expenses, medical expenses, overtime allowance and office expenses are controlled by the Circle Office. The maintenance of the accounts and settlement of Audit objections on a Circle basis is done at the Circle Office (PWC, Kerala letter No. RWT/23-4/B5 dated 26.11.1985).

The budgeting for the divisions is done by the Divisional Heads and the expenditure is regulated within the allotments.

For accounting purposes the Branch Post Offices are linked to the Sub Post Offices and the Sub Post Offices are

linked to the Head Post Offices. Thus the Head Post Offices and the Sub Post Offices have got the important function of monitoring and regulating the monetary transactions of the branch post offices. The Head Post Offices perform the treasury functions also in addition, and look after the financing of the Sub Post Offices and branch post offices under their accounts jurisdiction. The Head Post Offices transact with Banks and Treasuries for drawing cash needed and remitting excess cash. Similarly the Head Post Offices assess the requirements and regulate the supply of stamps and stationery items of Sub Post Offices. The accounts of the branch post offices are incorporated every day in the accounts of the sub post offices and the accounts of the sub post offices are incorporated in the accounts of the Head Post Offices. Accounting is regulated by getting daily accounts from branch post offices and sub post offices by the Head Post Offices. This accounting function of the Head Post Office is unique in its nature. The accounts of the post offices are consolidated by the Head Post Offices and the returns submitted to the Deputy Director of Postal Accounts. (POT Department, POT Financial Hand Book, Volume XI, 1973, pp. 76-35; pp. 70-71).

The audit functions for the whole Circle is done at the Circle level by the Postal Audit Office.

4.7.0. CONCLUDING REMARKS

The Post Offices had to perform a large number of functions over the years. In addition to the primary functions of the department like letter post, parcel post, registration, insurance, money order and postal order services the Department had to undertake a number of agency functions. In view of the fact that the post offices are spread over the entire length and breadth of the country, many non-postal functions were entrusted to the post offices, by the Government as detailed in the preceding paragraphs. Some of the functions performed by the Department have since been discontinued. However, new functions have been added up in their place. In short, it can be seen that the post offices, even today continue as the agency of the Government in reaching the masses. In addition to the line functions the Department is performing the staff functions like planning, materials management, research and development, vigilance, investigation, personnel management and financial management. There are very few institutions of the Government of India like the post office which undertake such a large number of functions; and this fact itself makes the post office unique in its nature and functions.

The Indian Postal Department performs these massive functions through 16 Postal Circles, 47 Regional Directorates, 438 Postal Divisions, 67 RMO Divisions, 49 Postal Stores

Depots, 17 Circle Stamp Depots, 1 Postal Staff College, 5 Postal Training Centres and 54 PCT Dispensaries under the over all control of the Postal Directorate. 1,44,718 Post Offices (of which 33,842 provide telegraph service) render service to the public. 1,563 Gazetted, 3,08,622 non-Gazetted and 2,99,468 Extra Departmental staff totalling 6,09,653 perform the various line and staff functions in the Department. (Department of Posts, Statistical Hand Book, 1985, PP.2-3).

CHAPTER - V

**EVOLUTION OF THE POSTAL SYSTEM IN KENYA
WITH SPECIAL REFERENCE TO OBJECTIVES,
FUNCTIONS AND STRUCTURE**

CHAPTER - V

5.0.0. EVOLUTION OF THE POSTAL SYSTEM IN KERALA WITH SPECIAL REFERENCE TO OBJECTIVES, FUNCTIONS AND STRUCTURE

5.1.0. INTRODUCTION

Kerala State, as it is today, was formed on 1st November 1956. Kerala comprises the erstwhile Travancore State, Cochin State and British Malabar Region. Some of the portions of the erstwhile Travancore State in the southern area have now gone to Tamilnadu State.

The Travancore State had a separate postal system known as the Anchal, the origin of which dates back to 1760. The Cochin State had also a separate postal system known as Cochin Anchal the origin of which dates back to 1791. There is no record relating to the existence of any established indigenous postal system in the Malabar area. The Malabar region, however, had the Indian Post Offices during the British period.

5.2.0. BACKGROUND OF THE TRAVANCORE ANCHAL

5.2.1. The Physical Description of the State

The Travancore State was bounded on the north by Cochin State and Coimbatore District, on the east by the

Districts of Madurai, Ramanathapuram and Tirunelveli, on the south by the Indian Ocean and on the west by the Arabian Sea. The area of the State was 7625 sq.miles. Three isolated tracts viz., Anaimalai Valley, Sheikhatta Taluk and slopes of Mahendragiri covering a total area of 200 sq. miles projected into the British Indian territory. (Moses H.S., 1973, P.4).

5.2.2. Origin of the Anchal

"The Travancore Anchal" was a very efficient postal system and provided various services to the public.

The word "Anchal" is derived from the Latin word "Angelus" - Angel in English meaning Messenger or God's Messenger. (Sahitya Pravarthaka Co-op. Society, Encyclopaedia Vol.I(Malayalam), 1970, P.146). According to Dr. H.S. Moses, the term Anchal might have been derived from the Urdu word 'Ungal' meaning message, narrative or story. (Moses H.S., 1973, P.40).

According to the Malayalam Encyclopaedia, it was Col. Munro who gave the name Anchal to the Department conveying the messages. (Sahitya Pravarthaka Co-op. Society, Encyclopaedia Vol.I (Malayalam), 1970, P.156).

The exact date on which the Anchal system originated is not traceable. It is known that the system evolved for the purposes of Administration.

During the time of Marthanda Varma Maharaja (1729-1798 AD), a transport system was available through in a rudimentary form. There is a reference about the trans-

mission of letters by Anchal in the Treasury Accounts of the year 936 ME⁴ (1760-61 AD) found in the 'Chellanvaka Records'.⁵ The regular Anchal service extended upto Shorthala and beyond as early as 941 ME (1765-66 AD). (Vain Pillai T.K., 1940, P.256).

There is a mention about an order prevalent in Travancore in 1757 for payment of remuneration to the Anchalkaran (Anchalman), in the Revenue Manual of Dewan Peshwar R. Mahadeva Iyer published in 1915. (Socraned Kunjan Pillai, Malayalam Lexicon, 1965, P.142; Sahitya Pravarthana Co-operative Society (SPCS), Malayalam Encyclopaedia, 1970, P.146).

According to V. Nagan Aiyar, Dewan Peshwar of Travancore, "the Sircar Anchal is one of the oldest institutions in the country. Shangoonny Memon in his History of Travancore says that 'in 959 ME (1766 AD) His Highness Rama Varma after his return from Sansarvaran improved the Anchal and established it on better principles'. This was long before the days of Sir Rowland Hill's Penny Postage, and the reform after the postal system of the world which he achieved". (Nagan Aiyar V., 1906, P.409).

⁴Malabar Era also known as Kollam Era is believed to have been founded in 824 AD when King Udaya Martanda Varma was ruling Kollam (Quilon). On 17th August 824 AD, the new Era is known to have been adopted.

⁵Chellanvaka Records are Travancore Palace Administration Records.

The Penny Postage System was introduced only on 10th January 1840, but the Travancore Anchal System was on strong footing much before that. (Nagam Aiyar, V., 1906, P.489).

5.2.3. Objectives

The objective of the Travancore Anchal System, as could be traced from the records, was to provide a means for official communications, documents and materials. However, in course of time, the system was made open to the public also. The objectives are not seen spelt out clearly in any of the documents and very little is known about the early history of the Anchal System.

5.3.0. LINE FUNCTIONS OF THE TRAVANGORE ANCHAL

To begin with, functions of the Anchal System were confined to the transmission of:-

- (1) Service covers from and to mofussil stations;
- (2) Vegetables from certain mofussil stations to the capital for the use of the palace;
- (3) Flowers etc. from outstations for the use of Principal pagoda at the capital; and
- (4) Official communications between officers of the court and certain important messages between the Ruler and the Ministerial Officers of the State. (Velu Pillai T.K., 1960, PP.255-256).

By the proclamation of 1814 (989 ME) the Judicial Institutions of the country were directed for the transmission of written communications of plaintiffs and defendants through Anchal Service. The proclamation of 1818 (993 ME) permitted the landed gentry to forward written complaints to the Hagar through the Anchal free of cost. The Anchal-pillars (meaning Anchalawn) were to be satisfied about the genuineness of the complaints. (Vein Pillai T.K., 1940, P.255).

In 1848-49 (1024 ME), the Department which was purely doing 'sircar' business was thrown open to the Government servants and petitioners. The private covers of the Government servants and petitions of the people were carried free. As the free service led to abuse of the facility, the petitioners were required to attest in writing to the genuineness of the grievances to the satisfaction of the Anchal Masters. (Nagan Aiyar V., 1906, P.490).

5.3.1. Cadjan Letters

Two types of cadjan letters were in vogue in those days. One written on cadjan pieces and enclosed in paper covers and the other written on long cadjan pieces and rolled up. The letters were sorted in the Anchal Offices and despatched in sealed gummy bags and handed over to the runners. Paper was introduced in the place of cadjan in 1873-74. (Vein Pillai T.K., 1940, PP. 257-258).

5.3.2. Letter Mail Service

The posting of private letters was allowed in 1860-61 at the rate of 1 chukram⁶ per cover irrespective of the weight and distance. Separate receipts were granted to letters posted and a nominal Register of Letters Posted was maintained. A distinction was made in respect of letter mail and parcel mail in 1860-61. (Velu Pillai T.K., 1940, P.257).

5.3.3. Express Service

In 1860-61 Express Letters were introduced. One fanam amounting to 2½ annas per mile was the rate fixed. (Velu Pillai T.K., 1940, P.257).

An express night service was in existence but the actual date of commencement of the service is not known. The service was available during 1902-03 (1078 ME). It is seen from the rules passed on 9th January 1919 that the night service for express letters was further continued. The rate for night service was two fanams per mile or fraction of a mile. Initially the fee was collected in cash but subsequently stamps were used. It was obligatory to register letters sent by Express Service.

⁶Travancore had issued coins, namely, cash, chukram and fanam. 16 cash formed one chukram, 4 chukrams formed one fanam and 7 fanams equal to 28 chukrams formed one Travancore rupee. But one British rupee was exchanged for 20½ chukrams. (Moosa H.S., 1973, P.27)

There was a Service Express system prevalent and according to the Anchal Rules of 1882, service Express could be ordered by the 'Sarvadhikaryakar' on behalf of Maharaja, the Dewan and the Anchal Superintendent. According to Dr. H.S. Moosa, the express service was never popular among the public due to the high rate of fee. (Moosa H.S., 1973, PP.81-82; P.145).

5.3.4. Registration Service

In 1865-66 (1041 HE), the registration service came into existence, on payment of 7 chukrams (about 4 annas) per cover. With the revision of the rates in 1881-82, the registration fee on letter was reduced from 7 chukrams to 6 chukrams. This was further reduced to 3 chukrams. The registration of book and pattern packets was allowed on payment of 3 chukrams. A system of giving acknowledgement receipts from the addressees was available on payment of a fee of 2 chukrams. In 1889-1890 the registration fee of 3 chukrams and acknowledgement fee of 2 chukrams were reduced to 2 chukrams and 1 chukram respectively. (Nagan Aiyar V., 1906, PP.491-493). In 1895-96 the registration fee was again raised to 3 chukrams. In 1897-98 the registration fee on letters was raised from 3 to $3\frac{1}{2}$ chukrams. However, in 1900, the rate was further reduced to 3 chukrams. (Velu Pillai T.K., 1940, P.258). There was no subsequent change in the rate.

Prior to the introduction of the Adhesive Stamps the registration and postage fee were collected in cash. Subsequently the prepayment by means of stamps became compulsory. The Registered mail service of Travancore was very popular among the public. (Moses H.S., 1973, P.84; P.87).

5.3.5. Stamps and Stationery

1888-89 (1064 ME) is an important year in the history of the Travancore Anchal. Anchal stamps and cards were introduced during that year for the first time. Service cards and bearing system were also introduced during that year. (Nagan Aiyar V., 1906, P.492). The stamps and cards were printed in the Stamp Office. The embossed envelopes brought out in 1890 were of the value of 1, 2, 3 and 4 chukrams. The public who purchased items for not less than 7 chukrams were given a discount of 2 chukrams per rupee. (Vein Pillai I.K., 1940, P.70).

In 1890-91 (1066 ME) Reply Cards were introduced. In 1895-96 stamps of the value of $\frac{1}{2}$ chukram for letters weighing $\frac{1}{2}$ tola and below and wrappers costing $\frac{1}{2}$ chukram were introduced. (Nagan Aiyar V., 1906, P.492).

In 1899 letter cards were introduced and the price of cards was reduced from 8 cash to 5 cash. In 1902-03 it was again reduced to 4 cash with a discount of 1 cash for 1 rupee. The design of the stamp was improved during that

year by substituting the effigy of His Highness the Maharaja for the shank.

In 1903-04 the price of letter cards was reduced from 1 chukram to $\frac{3}{4}$ chukram. (Velu Pillai T.K., 1940, P.70; PP.259-260).

In 1906 the six cash labels were introduced abolishing the Anchal Wrappers. In that year $\frac{1}{2}$ cash labels for private cards were also introduced. After 2 years six cash and 8 cash service Anchal Stamps were printed for Government use. In 1920 ordinary and service stamps of $1\frac{1}{2}$ chukrams were introduced.

Consequent on the general revision of rates in 1921 Anchal Stamps of value 10 cash and 5 cash and cards of 5 cash and the covers of value 10 cash were introduced. In 1925 service Anchal Stamps for 7 chukrams and $1\frac{1}{4}$ chukrams were introduced. The design of the Anchal Cards were changed during that year. In 1932 to commemorate the accession of the Maharaja, stamps of 3 denominations viz., 3 chukrams depicting the bust of the Maharaja, 12 cash depicting the State Chariot drawn by six horses and 6 cash depicting the front view of Padmanabha Swamy's Temple at Trivandrum. In 1937 stamps of denominations 3 chukrams, $1\frac{1}{2}$ chukrams, 12 cash and 6 cash depicting the Effigy of the Maharaja and pictures of important temples were issued to commemorate the 'Temple Entry Proclamation'. (Velu Pillai T.K., 1940, PP.70-71).

In 1932 (1106 ME) the number of stamps and stationery issued totalled 2,68,99,035. This number became 1,66,98,506 by 1937 (1111 ME). The reduction in number is presumably due to the discontinuance of the issue of service Anchal Cards in 1936-37. It is also seen that there was a gradual decline in the manufacture of service Anchal Cards from 1933 onwards. (Velu Pillai T.K., 1940, P.73).

Photostat copies of some of the Travancore Anchal Stamps and Travancore Anchal Stationery are given as Fig. V-I and Fig. V-II respectively under Annexure-II.

5.3.6. AMMUNITION

Arrangements existed in the Anchal system for the conveyance of book and pattern packets and newspapers. Concessions were also offered by way of reduced tariff for the newspapers. Postage on newspapers weighing 10 tolas and below was reduced from 2 chukrams to 1 chukram during 1875. (Velu Pillai T.K., 1940, P.258). In 1890-91 postage on newspapers weighing 5 tolas and below was reduced from 1 chukram to $\frac{1}{2}$ chukram. (Nagan Aiyar V., 1906, P.492). Postage on book and pattern packets was reduced to $\frac{1}{2}$ chukram in 1894-95. In 1899 the price of wrappers was reduced from 8 to 6 cash. (Velu Pillai T.K., 1940, P.259).

5.3.7. Hundies (H.O.s)

In 1901 the Money Order system was introduced in the Travancore Anchal. (Travancore Government, Travancore Administration Report, 1122 ME (1946-47 AD), 1948, P.185). It was known as Hundii system. The Hundii was an order issued by an Anchal office for the payment of a sum of money from an Anchal Office. Separate receipts were issued while accepting hundies by the Anchal Office.

Some space was provided in the money order form for the payee to communicate any message to the remitter. It is worthwhile to mention that this privilege was not available in the British Postal System. The Travancore Anchal hundii was an improvement over the British Money Order system to that extent. (Nagan Aiyar, 1906, PP.492-493).

According to the Travancore Directory of 1938 published by the order of the Government of Maharaj, the maximum amount of a hundii was Rs.500/- (Travancore Government, The Travancore Directory 1938, 1937, PP.556-557).

In addition to the inland hundies foreign hundii system was also available for remittance of money to the Cochin State. There was reciprocity of service between Travancore and Cochin Anchal systems effective from 1.1.1088 ME (1912 AD) and hundies were exchanged. In respect of foreign hundies, the amount was to be entered in British exchange only and the amount was not to exceed Rs.500/-

without fraction of an anna. The Travancore and Cochin States levied separate rates of commission on hundies issued by them and there were separate forms also. The adjustments of the accounts between the two States were arranged through the Central Anchal Offices in each State. In Travancore State, Alwaye and in Cochin State, Ernakulam were the Central Anchal Offices. The foreign hundi commission by the two States were equally divided. VP hundies were also separately accounted for. (Travancore Government, Travancore Directory 1936, 1937, PP.556-557).

In addition to the normal hundies, revenue hundies were also available for remittance of land tax or cess or other items of land revenue to the Government. Separate forms were prescribed for this purpose. In the Travancore Anchal, rates of commission of Inland and Foreign hundies were the same. The aggregate value of money orders transmitted by the Department in 1935-36 was Rs.35.16 lakhs. (Vein Pillai I.K., 1940, P.260).

5.3.6. Parcel

The Travancore Anchal had provided parcel service, presumably from the very inception of the Anchal. The distinction between letter and parcel (Banghy) was made in 1860-61 after the Anchal services were made available to the public. (Moore N.S., 1973, PP.947-948). The rate for parcel was 3 chinkrams for weight not exceeding 20 tolas.

For parcels weighing between 20 and 40 tolas, $\frac{1}{2}$ chukrams and for every additional 40 tolas or part thereof $\frac{1}{2}$ chukrams were levied. (Travancore Government, Travancore Directory 1936, 1937, PP.549-550).

5.3.9. Value Payable Service

The Value Payable Service was commenced in 1906. (Travancore Government, Travancore Administration Report, 1122 ME/1946-47, 1948, P.165).

Registered articles of all classes were given the facility of VP Anchal Service and the VP amount was not to exceed Rs.500/- The articles could be posted in any Anchal Office giving hundi service and the service was available to the Cochin State also. In the VP Anchal articles going to the Cochin State the amount was to be marked in the British coinage. The postage rates for the parcels and VP were the same. (Travancore Government, Travancore Directory 1936, 1937, PP.552-553).

5.3.10. Insurance

Insurance service was started in 1921. (Travancore Government, Travancore Administration Report 1122 ME/1946-47 AD, 1948, P.165). The service was available for registered letters, VP registered articles and registered parcels upto a value of Rs.100/- The service was made available in specified offices authorized by the Anchal Superintendents.

In addition to the postage and registration fee, an insurance fee of 1 chukram for an insured value not exceeding Rs.50/- and a further fee of 1 chukram for every additional Rs.50/- or fraction thereof was levied. (Travancore Government, Travancore Directory 1936, 1937, PP.551-553).

5.3.11. Anchal Savings Bank

The Travancore Anchal had an Anchal Savings Bank. The commencement of this service was in 1912. (Travancore Government, Travancore Administration Report 1122 12/1946-47 AD, 1948, P.185).

The Savings Bank business was conducted in all the State Treasuries and in the more important Anchal Offices. In addition to the ordinary accounts, security accounts (for Government servants and contractors for furnishing security), public accounts (for Ministries, Co-operative Societies, Public Bodies, and Institutions) and fixed deposit accounts (for Municipalities and Devarwams having personal deposit accounts and Treasuries) were permitted. An amount of Rs.5,000/- could be only deposited in an ordinary account in a year. The maximum amount that could be retained in an ordinary account was Rs.20,000/- at any time. However, in the case of public accounts the maximum balance could be only Rs.20,000/- at a time but there was no restriction on the amount of deposit in a year. There was no maximum ceiling to be held in the security and Fixed

Deposit Accounts. An interest of 2½ per annum on the lowest balance between the 6th and the close of the month was permitted for Ordinary Security and Public accounts. However, for Fixed Deposit Accounts, the interest was 3½ per annum. The restriction was that the deposits should be only in multiples of Rs.100/-

It would appear that the Anchal Savings Bank was quite popular and by 1936 (1111 ME) there was a balance of Rs.189.57 lakhs in 1,74,469 accounts. (Vein Pillai P.L., 1940, P.284-285). By 1946-47 (1122 ME) the balance became Rs.476.2 lakhs. (Travancore Government, Travancore Administration Report 1122 ME/1946-47 AD, 1948, P.187).

5.3.12. Small Savings Scheme

The Anchal Offices sold National Savings Certificates. In 1945-46 (1121 ME), 37 Anchal Offices provided this service and by 1946-47 the services were introduced in 19 more offices. During 1946-47 certificates worth Rs.7.86 lakhs were sold. (Travancore Government, Travancore Administration Report 1122 ME/1946-47 AD, 1948, P.187).

5.3.13. Telephone Work in Anchal Offices

Public Call Office facility was available in Anchal Offices. In 1946-47 (1122 ME) a public call office was opened in Kiliannoor Anchal Office and with that there were altogether 31 Anchal Offices doing telephone work. Travancore

core Government, Travancore Administration Report 1122 M/ 1946-47 AD, 1948, P.187).

5.3.14. Miscellaneous Functions

The Travancore Anchal had performed certain non-postal functions also. Quinine and Chlorodyne were sold through the Anchal Offices during 1897-98. (Nagam Aiyar V., 1906, P.492).

5.3.15. Privileged Mail

Even after passing the Travancore Anchal Regulations (Regulation 1 of 106 M (1888 AD), the free transmission of letters from the palace and allied institutions continued. The letters relating to departmental and administrative matters were marked on 'sirar services' and letters of private interest of which postage at pre-paid rates were charged at the time of delivery were marked 'service bearing'. Anchal Department, the Resident and his Office and the palace had the facility of the privileged mail. (Nocess H.S., 1973, P.104; PP.107-108).

There were reciprocal arrangements for the free transmission for privileged mail between Travancore and Cochin. (Nocess H.S., 1973, PP.108-109).

After 1938, the State Transport Department was also given the facility of privileged mail with indication on "State Transport Service" considering the mail conveyance

service rendered by the Transport Department. The privileged mail facility of the Palace and allied institutions continued till 1st July 1949 but the privilege for the resident ceased with the independence of India. (Moses H.S., 1973, PP.117-118).

5.3.16. Collection of Mail

Letters were initially received direct by the Anchal Masters. The Anchal Masters were authorized to receive letters from members of the public after satisfying their genuineness for transmission. The exact date of the installation of the letter boxes is not readily traceable in records. According to V. Hagan Aiya, 'Devan Pashoor', Pillar Letter Boxes were introduced in 1888-89. (Hagan Aiya V., 1906, P.492). The Pillar Letter Boxes were known as 'Anchalutti' in Malayalam (Socraned Kunjan Pillai, Malayalam Lexicon, 1965, P.142). With the introduction of postage stamps, the planting of the letter boxes became common and letter boxes were planted at important places. The Pillar Anchal Letter boxes were painted in green colour.

The actual number of letter boxes installed in the beginning is not known. (Moses H.S., 1973, PP.89-90). According to Hagan Aiya V., there were 179 letter boxes and 150 Anchal Offices in 1903-04. The total number of official and private letters posted during the year was 49,01,609. The length of the mail communication was 928 miles. (Hagan

Aiya V., 1906, P.493). Subsequently the number of letter boxes became 185. (Nagan Aiya V., 1906, P.263). By 1919-20 Letter Boxes and Anchal Offices became 307 and 225 respectively. By 1935-36 the number of letter boxes became 522 and the Anchal Offices 344. (Valu Pillai T.K., 1940, P.260). By 1946-47, there were 202 departmental and 194 non-departmental Anchal Offices totalling 396. The number of letter boxes was 650. (Travancore Government, Travancore Administration Report, 1122 NR/1946-47 AD, 1948, P.185).

5.3.17. Sorting and Transmission

To begin with the sorting of the mail was carried out by the Anchal Masters. The mails were conveyed through the Mail Runners or 'Anchalakaran'. Runners were required to traverse 2 miles an hour and they were penalised by a fine of one chukram ($\frac{1}{2}$ anna) for every hour delayed. The fine was 2 chukrams if the mail delayed was 'express'. (Valu Pillai T.K., 1940, P.256).

In 1868-69, a Boat Transit was sanctioned from Trivandrum to Shoranore which was the nearest station on the Madras Railway. The distance of this line was about 180 miles. (Nagan Aiya V., 1906, P.491). The Sircar Transit Agency was for the conveyance of parcels. (Travancore Government, The Travancore Almanac & Directory for 1921, 1920, P.537). The establishment of the Boat Transit was attached to the State Anchal Department with Headquarters

at Trivandrum. The line between Shoranore and Karurapadantha of 64 miles was covered by Bullock carts and country oxen. There were 10 Transit Agency Stations at Trivandrum, Warkalay, Quilon, Ambalapalay, Alleppey, Vycosa, Cochin, Karurapadantha (also known as Karupadanna), Trichoor and Shoranore. Of these, Shoranore was in Malabar District of Madras Presidency and the first six stations were in Travancore and the other three stations were in Cochin State. (Moses H.S., 1973, PP.44-45).

5.3.16. Railway Mail Service of TRAVANCORE ANCHAL

The Travancore Anchal Department maintained a Railway Mail Service from Trivandrum to Shencottah. The Railway line owned by the State was leased to the Madras Railway for operation. The railway line between Tinnervely and Quilon was opened for traffic on 26th November, 1906. The actual date of commencement of the Anchal Railway Mail Service is not known. It would appear that the Railway Mail Service commenced functioning after the opening of the Shencottah-Quilon section in 1906 and Quilon-Trivandrum Beach section in 1918 respectively. The running of the Anchal Mail Service from Thampuzh to Shencottah commenced after the line was connected to Thampuzh (Trivandrum Central) in 1931. (Moses H.S., 1973, PP.100-101).

With the introduction of the State Transport Bus Service from 21st February, 1938 the Bus services were

utilised for mail conveyance to various places not connected by rail. (Nocess H.S., 1973, PP.116-117).

In 1935-36 the total length of the mail line became 1515 miles consisting of runner service for 696 miles, Motor Bus Service for 522 miles, Motor Boat Service for 18 miles and Railway Service for 99 miles.

The number of letters transmitted by the Anchal Department during 1935-36 was over 225 lakhs. (Vela Pilled T.K., 1940, P.260).

A map of Travancore indicating the systems of mail transport is given as Fig.V-III under Annexure-II.

There were 111 Anchal mail lines as per the Anchal Mail Time Table. (Travancore Anchal Department, Anchal Mail Time Table, 1098 ME (1922 AD), PP.1-44).

By 1946-47 the mail conveyance was made by Railways for 99 miles, by boats for 18 miles, by motor buses for 965.75 miles and by runners for 743 miles totalling 1825.75 miles. (Travancore Government, Travancore Administration Report 1122 ME/1946-47 AD, 1948, P.187).

5.3.19. Stamps, Seals and Clocks

In 1871-72, datestamps were supplied to important offices. The next year (1872-73) clocks were also supplied. The articles posted were date-stamped before transmission. Different kinds of stamps and seals were used indicating

various services. (Nagan Aiyar V., 1906, P.491).

5.3.20. Delivery of Letters

Articles were delivered through the Anchal Sepoys. (Sreenan Kunjan Pillai, Malayalam Lexicon, 1965, P.142). The Anchal Masters also conducted the duties of Delivery Peons in addition to their duties. The services of 'Viruthikars' (Service Inam Land holders) were utilised at important stations. The official covers were delivered only by the Anchal Masters.

In the capital services of the delivery peons were utilised. The Delivery Peons were known as 'Chilava Sadhanakkar', meaning those who deliver 'Sadhanams'. The communication addressed by the subordinate offices to the Dewan and other superior officers were known as 'Sadhanams'. (Valu Pillai T.K., 1960, P.256).

The window delivery facility was also provided by the Anchal Offices. A fee of Rs.1/- per month was levied for using the Tapal Boxes. (Travancore Government, Travancore Directory 1938, 1937, PP.555-556).

During 1861-62 (1037 ME), the system of charging for rural delivery namely 'Madakuly' was introduced. The rate was $\frac{1}{2}$ chukram per letter per mile on letters delivered beyond a radius of 2 miles from the Anchal Offices. However the Madakuly system for rural delivery was abolished in

1899-1900. (Vela Pillai T.K., 1940, PP.297-299).

5.3.21. Dead Letter Office

In 1894-95 a Dead Letter Office was opened for disposing of the articles which could not be delivered. (Magan Aiyar V., 1906, P.492). The Anchal Offices undertook the responsibility of re-directing the articles free of charge. The Anchal Offices also undertook the responsibility of keeping the articles in deposit for 7 days in respect of articles the addressees of which had left without instructions. However, the articles with marking 'to await arrival' were kept in deposit for a period of 1 month. (Travancore Government, Travancore Directory 1938, 1937, PP.573-574).

5.3.22. Restriction in Functions

All Anchal Offices performed money order business whereas insurance business was carried out in a few selected offices only. The Savings Bank work was done in many of the offices. During 1937-38, of the 356 Anchal Offices, only 144 performed Savings Bank work. The insurance work was done only by 20 offices. The number of articles issued during that year was 215 lakhs. (Travancore Government, Travancore Directory 1938, 1937, P.548).

By 1946-47 the number of offices performing Savings Bank work became 166 but the number of offices doing insurance work remained as 20. (Travancore Government,

Travancore Administration Report 1122 ME/1946-47 AD, 1948, P.167.

5.4.0. STAFF FUNCTIONS OF THE TRAVANCORE ANCHAL

The Malvicharippukar appointed in 1644, besides being a General Superintendent presumably exercised a sort of magisterial authority inflicting corporal punishment on delinquent runners. The Setharippus were entrusted with the duty of disbursing pay to the establishments. (Nagan Aiyar V., 1906, P.439).

The Inspectors, during 1861-62, were to inspect offices and make reports to the Superintendent in addition to the disbursement of pay of the runners and members of the outstation establishment. (Voin Pillai T.K., 1940, P.237).

The Anchal Inspector being the chief officer of the Anchal Division could appoint Anchalmen, runners and postmen and could exercise disciplinary powers. (The Travancore Anchal Department, Travancore Anchal Manual Volume II, Anchal Inspectors' Manual, 1937, PP.1-2).

The complaints against the services were transmitted free to the Anchal Superintendent who had dealt with them. (Travancore Government, Travancore Directory 1936, 1937, PP.535-536).

According to the Travancore Anchal Manual Vol.I, the Anchal Superintendent was responsible for personnel manage-

ment of the staff working under him such as appointments, postings, transfers and settling personal cases and claims on service matters. He also functioned as the disciplinary authority in respect of the staff appointed by him. The inspection of the offices in detail, at least once in a year, was another important function of the Superintendent and he was to spend not less than 130 days in camp. Giving transit contracts, exercising financial powers on petty construction and repairs, fixing cash balances of the Anchal Offices were certain other important functions of the Anchal Superintendent. (Travancore Anchal Department, Travancore Anchal Manual, Vol.I, 1937, P.1-2).

5.5.0. STRUCTURE OF THE TRAVANCORE ANCHAL DEPARTMENT

In the beginning, the Anchal Department was in the immediate control of the Dewan. There were a few main lines connecting the principal stations in the interior of the country with the seat of the Government. (Nagan Aya V., 1906, P.489).

The Department functioned in the Kuzh Cutcherry. (Sabitva Pravartaka Co-op. Society, Encyclopaedia VOL.I (Malayalam), 1970, P.146). The state was divided into 2 Anchal Divisions in 1790 (965 ME). One Division was extending from Thovala to Varkala and the other from Quilon to Pagar. Each Division was under a Melvicharippu or Superintendent. The monthly pay of the Melvicharippu was 66 Pannas (about Rs.9 annas 6).

The establishment of the Melvicharippu consisted of a clerk on 22½ Fanams, a Daffadar on 15 Fanams and a Peon on 18 Fanams. The Daffadar in addition to his pay enjoyed free meals. The number of Anchal Offices became 51 and this necessitated formation of one more Division by 1809.

The expenditure of the Department during that year was 9,359½ Fanams. (Rs.7,765 and 18 annas).

The monthly pay of the Head of the Anchal Department was raised from 65 Fanams to Rs.300/- when Mr. Harrison, a former employee of the East India Company was appointed to the post on the recommendation of Col. Munro in 1818 (993 ME). Mr. Harrison was given a Personal Assistant to help him in the management of the Department. Later on when the post was given to an Indian, the pay was reduced from 2100 Fanams to 147½ Fanams. The expenditure of the Department in 1826 (1001 ME) was slightly over Rs.1100/- (Vela Pillai T.L., 1940, PP.254-255).

According to Nagan Aiyar, the establishment of the Anchal formed part of the Nagar Nayagam Department in 1844. The establishment consisted of one Melvicharippukar on 147 Fanams (Rs.21/-), two Sekharippus on 45 Fanams (Rs.6½) and two clerks, one cashier, two peons, 47 Anchalpillanars (Anchal Masters) and 170 Bannars.

The pay of the Anchalpillanars varied from 15 Fanams

(Rs.2/-) to 25 Fanams (Rs.3½). The wages of the runners varied from 10 Fanams (Rs.1½) to 25 Fanams (Rs.3½).

There were 46 Anchal Stations during that year. (Nagan Aiyā V., 1906, PP.489-490).

In 1860-61 a Superintendent was appointed on a monthly salary of Rs.40/- Next year 4 Inspectors were also appointed. (Nagan Aiyā, V., 1906, (PP.489-490). In 1875 the salaries of the runners on the main line were revised and Travelling Allowance was sanctioned to the Anchal Inspectors. In the same year a large number of Delivery Peons were entertained and to supervise their work 5 Anchal Overseers were appointed on payment of Rs.10/- each. In 1881 an experienced officer of the British Postal Department was appointed as the Head of the Department on a monthly salary of Rs.100/- A revision of the salary of the establishment took place in 1881-82. (Nagan Aiyā V., 1906, P.491). By 1905 the salary of the Superintendent had gone upto Rs.250/- per month. Under him there were 6 Inspectors also. (Nagan Aiyā V., 1906, P.493). According to the Travancore Directory 1938, the Anchal Department then headed by the Anchal Superintendent had 8 divisions in charge of Inspectors. The Inspectors were in Grade I and II. The Anchal Divisions were Padmanabhapuram, Trivandrum, Quilon, Mavelikara, Alleppey, Kottayam, Muvattupuzha and High Range. There were 6 Head Offices under Padmanabhapuram, 5 under Trivandrum, 5 under Quilon, 7 under

Mavelikara, 4 under Alleppey, 3 under Kottayam, 5 under Marattupuzha and 2 under High Range. (Travancore Government, Travancore Directory 1938, 1937, pp.211; 558-560). A list of Head Anchal Offices in the Anchal Divisions is given in the Table V-4 under Annexure-I.

According to the Travancore Anchal Manual Vol.I the establishment of the Anchal Superintendent's office consisted of an Anchal Inspector in -charge of the office assisted by 1 Head Clerk, 1 Head Accountant, 35 clerks including Store Keeper and Typist, 1 Daffadar, 6 peons and 1 packer.

The Head Letter Office was also functioning under the Superintendent and this was run by a Head Clerk, one Assistant Clerk and a Mohee. (Travancore Anchal Department, Travancore Anchal Manual Vol.I, 1937, P.2).

5.5.1. Anchal Facilities in the Villages

During the Anchal period, a system somewhat similar to the present ED system was in existence. In 1862-63 when the Branch Offices were thrown open for the transmission of letters to the public, a Gunastha or Clerk of Taluk Cutcherry, Tobacco or Salt Bank shall in addition to his duties was entrusted with the charge of collecting letters. Such letters were despatched to the nearest Anchal Office. Letters received from the nearest Anchal Office for delivery

at the station were delivered through 'Viruthikars' and Peons attached to those 'Cutcheries'. Anchal Masters were appointed only when the quantity of the work increased. (Nagan Aiyar V., 1906, P.491). In 1897-98 many Village Offices were started under the charge of local school Masters. (Vela Pillai T.K., 1940, P.259). It is to be presumed that this system continued for quite some time.

5.4.0. SOME SPECIAL FEATURES OF THE TRAVANCORE ANCHAL

Side-by-side with the Travancore Anchal Offices, British Post Offices also existed in the Travancore and Cochin States.

The Travancore Anchal system was however totally independent of the British Postal System and the British Government. (Moosa N.S., 1973, P.71). There were separate Letter Boxes for the Anchal painted in green colour for easy distinction from the British post office Letter Boxes painted in red colour. There was no reciprocal system of services between Travancore Anchal and the Indian Post Offices maintained by the British. Letters to British territory posted in the Anchal Letter Boxes were returned to the senders. The articles posted in the Anchal Letter Boxes with Indian stamps and articles posted in the British Letter Boxes with Anchal stamps were taxed double the postage of the corresponding system. The refused articles were returned to the senders or disposed of by the Dead Letter Offices. (Moosa N.S., 1973, PP.72-77).

The Anchal Department was a Quasi-Commercial one and was working on profit to the Government. (Travancore Government, Travancore Directory 1936, 1937, P.548).

The Anchal Department had maintained low postage rates and provided more facilities like space for communication in the Hindi form. In the words of T.K. Velu Pillai, "the rates have been modified from time to time but cheapness of service has been a primary factor kept in view in fixing the rates. The Travancore Anchal is the cheapest postal system in India". (Velu Pillai T.K., 1940, P.260).

The Travancore Anchal had to run the service in stiff competition with the British Postal System. People preferred the facilities of the Anchal Department considering the low postage rates and efficiency. The public utilised the facilities of the British Postal System only for correspondence outside the State. The Anchal, however, had arrangements for exchanging letters with the Cochin State. (Nooze H.S., 1973, PP.71-72).

According to Nagan Aiyar, the Travancore Anchal Department was one of the best managed Departments in the State. (Nagan Aiyar V., 1906, P.493).

On 1st July 1949 the united States of Travancore and Cochin, later on known as Travancore-Cochin State, was formed by the integration of the States of Travancore and Cochin.

Even after independence the Anchal System continued. Anchal system of Travancore-Cochin State continued on an agency basis till its integration with the Postal System of the Union of India in 1951.

5.7.0. BACKGROUND OF THE COCHIN ANCHAL

The native State of Cochin consisted of two disconnected parts, the larger portion on the north was bounded by British Malabar, on the east by Malabar, Coimbatore and Travancore, on the south by Travancore and on the west by Malabar and Arabian Sea. The smaller portion of the State having an area of 105 sq. miles comprised the major portion of Chittur Taluk and was encircled by the British Territory - Malabar and Coimbatore. There were two similar isolated tracts surrounded by Travancore viz., Vadavakode, Velliampilly, Malayattur and Chendamangalam. Cochin, on the other hand, encircled certain isolated tracts of the British and Travancore territories and intermixed with those territories thus evolving a diversified configuration. The boundary lines of the State extended over a length of 500 miles and the area of the State was 1478 sq. miles. (Ashyuta Menon Co., 1911, P.1).

Literacy was comparatively high in the State and 22½% males and 4½% females were able to read and write. (Ashyuta Menon Co., 1911, P.296).

The State was divided into six Talukas of Kanyakannur, Cranganur, Malundapuram, Trichur, Talapilly and Chittur. The respective Headquarters of the talukas were Ernakulam, Cranganur, Irinjalakuda, Trichur, Vadakkancheri and Chittur. Ernakulam was the State Capital. Kuzhambalam and Tathassagan were two important towns in the State. (Pai G.S., 1974, P.3).

5.7.1. The Objectives and Set Up of Cochin Anchal Department in the Beginning

The Cochin State had a separate Anchal Department of its own. The Department was formed in the year 1791 AD (966 ME) with the exclusive object of transmitting official communications from one station to another. However, subsequently the Anchal Masters were authorized to accept private covers and transit them free. Tapal Runners were also allowed to carry them on their responsibility. Initially mails were not despatched at fixed times, but only according to necessity. Despatch was arranged through the Village Subordinates or men engaged by them, till the paid Runners were engaged. In the early days, communications written on codjans were sent by Anchal. (Antony A.P., 1932, P.213). In 1865 the Department began to carry regularly private letters and parcels and levy postage on them in money. (Acharya Menon Co., 1911, P.363).

According to the Malayalam Encyclopaedia, it was during the time of Deven Thottakkal Shungoony Menon

(1860-79) that the Anchal Department was formed. This mention presumably relates to the conveyance of private letters by the Anchal. (Sahitya Pravaritaka Co-op. Society, Encyclopaedia Vol. I (Malayalam), 1970, P.147). Achyuta Menon also confirms that during Shungoony Menon's time "the Sircar Anchal was thrown open to the public and arrangements were made for the conveyance of private letters at the rates framed on the British Indian Model". (Achyuta Menon C., 1911, P.160). In 1867 rules were framed and rates calculated in 'Puthan' the coinage of the State, one puthan being 10 pies. Official articles were carried free. (Antony A.P., 1932, P.213).

3.8.0. FUNCTIONS OF THE COCHIN ANCHAL DEPARTMENT

3.8.1. Stamps and Stationery

In 1892 Anchal Stamps and cards were issued for the first time and the system of levying postage in money was stopped. The stamps issued were of the value of 3, 5, 10 and 20 pies. Stamped envelopes of similar denominations and Post Cards and Reply Cards of the value of 2 and 4 pies were also issued. In 1910 the Department was re-organized and new denomination stamps of the value of 2, 3, 4, 9 and 18 pies and stamped envelopes of similar denominations except 2 and 3 pies and post cards and reply cards of the value of 2 and 4 pies were issued. (Achyuta Menon, C., 1911, PP.363-364).

Photostat copies of certain stamps and postal stationery issued by the Cochin Anchal Department are given as Fig. V-IV and Fig. V-F respectively under Annexure-II.

Initially official articles were despatched with the superscription 'Cochin Government Service' and the system continued till 1913 AD (1088 MM) during which year the service stamps were introduced. The introduction of the postage stamps eliminated the problems of assessment and collection which had caused some inconvenience to the public and staff.

The Anchal Stamps were initially printed at Ernakulam but subsequently the printing was done in England. A new set of stamps bearing the bust of the Cochin Maharaja was issued in 1911. In 1918 a unified Anchal and Revenue Stamp of value 1 anna was introduced. A portion of the income derived from the sale of this variety of stamp was credited to the Anchal Department at the close of every year. (Antony A.P., 1932, PP.214-215).

5.8.2. Supply of Stamps and Financing

Till 1897 the Anchal Superintendents obtained stamps from the Superintendent of Stamps and arranged supply to the Anchal Masters. Subsequently the stamps were stocked by Ex-officio Vendors at the Treasuries and supplied directly to the Taluk Anchal Masters. The Taluk Anchal Masters

distributed the stamps to the Sub Offices and Branch Offices. A 5% discount on sales was allowed to the Anchal Masters. The amount required for the payment of bundles and purchase of stamps was drawn from the treasuries by the Taluk Anchal Masters. The excess amount were remitted to the treasuries. (Antony A.P., 1932, P.218).

5.8.3. Registration and Other Services

With the introduction of Anchal Stamps, the Registration Services started and the articles began to be sent "service bearing". Special rates were fixed for newspapers, magazines and sample packets. In 1911 AD (1086 ME) for newspapers and magazines registered in the office of the Superintendent, a reduced rate of fees was allowed. In 1912 the 'locked bag system' of tapal delivery was introduced. 'Express Service' was also introduced subsequently on a slightly higher fee. Anchal Hundi Service was started for the remittance of money in 1913. This was followed by Value Payable System in 1916. (Antony A.P., 1932, PP.215-216).

During 1917, 24,841 Bundles for a value of Rs.2,18,413 annas 9 pies 11 were issued excluding for Oranganur. The commission realised was Rs.2,323 annas 15 pies 6. (Cochin Anchal Department, Report on the Administration of the Anchal Department, 1092, [1092 ME (1917 AD)], P.1).

During 1917 the Cochin Anchal Offices booked 1529

registered and 29 registered VP articles. There were 21 registered newspapers and magazines during that year. (Cochin Anchal Department, Report on the Administration of the Anchal Department 1092, 1092 ME (1917 AD), P.2).

During 1932 the number of private articles carried annually was 9,94,238 and the number of official articles carried was 4,97,973. In 1928 (1103 ME) 9,000 bundles for a value of Rs.5½ lakhs were issued. The VP articles posted rose to 13,000 in 1932. (Antony A.P., 1932, PP.218-219).

There was a Reciprocal Service in respect of Bundles, Registration and VP between Travancore and Cochin and articles could be transmitted from any place in Cochin to any place in Travancore and vice-versa. (Antony A.P., 1932, P.216).

5.2.4. Handling of Mail

The transmission of mail was through Muncors till 1904 AD (1079 ME). However, mails were subsequently conveyed by the Railways with the introduction of the Railway Mail Service. (Antony A.P., 1932, P.217).

The Cochin Railway Project taken up in 1897 during the period of Dewan Rajagopalachari was approved in 1899 by the Government of India. The length of the line was 65 miles of which 18 miles passed through the Travancore Territory. The line was opened for goods traffic on 2nd June 1902 and for passengers on 16th July 1902. It would

appear that soon after the establishment of the Shoranur-Bengaluru Railway line, the Cochin Railway Mail Service commenced functioning. The Railway Mail Coach was painted with green colour with the Royal Emblem in gold colour. By 1912 three sets of clerks were engaged in the Cochin R.M.S. (Pal G.B., 1973, PP.128-135). "The Weighment System of Mail Conveyance" was also available. The total length of the mail line was 129 miles in addition to 4½ miles Trunney line. (Cochin Anchal Department, Report on Administration of the Anchal Department 1092, 1092 MS(1917 AD), P.1).

The weighment system under which mails were entrusted to the Guards continued during 1932 also and during that year the mail line became 3¼ miles. (Antony A.P., 1932, P.217).

The letters were received through the Letter Boxes planted in various parts of the State attached to the post offices. There were 43 Anchal Offices and 84 letter boxes in the State and the Anchal Mail Line extended to 301 miles in 1911. The number of post offices and letter boxes respectively became 48 and 84 in 1915. In 1917 the number of post offices and the number of letter boxes became 50 and 92 respectively. (Cochin Anchal Department, Report on Administration of the Anchal Department 1092, 1092 MS(1917 AD) P.1). The number of letter boxes rose to 131 and the

number of post offices to 58 in 1932. (Antony A.P., 1932, P.216).

The articles which were undeliverable were received and disposed of in the Dead Letter Office. During 1917 articles received were 3149 against 3526 during the previous year. 982 articles were despatched to Anchal Offices for delivery to senders and 875 articles were sent to the Dead Letter Office of Travancore for disposal. The remaining 292 articles only could not be delivered. (Cochin Anchal Department, Report on Administration of the Anchal Department 1092, 1092 ME (1917 AD), P.1).

The revenue in 1917 was Rs.39,481 annas 11 pies 2 and expenditure was Rs.32,727 annas 8. The expenditure for Cranganur was Rs.1,038 annas 11 pie 1. The net income was Rs.5,715 annas 8 pies 5. (Cochin Anchal Department, Report on the Administration of the Anchal Department 1092, 1092 ME (1917 AD), P.3).

In 1092 AD the Anchal Act 1 of 1067 ME was passed together with Anchal Rules. The Rules subsequently underwent changes. (Antony A.P., 1932, P.313. Based on the Cochin Anchal Act XXIX of 1944 (1119 ME), the Government of Cochin had issued Cochin Anchal Rules and Anchal Manual Volumes 1 & 2. In addition, an Anchal Guide was also issued. The Anchal Manual Volume II stipulated the working of the various branches of the Department like registration, parcel, VP, Bundies etc.

5.9.0. STRUCTURE OF THE COCHIN ANCHAL DEPARTMENT

5.9.1. Divisional Set up

The management of the Anchal Service was looked after by the Dewan till 1890 AD (1065 ME). When the post of a Superintendent was created with office staff, the Department was transferred under the control of the Anchal Superintendent. Under the Superintendent there were 2 Inspectors, one for each division who supervised the work of the Humars and conducted local enquiries into complaint cases.

A Dead Letter Office was opened in 1898 AD (1074 ME) and brought under the control of the Superintendent to deal with unclaimed and refused articles. The disposal of such articles was till then performed by the Humar Office. (Antony A.P., 1932, P.213). The Dead Letter Office received and disposed of about 4000 letters and articles a year. (Acharya Manon C., 1911, P.364).

For the purpose of inspection and administration the State was divided into two Anchal Divisions. Each was under the control of an Anchal Inspector who was immediately subordinate to the Anchal Superintendent. The southern division comprised three Revenue Taluks of Cochin-Kamayannur, Cranganur and Mahendapuzha and the Northern Division comprised Trichur, Talappilly and Chittur Taluks. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, P.228).

Grades of Staff. There were 13 grades in the Anchal Department as follows:-

Grade	Staff
(1) No.60-80	All Gazetted appointments (Anchal Inspectors, First Grade Head Anchal Masters and the Head Clerk in Superintendent's Office and Auditor in the Superintendent's Office.
(2) No.40-60	Second Grade Head Anchal Masters, Head Scribe and Senior Clerks in the Superintendent's Office.
(3) No.25-40	Third Grade Head Anchal Masters, Deputy Anchal Masters, First Grade Sub Anchal Masters, Assistant Scribes and Clerks (including Typist-Clerk) or Accountants in Superintendent's Office.
(4) No.25-30	Second Grade Sub Anchal Masters, Clerks in Anchal Offices and Superintendent's Office.
(5) No.20-25	Last Grade Sub Anchal Masters and Clerks in Anchal Offices and Superintendent's Office.
(6) No.17, 16, 15, 14, 13 & 11	Anchalmen
(7) No.13	Nail Peons
(8) No.13	Letter Box Peons
(9) No.14, 13, 12, 11, & 10	Peons in Superintendent's Office.
(10) No.13,11	Runners
(11) No.11	Van Peons
(12) No.7, 6 & 5	Boy Runners or Boy Peons
(13) No.10 & 8	Branch Anchal Masters

(Source: Cochin Anchal Department, Anchal Manual Vol.II, 1944, pp.255-256).

5.9.2. Field Staff

The Anchal Offices in Cochin State were divided into three classes viz., (a) Head Office (b) Sub Office and (c) Branch Office. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, P.1).

As seen from "The Travancore Directory" 1938⁷ published by the order of the Government of His Highness the Maharaja of Travancore, there were 6 Head Anchal Offices under Cochin Anchal in the Talukus as follows.

Taluk	Head Anchal Office	Sub Anchal Office	Branch Anchal Office
1. Cochin-Kannayannur Taluk	Ernakulam	8	14
2. Minnipuram	Irinjalakuda	6	6
3. Trichur	Trichur	6	12
4. Talappilly	Vaichikuntherry	7	5
5. Chittur	Chittur	3	3
6. Cranganur	Cranganur	-	10

(*Ashikode)

(Source: Travancore Government, The Travancore Directory 1938, 1937, PP.958-564).

⁷It is to be noted that there was reciprocity of service between the Travancore Anchal and Cochin Anchal and hence information pertaining to Cochin Anchal is available to a large extent in the Travancore Directory.

13½ Anchal Offices were opened in the State during the period from 1898 to 1949. (Pal G.R., 1974, PP.2-3). However, the number of Anchal Offices in 1944 according to the Anchal Manual Volume II is only 98. (Anchal Manual Vol.II, 1944, PP.296-297). Presumably some of the offices which were opened earlier were closed down and the number of offices became 98 by 1944.

§.9.3. Office of the Inspector

All the Anchal Offices and Cochin Railway Mail Service (CRMS) Record Office were to be inspected by the Anchal Inspector once in every quarter of a year. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, P.213). The Inspectors were to undertake investigations into public complaints and fraud cases. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, P.231; P.234). 67 complaints were received during 1917 as against 108 in the previous year. The number of complaints pending at the close of the year was 91 including 24 pending cases of the previous year. (Cochin Anchal Department, Report on the Administration 1898, 1898 ME (1917 AD), P.2). The Anchal Inspectors were the leave granting authorities for peons. They were to supervise the proper transmission of mails, clearance of letter boxes and delivery of mails. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, PP.228-230).

§.9.4. Office of the Anchal Superintendent.

The Anchal Superintendent being the Head of the Department was empowered to make appointments, grant leave

and pension, award punishments, sanction establishments, order transfer and posting of officials. (Cochin Anchal Department, Anchal Manual 1944, Vol.II, PP.245-246). The Anchal Superintendent was to visit all Head Anchal Offices once a month and all other Anchal Offices as often as possible but not less than twice a year. He was to inspect the first grade Head Anchal Offices in detail once in a quarter and other Head Anchal Offices once in 6 months. The CMS Record Office was also to be inspected by the Superintendent once in 6 months. The inspection of the Dead Letter Office was to be done once in 3 months. The Superintendent was to spend at least 180 days in camp. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, PP.247-248).

In addition, the Superintendent's Office had certain accounting functions also. The daily accounts (Malvashi) of Sub and Branch Anchal Offices were received by the Taluk Anchal Masters and the consolidated accounts were sent by the Taluk Anchal Masters to the Superintendent's Office where the checking was done by Audit Staff. Till 1090 ME (1915 AD), the postage due articles were charged in the Superintendent's Office. However, this work was transferred to the Taluk Anchal Masters in that year. (Cochin Anchal Department, Anchal Manual Vol.II, 1944, P.266; Antony A.P., 1932, P.218).

5.9.5. Financial Viability

The average receipts of the Anchal Department amounted to Rs.12,000/- and expenditure to Rs.18,000/- The excess of the expenditure over the income was considered only nominal as no income accrued to the Department for carrying official covers, the cost of which amounted to $\frac{1}{2}$ lakh of rupees a year. (Ashyuta Mamon C., 1911, PP.363-364).

The Anchal Department was working on profit. In 1091 ME (1916 AD), the income was Rs.6,660/- In 1102 ME (1927 AD), the net income was Rs.9,523/- In 1103 ME (1928 AD), there was a net revenue of Rs.18,551/- (Antony A.P., 1932, P.219).

5.9.6. Cochin Anchal Integration

The Cochin Anchal System continued until the State was annexed to the Indian Union after independence. Thereafter the State was integrated to the State of Travancore and the Travancore-Cochin State was formed on 1st July 1956. At that time over-printed stamps with the wording 'U.S.T.C.' (United State of Travancore and Cochin) were in use. (Stanley P. Luis, 1972, P.5).

With the financial integration on the 1st of April 1951, the Anchal System of the integrated Travancore-Cochin State was amalgamated with the Indian P&T Department of the Indian Union. (Pal G.B., 1973, P.129).

5.10.0. BRITISH POST OFFICES IN TRAVANCORE AREA

5.10.1. The postal system under the British existed in the Travancore State. According to Nagan Aya V., Devam Peishkar "Postal communication system was first introduced in Travancore in 1857 and at Alleppey was opened the earliest Post Office. The Trivandrum office was opened only in 1863, that of Quilon in 1864 and that at Nagercoil in 1865". (Nagan Aya V., 1906, P.263).

5.10.2. Functions of the Postal System

The post offices provided services like money order, registration, insurance, letter mail service, Savings Bank etc., which were normally provided by the British Post Offices in other parts of the country. Telegraph facilities were made available in the post offices by 1864. The Government of India decided to connect Cochin with Tuticorin through the Travancore Territory and with the consent of the Travancore Government the telegraph lines were installed in an year's time and Telegraph Offices were opened first at Alleppey, then at Quilon and lastly at Trivandrum.

In 1865 the telegraph office was opened at Nagercoil. The British Government insisted that the Travancore Government should pay the excess of any working expenses over the actual receipts and the Travancore Government agreed to this condition in respect of Nagercoil considering the great

facility and convenience following the introduction of telegraph service to the public and Government.

No new offices were opened for nearly 10 years. The British Government had to incur losses in maintaining the 4 offices and by 1873 a proposal was considered for closing down the offices unless the Travancore Government guaranteed to pay the losses. The Travancore Government finally guaranteed Rs.500/- annually on these 4 offices. By 1886 the offices became self-supporting and guarantee payments ceased.

Another telegraph office was opened at Kayamkulam subsequently. Telegraph facilities were provided at Kottayam and Colachel in 1889, the former on a guarantee basis from the Travancore State and the latter without a guarantee.

The guarantee for the line to Kottayam was however discontinued in April 1898. In April 1898 an office was opened at Pocrunthi on guarantee basis and the guarantee continued till March 1899. (Nagam Aiyar V., 1906, pp.243-244).

5.10.3. Sale of Court fee Stamps

Postmasters, Sub Postmasters and Branch Postmasters were licensed to sell non-judicial and court fee stamps by 1913. The licenses were granted by the District Collectors and other officers empowered by the Board of Revenue of Government. (Governor General in Council; the Madras Stamp

Manual (IV Edn.), Madras, 1933, P.327).

5.10.4. Airmail Service

Bombay-Trivandrum Airmail Service was inaugurated in October 1935 by Tata Sons Limited, in co-operation with the Travancore Government. The service continued in 1936 also but it was seasonal and during the bad weather and the monsoon, there was no service. During the calendar year 1935-36, 50 flights were operated covering 39,300 miles conveying 213 pounds of mails and 28 passengers achieving cent per cent regularity. Subsequently the service in conjunction with the Karachi-Madras service provided connection at Karachi with the Imperial Airways Service. (Travancore Government, Travancore Directory 1936, 1937, PP.305-306).

5.10.5. Reciprocal Service

According to Nagam Aiyar V., a postal treaty appears to have been concluded between Travancore and British Governments by about 1882 at the instance of the Postmaster General, Madras. The treaty was tentatively for a period of one year with a view to bring the Anchal system to fuller reciprocity of action with the Imperial Post. Nothing more however is traceable from the records about the reciprocal system. (Nagam Aiyar V., 1906, P.243).

The British Post Offices in Travancore had to function in stiff competition with the Anchal Offices.

**5.11.6. STRUCTURE OF THE BRITISH POSTAL SYSTEM
IN TRAVANCORE**

Postmaster General, Madras was in charge of the postal system almost in the whole of South India. For the postal purposes Travancore was constituted as a separate Division in charge of a Superintendent. Under the Superintendent there were 2 Inspectors in charge of the Trivandrum and Kottayam Sub Divisions. In addition to the Trivandrum HPO there were 29 Sub Post Offices, 58 Branch Post Offices and 2 experimental Branch Post Offices in Travancore. (Nagan Aiyar V., 1966, P.243).

According to the Travancore Directory 1938 there were Inspectors of Post Offices at Trichur and Trivandrum under the Superintendent of Post Offices, Trivandrum Division. There were 42 Sub Offices, 61 Branch Offices at that time. In the High Range there were 11 sub post offices of which 8 performed telegraph functions also. (Travancore Government, Travancore Directory 1938, 1937, P.247).

According to the Kerala District Gazetteers (Trivandrum), in 1963 there were 9 sub post offices and 12 branch post offices in Trivandrum District in addition to the Trivandrum Head Post Office. (Sreedhara Menon A., 1962(a), P.472).

5.12.0. A COMPARATIVE STUDY OF THE TRAVANCORE ANCHAL AND THE BRITISH POST

There were certain fundamental differences between the State Anchal System and the British Postal System relating to (1) pay scales of the staff (2) functions and status of British Post Offices in the PAT and non-departmental and Branch Anchal Offices (3) Accounting procedures (4) Hours of business (5) Administrative set up (6) mail conveyance and (7) Postage rates.

The pay scales in the Postal Department and the Anchal Department varied considerably.

Branch Post Offices in the PAT system were subordinate to their Accounts Offices and they rendered accounts to the Accounts Offices. However, the non-departmental Anchal Offices (analogous to Branch Offices) functioned like departmental offices. The only restriction being in regard to the life insurance and Savings Bank work in as much as these non-departmental Anchal Offices did not perform these business.

The Anchal Offices both departmental and non-departmental rendered their daily accounts direct to the Anchal Superintendent. In the Indian Post Office, accounting system was entirely different and classification was made into Head Office, Sub Office and Branch Office vice

and Branch Offices rendered accounts to Sub Offices and sub offices rendered consolidated accounts to Head Office and Head Office consolidated the accounts along with its own transactions.

In the Anchal Savings Bank a higher rate of interest was given viz., $2\frac{1}{2}\%$ subject to a limit of Rs.20,000/- and $1\frac{1}{2}\%$ in excess of Rs.20,000/- upto Rs.50,000/- for the Travancore Section and $2\frac{1}{2}\%$ per annum on balance at credit in Cochin section. The rates of the F&E Savings Bank were much lower being 2% on balance exceeding Rs.200/- and $1\frac{1}{2}\%$ upto Rs.200/- The Anchal Offices were empowered to perform Savings Bank work as a separate unit and they maintained separate series of SB Account Numbers and separate ledgers.

There was difference in the Money Order system also. In the Anchal Chlang (Stamp) Audit Office and month stamps were not in use. The money orders booked and intended for payment were first sent to their respective cash offices and then only forwarded to the paying office. As cash Money Orders were considered as registered articles. The system in the British Post Office was entirely different. Money orders were directly sent to the office of payment and accounting was done according to the month-wise and audit-wise compilation of the figures and lists.

In the Anshai Offices maximum working hours were prescribed. In some offices officials were working even for 10 hours a day. But the working hours of the staff in the British Postal System were specified.

The mail conveyance in the Anshai System was through Railways, State Transport Department and private contractors. The State Transport Department was conveying mails free of cost. The off-route charges were also fixed on a concessional basis. The mail conveyance in the British Postal System was through Railways and also through Road Transport, however on payment at different rates.

The Anshai Offices were well established and the most of them were functioning in Departmental buildings. But most of the British Post Offices were functioning in rented buildings only. In 1950 as many as 168 Anshai Offices were functioning in departmental buildings. There was a basic difference in the standard of accommodation for the Anshai Offices and the British Post Offices. The Anshai Offices provided for much lower accommodation than that for the British Post Offices.

The Anshai Offices and British Post Offices followed separate sets of Manuals and Rules & Procedures. Anshai rates and British postal rates were different. The Anshai rates were much lower than those of the British Post Offices.

The administrative set-up of the Anchal System was different from that of the British Postal System. The Anchal superintendent was assisted by 17 Inspectors in the year 1930 whereas in the British Postal System, there were only 5 divisions in the Travancore-Cochin area. The Office of the Anchal Superintendent functioned not only as an administrative office but also as an Accounts Office. This function of accounting in the British Postal System was performed by the Head Post Offices. (APNI (OSD) letter No. ES-3(N)/I dated 26.7.1930).

5.13.6. POSTAL SYSTEM IN THE MALABAR AREA

The Malabar area was under the control of the Madras Presidency and the British Government had provided postal facilities in the Malabar area through their post offices.

From Logan's Malabar Manual (1857), it is seen that post offices existed in Mysal Taluk at Manantoddy, Kaipetta, Tariyott, Sultan's Battery and Mopady. (Logan William, 1951, PP. CCCCIV, CCCCXVI).

There were post offices in Chirakkal Taluk and at Tallicherry. (Logan William, 1951, PP. CCLXI, CCCCIV).

The Calicut post office was then functioning in a rented building. A telegraph office was opened in

September 1896 in Calicut. (Logan William, 1991, P.00CXI:(vi))

In Ernad Taluk post offices existed at Manjeri, Malappuram, Nilambur, Kandotti, Parappanangudi and Bhyppere. (Logan William, 1991, P.00CLV).

The post offices in Malabar area were under the Superintendent of Post Offices, West Coast Division controlled by the Postmaster General, Madras. Calicut was the headquarters of the Division. (Postmaster General, Madras, Inspection Report dated 9.9.1909 of Calicut, P.7). The name of the division was changed as Malabar Division by 1913. (Dy. Postmaster General, Madras, Inspection Report dated 30.8.1913 of Calicut, P.12). By 1915 Cannanore was made the headquarters. (Dy. Postmaster General, Madras, Inspection Report dated 22.7.1915, Order Book-I of Calicut P.14). However, by 1938 the Divisional Office was shifted to Calicut. There was a sub division in Cannanore. In 1929 one post of Inspector out of the four was reduced consequent on redistribution of divisional charge. (Dy. Postmaster General, Madras, Inspection Report dated 25.6.1929 of Calicut, P.36; Postmaster General, Madras, Inspection Report dt. 5.12.1938).

In 1940 the Malabar Division consisted of two head post offices, 64 sub post offices, 12 Extra Departmental Sub Post Offices, 155 Branch Post Offices. There were

4 sub divisions at Udipi, Cannanore, Pattambi and Calicut under the charge of Inspectors. (Postmaster General, Madras Inspection Report dated 19/20.10.1940 of Calicut, PP.75-76). By 1943 one more sub division was formed at Mangalore. (Postmaster General, Madras, Inspection Report dated 20/21-12-1943 of Calicut, P.92).

There were six divisional inspectors, 2 Head Post Offices, 78 Sub Post Offices and 389 branch post offices by 1945. An additional sub division was formed at Tirur. (Postmaster General, Madras, Inspection Report dated 7/8-2-1945 of Calicut, PP.95-100).

5.14.0. ANCHAL INTEGRATION WITH P&T

After the independence of India, Anchal system in Travancore-Cochin State continued as an agency system till 1st April 1951. On that date the system was terminated and the Administration of the Anchal transferred to the P&T Department. The process of integration though commenced on 1st April 1951 was completed only on 1st July 1951.

A high level meeting was held at Trivandrum on 15th January 1951 attended by Shri Kuvshid Lal, Deputy Minister for Communications, the Chief Minister of Travancore-Cochin State, Ministers of Education, Finance, Home and Works and Deputy Director General and Officers on Special Duty for the integration, Chief Secretary and the

Postal Superintendent and the Anchal Superintendent for discussing the matters regarding termination of the agency system of the Anchal Department in the Travancore-Cochin State.

A team of senior officers was brought on special duty for attending to the matters of integration.

A number of problems relating to fixation of pay scales, conditions of service of the Anchal Staff, changes in the administrative set-up, maintenance of Anchal Rates in the Travancore-Cochin State which was a condition insisted on by the Travancore-Cochin Government, streamlining the accounting system etc. had to be settled. (Travancore-Cochin Government Letter No. T5-14261/50/PWC dated 24.1.1951).

5.4.1. Changes in the Organisation

At the time of integration, there were 94 offices in the Travancore-Cochin State, 378 being Indian Union Post Offices and 536 being Anchal Offices. In over 260 places the P.O. and Anchal Offices existed side-by-side with each other. In the process of integration, 24 offices were closed down. The remaining 69 post offices along with 4 newly opened offices and 4 more offices transferred from neighbouring Divisions were grouped into 2 divisions viz., Travancore Division and Trichur Division. In the Travancore Division there were 4 sub Divisions viz.,

Kagercoil, Trivandrum, Quilon and Tiruvalla. In the Trichur Division also there were 4 sub divisions viz., Trichur, Muvattupuzha, Alwaye and Kottayam. In the Travancore Division there were 341 post offices and in the Trichur Division there were 348 post offices.

1695 ex-state staff came over to the P&T Department consequent on the integration. Of these, 909 belonged to the clerical cadre, 875 to the class comparable to Postman and 311 to a cadre equal to Class IV staff of the P&T. A very few members of the Anchal Staff were discharged as it was difficult to provide alternate employment. The staff absorbed in the P&T Department were granted Central Scales of pay. (Assistant Postmaster General (OSD), Files ES-3(M)/IV, 1952, Sl. No. 4; Assistant Postmaster General (OSD), Files ES-3(M)/XII, 1951, Sl. No. 25).

In the process of integration Quilon LSG HO became LSG HO and 22 offices from the jurisdiction of Trivandrum HO were transferred to the Quilon HO with effect from 1.4.1951. (Superintendent of Post Offices, Travancore Division, Memo No. A. 1/183 dated 25.5.1951). Additional staff were also provided to Quilon and Kottayam HOs. With effect from 1st April 1951 Trichur was constituted as HO and the Trichur Division was also formed. 3 additional Inspectors were sanctioned in addition to the 5 posts already existing. The Anchal Superintendent's Office was

constituted into a Head Office and the Anchal Superintendent was permitted to exercise administrative and financial powers of a 1st class Postmaster. He was given the assistance of a qualified Accountant also. In Trivandrum the sorting branch attached to the ex-chief Anchal Office was made as a separate unit of the MS pattern. A town motor service was also introduced from 1.5.1951. The MS offices and the Funnig sections were re-constituted on 1st May 1951. Sorting Offices were opened at Ernakulam and Trichur for performing the sorting work previously done by the Ernakulam and Trichur Anchal Offices. The MS sections between Trivandrum and Shanzettah and between Ernakulam South and Shoranur were re-organised. (Assistant Postmaster General (OSD), PMS MS-3(N)/II, 1951, Sl.236).

The free postage facility extended to the Transport Department was discontinued on 31st March 1951 and service stamps were introduced. (Travancore-Cochin Government, letter no. T3-4261/50/PMS dated 31.3.1951).

5.14.2. Postboxes

Consequent on the integration, the green letter boxes of the Anchal were replaced by the Red Letter Boxes. The Anchal rates continued within the State in 1951-52 except for registration, insured articles and money orders for which All India rates were applicable. Separate State Motor Services were operated between Trivandrum and

Ernakulam via Kottayam, and Nagercoil and Trivandrum. Air services were operated between Trivandrum and Madras. A City Motor Service was introduced at Ernakulam connecting the EMS office and Cochin SO. Anchal buildings were taken over by the P&T Department. Anchal Savings Bank balances were kept with the State for the time being and the accounts were maintained by the Accountant General, Travancore-Cochin State under a separate head of account. Audit checks were introduced and for this one Superintendent and 4 Upper Division Clerks were deputed to Trivandrum office. (Comptroller & Auditor General, letter No.636/States/266-50 dated 16/17-6-1950).

The integration of the Anchal System with the P&T Department was completed on 1st July 1951.

5.15.0. THE POST INTEGRATION PERIOD

5.15.1. Period 1951-1961

The Anchal integration with the P&T has resulted in drastic changes in the set-up of the Postal Organisation.

Before integration there were only two postal divisions viz., the Malabar Division in the North and the Travancore Division in the South.

Trichur Division was formed on 1st April 1951 consequent on the integration. The Trichur Division had 3 Head Offices, 106 Sub Offices, 20 Extra-Departmental

Sub Offices and 22½ Branch Offices, 168 new Branch Offices were opened by March 1952 under the post-war plan.

(Assistant Postmaster General(OSS), Inspection Report of Trichur Division, 1952, P.1). Cochin and Kottayam areas were then under the Trichur Division.

On 2nd January 1953 Kottayam Postal Division was formed. The jurisdiction of Trichur Division was limited to Trichur District, Cochin HQ and a few post offices in Malabar District adjacent to Trichur. (DPS Madras, Inspection Report of Trichur dated 9-4-1953, P.21).

By 1960 there were 240 Branch Offices, 68 sub offices including Extra Departmental Sub Offices and one Head Office. (Sreedhara Menon A., 1962(b), P.305).

By 1953, the Malabar Division had 3 Head Offices, 133 Sub Offices and 72½ Branch Offices. Average area served by a post office was 7 sq. miles and average population served was 927. (DPS Madras, Inspection Report of Calicut dated 15.4.1953, P.69). With effect from 1st December 1954 the Malabar Division was bifurcated and the 'South Malabar Division' with headquarters at Palghat was formed. (DPS Madras, Inspection Report of Calicut dated 26.2.1955, PP.1-2). The whole of Calicut District except Tirur Taluk was controlled by the Superintendent of Post Offices, Malabar Division. The post offices in Tirur Taluk were under the Superintendent of South Malabar

Division. (Sreedhara Menon A., 1962(c), P.431). The Travancore Postal Division which was in existence prior to 1956 was renamed as Trivandrum Division with effect from 30.5.1953. There were 4 sub divisions at Trivandrum Nagarcoil, Tiruvalla and Quilon. Riformating the Trivandrum Division, the Quilon Division was formed on 1.12.1954. (Senior Superintendent of Post Offices, Quilon, letter No. A/2 dated 4.11.1985).

Even after formation of the Kerala State in 1956 the post offices in Kerala continued under the Postmaster General, Madras Circle. The Kerala P&T Circle was formed on 1st July 1961 under the charge of a Director Posts & Telegraphs with jurisdiction over Kerala State, the Union Territory of Laksha Dweep and Mabe portion of Pondicherry State.

5.15.2. The Growth of Kerala Circle from 1961 to 1981

The formation of the Kerala Circle marked an era of developmental activities in the postal history of Kerala. The Kerala Circle became a major circle in charge of a Postmaster General on 25th February 1965. In September 1974 the Postal and Telecommunication Wings were constituted as separate circles. In April 1979 regionalisation was effected and Calicut Region and Headquarters Region (IVM) were formed under the charge of Directors. On 15-5-1982 Cochin Region was formed under

a new Director. (Postmaster General, Kerala, Handout prepared for Postal Advisory Committee meeting on 11.9.1965). The growth of traffic necessitated opening of more and more post offices and formation of new divisions for better management. A list of divisions formed since the formation of the Circle is given below in Table V-2.

TABLE V-2
DIVISIONS FORMED SINCE THE
FOUNDATION OF KERALA CIRCLE

Sl.No.	Name of the Division	Date of formation
1.	Kannur	1.7.1961
2.	Coimbatore	1.7.1961
3.	Postal Stores Depot, Trivandrum	1.10.1961
4.	'KK' RPS Division (KKM)	1.7.1964
5.	Alleppey	1.6.1967
6.	'TV' RPS Division (TYM)	28.2.1972
7.	Malappuram Division	1.7.1972
8.	Postal Stores Depot, Trichur	11.8.1972
9.	Idukki	18.9.1972
10.	Mail Motor Service, Kannur	1.12.1972
11.	Irinjalakuda	1.9.1973
12.	Alwaye	1.5.1974
13.	Tiruvalla	2.12.1974
14.	Ottapalam	1.7.1975

TABLE V-2 (Continued)

Sl.No.	Name of the Division	Date of formation
15.	Tallicherry	1.11.1976
16.	Bidagara	1.6.1979
17.	Trivandrum South	1.8.1979
18.	Changanacherry	1.2.1980
19.	Pathanamthitta	1.5.1980
20.	Postal Stamp Depot, Ernakulam	14.10.1980
21.	Kasaragod	15.10.1980
22.	'CT' HWS Division, Calicut	1.12.1980
23.	Tirur	1.12.1980
24.	Mavelikara	5.1.1981

(Source: Annual Reports of Kerala Circle from 1962-1982 and data directly collected from Divisions).

The figures in the following Table V-3 indicate the growth of the Kerala Circle.

TABLE V-3
GROWTH OF KERALA CIRCLE

Sl. No.	Details	1961	31.12.1962	31.12.1963
1.	No. of Postal & MSS Divisions	8	26	26
2.	No. of Head Post Offices.	14	91	91
3.	No. of Sub Offices	437	1325	1360
4.	No. of Extra Departmental Sub Offices	84	792	775
5.	No. of Branch Offices.	1723	2900	2530
6.	No. of post offices with Telegraph facility	370	..	1775
7.	No. of offices with Public Telephone facility	2136
8.	No. of letter boxes	8773	16035	17151
9.	No. of Sorting Offices.	..	42	56

(Source: Handout issued by Postmaster General, Kerala in connection with P&T Week, 9th to 15th January 1964).

The figures indicate that there has been significant progress in the Circle towards the expansion of postal facilities.

Kerala Circle today renders service to the public through a network of 4791 post offices. The volume of traffic handled by the circle is enormous. During 1904-05 the estimated number of all types of postal articles handled was 130 crores. The deposit balance in Savings Bank is over 10 lakhs of accounts at the close of the year touched the Rs.43 crores mark. (Kerala Postal Circle, Annual Administrative Report, 1904-05, PP.2-3; P.18)

5.16.0. CONCLUDING REMARKS

The native states of Travancore and Cochin had their own postal systems viz., Travancore Anchal and Cochin Anchal, which were well established on sound principles and having reciprocity of service. Malabar area was served by the British Post Offices. Side by side with the Anchal Offices, the British Post Offices also had existed. The Travancore Anchal provided cheaper and efficient service to the public, and the Travancore Anchal Department was one of the best managed Departments in the State. The British Post Offices had to function in stiff competition with the efficient Anchal Offices. With the formation of the Travancore-Cochin State, the Travancore Anchal and Cochin Anchal were merged. The Anchal system however continued even after independence on an agency basis and only in 1951 it was merged with the Indian Posts and Telegraphs Department.

The formation of the Kerala Postal Circle in 1964 marked an era of developmental activities. In terms of number of offices and traffic handled, the position of Kerala Circle is significant today. The fact that every revenue village in Kerala is having one post office and a majority of the villages has more than one post office is really an indication of the progress and development of the Circle.

CHAPTER - VI

**ORGANIZATION AND MANAGEMENT OF KERALA
POSTAL CIRCLE: IDENTIFICATION OF
PROBLEM AREAS**

CHAPTER - VI

6.0.0. ORGANIZATION AND MANAGEMENT OF KERALA POSTAL CIRCLE: IDENTIFICATION OF PROBLEM AREAS

6.1.0. INTRODUCTION

A Management problem is a perceived deviation of a current practice (what it is today) from the expected (what ought to be) in terms of certain norms and theoretical principles of organization and management. For identification of the problem areas in management of the Kerala Postal Circle, it is therefore necessary to discuss the essential principles of organization and management at a conceptual level. These essential principles of organization and management are discussed briefly under Section 6-2-0 and 6-3-0 with the purpose of providing necessary framework for the discussion of the main theme in this Chapter.

6-2-0. ESSENTIAL CONCEPTS AND PRINCIPLES OF ORGANIZATION

6-2-1. Organization Defined:

Organization is a socio-technical device designed by man for the co-operative, co-ordinated efforts of individuals for the attainment of common goals.

"Organizations are great strategies created to bring order out of chaos when people work together" (Keith Davis, 1961, p.42). The basic steps involved in organizing are: (i) identification of the activities, (ii) grouping

of the activities which are similar and related on the basis of functions, types of equipments, operational areas, geographical regions and types of customers, (iii) assigning activities to small groups, sections or Departments, and (iv) delegating authority. (Louis A. Allen, 1958, P.97; Harold Koontz and Cyril O'Donnell, 1968, P.23; Harold Koontz, Cyril O'Donnell and Heinz Wehrlich, 1985, P.194; Herber G. Hicks, 1967, P.214)

Organisations can be formal or informal. In the formal organisations, relationship and the duties of the individuals working in the organisations, and rules and procedures are structured and specified. (Thomas Kumpner, 1971, P.133; Harold Koontz, Cyril O'Donnell and Heinz Wehrlich, 1985, PP.182-183)

In the informal organisations, however, there is no rigorous structuring of the role, status, authority relationship, and channel of communication. (Harold Koontz, Cyril O'Donnell and Heinz Wehrlich, 1985, P.183)

Informal : organization can be of different types, like natural, family and organized. (Robert Dubin, 1970, PP.467-468).

In the formal organization, the authority, responsibility and accountability at each level are defined clearly providing division of labour and adheres to the principle of unity of command.

6.2.2. Objectives

For the organization to be effective, objectives are to be clearly spelled out. "Objectives are the end points towards which activities are aimed" (Harold Koontz, Cyril O'Donnell & Heinz Wehrlich, 1985, P.108; Dalton E. Mc Farland, 1974, P.345)

Once organizational objectives are defined and put in a hierarchical order in terms of priorities among the multiple objectives, long term objectives are to be converted into short term goals and immediate targets.

6.2.3. Departmentalization:

Objectives cannot be attained by a single individual. A number of individuals working on different tasks with proper coordination - series of such coordinations at horizontal and vertical levels - ultimately results in the attainment of the common objectives. In other words, the organization is basically built on division of labour or task specialization and hierarchy of authority for proper coordination. One important principle for evolving this co-ordinated effort of various work groups is Departmentalization.

Departmentalization ensures a particular job being attended to by a particular group, ensuring (i) specialization, (ii) development of talent, (iii) fixation of responsibility, (iv) co-ordination, and (v) improved

organizational performances.

Departmentalization can be done by simple numbers, by time, products, territory, kinds of customers served or by the process of equipment required. (Harold Koontz, Cyril O'Donnell & Heins Wehrlich, 1985, PP. 183-184; P.226)

6.2.4. Span Of Control:

Organization is a structure that co-ordinates human efforts at different levels. To ensure smooth and effective coordination it is often assumed that there is an optimum number of subordinates working under a particular co-ordinator. This optimum number of subordinates a co-ordinator can control, is referred to as span of management or span of control.

The 'Span of Management' or 'Span of Control' relates to the area or number of people a Manager directly manages. The nature of work, the qualities of the Supervisors and subordinates, level of management and the effectiveness of the communication system are to be kept in view while deciding the span of management or control, in an organization (Harold Koontz, Cyril O'Donnell & Heins Wehrlich, 1985, PP.184-191; George Strauss and Leonard R. Sayles, 1968, P.333)

6.2.5. Functions:

Grouping of activities or tasks for departmentalization will ultimately result in certain set of fun-

ctions to be carried out for the attainment of the departmental goals. In other words, the common objective of the organization is to be attained by a series of programmes and these programmes are often expressed as specific functions. For instance, for a manufacturing concern, the following functions are essential for attaining the ultimate objective of profitability and economic growth: (1) Procurement of raw-materials (Purchase function), (2) Conversion of raw-material into finished product (Production function), (3) Marketing of the finished Product (Marketing functions), (4) Accounting of all transactions and mobilization of financial resources (Finance and Accounting functions), (5) Proper maintenance of the plant and machinery (Maintenance function), (6) Innovation for product Development (R&D function), (7) Procuring, Developing and utilising human resources (Personnel function), etc.,

According to Henry Fayol, the operations can be grouped into six functions viz., technical, commercial, financial, security, accounting and management functions (Henry Fayol, 1964, P.3)

The functions which are essential for the organization are basic functions or 'Organic functions, or 'line functions' (Ralph C. Davis: 1951, P.205). Staff functions are those which deal with service and /or advise to the line function.

6.2.6. Responsibility, Authority, Accountability Cluster:

Each individual occupying a particular position in the organizational hierarchy is assigned with certain duties and responsibilities. The term duties refers to the employment obligations of the job incumbent. The responsibility concept refers not only to the obligation regarding his own activities and decisions, but also ^{to} the obligations for the work of the subordinates directly reporting to him. In other words responsibility is the obligation of an individual to perform the activities or carry out the duties which are assigned to him and to people under his direction and control. (Harold Koontz and Cyril O'Donnell, 1968, P.65; George G. Terry, 1977, P.300)

A check on the proper discharge of responsibility through the exercise of authority vested with the job incumbent is ensured by accountability.

Accountability, generally is the liability for the proper discharge of the duties and responsibilities assigned to an individual. (Morris E. Hurley, 1960, P.331)

No person can discharge his responsibility especially when it involves direction and control of other people, without a legitimate power vested with the position. This legitimate power given to an individual occupying a particular position for the discharge of his functions is

called Authority. In other words, Authority is the right or power to make decisions and take actions and it is often exercised in the role relationship between the superior and subordinate in the management of human resources. It is the legitimate right to give orders, and get the orders carried out. (Keith Davis, 1981, PP. 245-246). The authority is exercised while making decisions and ensuring that the decisions are carried out. (George C. Terry, 1977, P. 294).

The authority in managerial decision making can be centralised or decentralised depending on the organisational need. When the decision making authority is divided among the sub units or divisions and when the Heads of the Units or Divisions are given the authority and responsibility in decision making, there is effective decentralisation. The authority here means the right of the Managers to exercise their discretion in the use of resources including his subordinates, to achieve the organisational goals. When both authority and responsibility are vested in a position in the Organisational hierarchy, it is called decentralisation. But often, a superior officer may provide a part of his authority to his subordinate to discharge the functions (of the boss). However, when the downward transfer of authority to the immediate subordinate does not result in transfer of responsibility, then it is called delegation. From this, it is very clear that delegation and

decentralisation are two different concepts. Delegation is the process of entrusting the authority to a subordinate for functioning within certain limits. However, in the process of delegation, the responsibility is not delegated. (Keith Davis, 1981, P.24), (ii) Louis A. Allen, 1998, PP.197-198, (iii) Henry Fayol, 1949, P.3, (iv) William H. Newman, 1991, PP.202-204)

6.2.7. STRUCTURE:

The end product of all the concepts and principles of organization is the structure depicting the pattern of formal relationship of the people occupying various positions at various levels in the organizational hierarchy.

A structure is a framework of reporting relationships based on functions, responsibilities, authority and accountability for carrying out organizational activities. The structure facilitates achievement of the goals and objectives of the organization through the co-ordinated activities of the members of the organization. (Lester Robert Mittel, 1978, P.838).

In an organization, different types of people with varied interests will be working and such organizations can be effective only if there is coordinated efforts of people directed towards the common objectives. This co-ordination is depicted through the organization chart.

The organization chart indicates the major functions or positions of the organizations and their inter relationships, the line of communication, and the flow of authority through the management hierarchy. (Louis A. Allen, 1938, pp. 291-292; Henry H. Albers, 1972, p. 140)

Line authority is the authority relationship in which the superior is responsible for the activities of the subordinates. The staff relationship on the other hand, consists of advice and counsel. Functional Authority is the right to control selected process, practices, policies or other matters. (Harold Koontz, Cyril O'Donnell and Heinz Wehrlich, 1985, p. 248)

The organizational theorists have classified the structure of the organization based on the principles of unity of direction and ad hoc nature of the task. The organization in which a subordinate reports completely to one single superior on every aspect is known as a Line Structure.

In the line organization, the authority flows from the topmost executive down below the line to the lower levels more or less in a straight line. In line, relationships between the superior and subordinates work as a chain of command, a chain of communication and carrier of accountability. (Harold Koontz and O'Donnell, 1972, p. 292; Herbert G. Hicks, 1967, p. 347)

Louis A. Allen, 1958, P.207; Chester I. Barnard, 1938, P.163)

When a subordinate reports to more than one superior on different functions carried out by him it is essentially a functional type of organizational structure.

In a functional organization, the Managers specialising in different functions or management activities, give the command relating to their functions throughout the length and breadth of the organization. (Harold Koontz and Cyril O'Donnell, 1972, P.301, P.305).

Most of the organization structures are line and functional combined. That is, on the primary functions the subordinate reports to the immediate superior, but receives direction and/or reports on specialized functions to higher level officers in other departments.

When there is a temporary ad-hoc set up for carrying out a project, a temporary structure for the attainment of ad-hoc objectives is resorted to. This ad-hoc structure is known as Matrix Organization.

Matrix Organization is an overlay of one type of organization on another so that there are two chains of command directing the individual employees. The distribution of authority and status in matrix organization is more in agreement with democratic norms of technical employees. (Keith Davis, 1981, P.255; P.258)

The Government Organization characterized by a peak order system(hierarchy). Selection of personnel based on merits, tenure of service, official secrecy by the concerned officers, impersonal relationship with customers and the tendency of the means (Rules and regulations) becoming the ends, is known as Bureaucracy. According to Max Weber, Bureaucracy is the best form of administration that ensures precision, expertise and objectivity.

According to Keith Davis, Government Organizations are bureaucratic in nature and are characterized by large complex administrative system operating with impersonal detachment from the people. Elaborate files and regulations, control measures, rigid hierarchy of authority and performance of the specialised jobs by experts are characteristics of bureaucratic organization. (Keith Davis, 1981, P.251) Specialisation and division of labour and specified sphere of competence are characteristics of bureaucratic set up. (Max Weber, 1949, P.330). However, in common parlance the term bureaucracy is described as a synonym for official dominance without a concern for the beneficiaries.

According to Karl Marx, bureaucracies are characterized by strict hierarchy and discipline, veneration of authority, incompetent officials, lack of initiative or imagination, fear of responsibility and the process of self aggrandisement. (Rolf E. Rogers, 1975, P.4)

6.2.8. Summary Of Principles Of Organizations:

From the foregoing discussions on concepts of organization, one may form the following general principle/s

- 1) Organizational effectiveness is a function of clarity of objectives, goals and targets.
- 2) Division of labour or task specialisation facilitates organizational efficiency and effectiveness.
- 3) Grouping of activities and tasks and co-ordination of work done by individuals at different levels constitute the principle of departmentalization.
- 4) Hierarchy of position and authority facilitates proper co-ordination at vertical levels in the organizational structure.
- 5) Lack of specialised knowledge in a particular field and inadequate time due to pre-occupation in the primary functions(line functions) result in the establishment of staff functions for advice, counsel and services. In large organizations staff functions facilitate better organizational performance, if there is proper understanding between Line and Staff Departments.
- 6) Responsibility and authority are co-extensive. That is, responsibility for decision and

actions should be the same as that implied by the authority vested with the positions.

7) For better organizational performance, a

Manager should not have more than the optimum number of subordinates and that optimum number is to be determined after carefully analysing various job related factors.

8) Smooth co-ordination and efficiency is achieved when subordinate reports to only one supervisor ensuring unity of command.

9) Clarity of the line of authority from the top managers to every subordinate position in the matter of decision making and organizational communication facilitates organizational effectiveness. This is the line of authority and channel of communication referred to the Scalar principle.

10) Delegation does not involve abdication of responsibility by the Supervisor. Adequate authority is to be delegated to a subordinate to ensure his ability to accomplish results expected of him. However, the superior cannot escape the responsibility for such delegation. (When a person is held responsible for a job with adequate authority, it is not delegation, but it is decentralization)

11) Effectiveness and efficiency of large complex organizations or organizations with various units in wider geographical regions is a function of decentralization.

12) Built in system of review ensures control of indiscriminate and/or dysfunctional exercise of authority.

For controlling the indiscriminate and dysfunctional exercise of authority, proper built in system of review and control in the form of reports, inspection, audit etc., are to be introduced. This system will ensure accountability on the part of the job incumbents.

13) Organizational interests are subordinate to the individual interests of employees.

The interest of individual members or groups of employees working in an organization should always be subordinate to the interest of the organization. However, there should be certain system and methods for effectively integrating organizational goals with individual needs for better organizational performance and individual satisfaction.

6.3.0. ESSENTIAL CONCEPTS & PRINCIPLES OF MANAGEMENT

6.3.1. Management Defined:

The Management is an essential activity which ensures the co-ordination of individual efforts towards achieving group and organizational goals. All managers aim at providing an environment in which the people working in the organization can achieve the goals with efficiency and satisfaction i.e. with least amount of time, money, materials and personal dissatisfaction. (Harold Koonts, Cyril O'Donnell and Heinz Weirich, 1985, P.11)

Management is also defined as the art of getting things done through and with the people in formally organized groups. (Harold Koonts, 1961, P.174)

Henry Fayol maintained that a successful Manager should be able to handle people and should have courage, energy and the continuity of tenure and a great deal of specialised and general experience. (Henry Fayol, 1949, P.50; Fred Luthans, 1983, P.10)

Operational efficiency at the shop floor was the source of attention of scientific management - A school of thought developed by F.W.Taylor.

Taylor's Principles of scientific management emphasised (1) Scientific methods in decision making

and not rule of thumb. (2) Harmony and not discord, (3) Co-operation, not individualism, and (4) Development of each person to his or her greatest efficiency or prosperity. (Frederick W. Taylor; 1911, P.140; Fred Luthans, 1983, P.14)

Too much emphasis on mechanical and analytical approach to work, ignoring the importance of the human dimensions resulted in the emergence of the Human Relations school of thought. Elton Mayo and his Harvard Business school group in their famous Hawthorne studies brought out the influence of the social factors on work performance of the members of the organization. (Elton Mayo, 1933, P.29)

Douglas Mc Gregor in his famous book, 'The Human side of Enterprise' stated 'one of the major tasks of management is to organize human effort in the service of the economic objectives of the enterprise'. (Douglas Mc Gregor, 1960, PP. 1-2)

In short, the essence of management as a process is effectiveness with efficiency. Effectiveness means achieving the set objectives. Efficiency means productivity, which in other words means achieving the goals in less time with less money and less effort.

According to Harold Koontz and Cyril O'Donnell, the management of an organisation as a function involves planning, organising, staffing, directing and controlling. (Harold Koontz and Cyril O'Donnell, 1976, P.8)

6.1.2. Planning:

Many writers on management consider planning as an important management function.

Planning is the process of deciding in advance, what to do, how to do it, when to do it and as to who should do it. (Harold Koontz, Cyril O'Donnell and Heins Wehrlich, 1985, P.86) Planning involves defining or identifying the objectives or goals towards which the activities are aimed at considering the policies of the organisation, analysing the procedures and the rules, and making programmes for achieving the targets. Decision making is an essential part of the planning process. Statement of aims or identification of problems, search for alternatives with consideration to the possible consequences and potential disadvantages and selecting the correct course of action are the steps involved in the process of decision making. (Harold Koontz, Cyril O'Donnell and Heins Wehrlich, 1985, P.321)

6.3.3. Organising:

Organising is the process of identifying, grouping and assigning various activities for achieving the organisational objectives and prescribing authority relationship in the enterprise. (Harold Koonts, Cyril O'Donnell and Heins Wehrlich, 1985, pp. 181-182)

Another important management function is organising - Organising the resources and structuring an organisation.

6.3.4. Staffing:

An important resource in an organisation is human resource. There should be adequate care in procuring, developing and utilizing this sensitive resource. One of the important functions of Management is staffing - that is, procurement and training of human resources, to man various positions in the organisation. Man power planning, Recruitment and selection, Training and Development, Performance appraisal and Career Planning, are the key functions involved in staffing. (Harold Koonts & Cyril O'Donnell, 1985, p.321)

6.3.5. Directing:

Implementation of a decision through and with people demands proper direction towards the goal as well as proper control of the deviant performance and beha-

views. Directing and controlling hence are two important functions of management. Directing is the process of inspiring and motivating the subordinates to put their efforts towards the desired direction or goal.

Motivating the subordinates and providing them with proper guidance through adequate communication and inspiring leadership, are essential in the achievement of the goal. (Harold Koontz, Cyril O'Donnell, P 1960, P.53)

Motivation is the stimulation of any emotion or desire operating upon one's will and prompting or driving it to action. (William G. Scott, 1967, P.75; Mc Farland DE, 1974, P.53)

According to Maslow's theory of Motivation, there is a hierarchy of individual needs and the five different levels in the hierarchy are:

- 1) Basic physiological needs**
- 2) Safety and security needs**
- 3) Belonging and social needs**
- 4) Esteem and status needs, and**
- 5) Self actualisation or fulfilment needs.**

Mc Gregor has brought in the theories of X and Y, on human behaviour and human nature. According to Mc Gregor some Managers have Theory X set of assumptions

which hold that the workers dislike work, they cannot be trusted and they should be coerced and supervised for achieving organizational objectives. But the theory Y assumptions hold that workers do not dislike work, they can be trusted and they are capable of self direction and self control.

Theory X implies an autocratic approach of managing and theory Y a humanistic and supportive approach. (Douglas Mc Gregor, 1967, pp. 45-77; Keith Davis, 1981, pp. 9-10)

According to Vroom, motivation is the product of valence and expectancy where valence is the strength of individuals performance to a particular outcome, and Expectancy is the probability that a particular action will lead to the outcome. It is essential that a Manager understands the motivational processes to make his subordinates enthusiastic and involved in organizational objectives. (Victor H. Vroom, 1964, p. 11)

6.3.6. Controlling:

Controlling is the process of measurement and correction of deviant performance from the expected path.

Proper control systems are essential for organisations to be effective. Establishment of the

control standards, measurement of the performance, comparison of the actual with standard performance and correction of deviation are the essential steps in controlling. Proper controlling steps should be adopted in an organization. (George O.Terry, 1968,P.243; Robert H.Anthony, 1975,P.306; Harold Koontz, Cyril O'Donnell and Heinz Wehrlich, 1985,P.480)

For effective achievement of control, adequate and proper reporting systems are also needed in an organization. Management information systems, Audit and Review systems and Inspection programmes can make the Reporting system effective.

6.3.7. Control Techniques:

Some of the important traditional control techniques are Budgeting, costing, statistical data, internal audit and inspections(personal observation).

A budget is a numerical statement expressing plans, policies and goals of an organization for a definite period in future. There are different types of budgets. Functional budgets indicate approved targets for individual functions. The consolidation of all the functional budgets is the Master Budget. In addition, capital and revenue budgets, fixed and flexible Budgets, Short Range and Long

Range Budgets and Performance Budgets are available. In zero Base Budgeting the organisational programmes are divided into packages of goals and activities and the costs for each package are worked out considering the cost benefit analysis. Programmes and activities are considered every year afresh instead of considering previous year's budget alone.

Costing is the process of determination of cost of each process or product under given conditions.

Statistical data, Audit Reports and Inspection Reports also serve as tools of controlling.

Special Control Techniques:

Network analysis, Management Information Systems, Management Accounting and Audit and Human Resource Accounting are some of the special control techniques adopted for achieving efficiency and effectiveness.

Network analysis is the process of analysing the sequential relationships between the activities of an organisation. Network analysis techniques can be grouped as Programme Evaluation and Review Technique (PERT) and Critical Path Method(CPM).

The process involved in PERT and CPM are (1) the identification of activities, (2) sequential arrangement of activities, (3) time estimates of

activities, (4) net work construction, and (5) determination of critical activities on the basis of the analysis.

The Management Information System (MIS) is an organised and structured ensemble of men, machines and procedures for supplying management, with the vital information from external and internal sources. MIS aids the decision making processes relating to the planning, operations and control functions.

Another control technique is the Management accounting which consists of the product cost accounting and Responsibility Accounting. Responsibility Accounting is the process of assigning costs to responsibility centres rather than to products and making a distinction between costs that are controllable by the head of the responsibility centre and the costs which are not controlled by him.

Management Audit is the process of evaluating the contributions of management to the attainment of the organisational objectives. In other words, Management Audit is the evaluation of management as a whole.

Yet another special control technique is the Human Resource Accounting. It is the process of accounting men as an organisational resource. It

involves the costs involved by organisations in recruiting, training and developing people. It also involves measuring the economic value of the people to the organisation.

6.3.8. Summary of Principles of Management:

The organising function of management was discussed in detail under section 6.2.0, on the concepts and principles of organisation. The concepts or principles of management essentially deal with the functions and processes of planning, organising, staffing, directing and controlling. Management as a system is not conceived as a group of top level managers but as a sub system of the organisation ensuring effectiveness and efficiency of the total organisation function within a given environment.

From the discussions in the preceding paragraphs one may derive the following general principles of management:

1) Planning develops and facilitates organi-

gational goals and objectives. Planning process should be adaptable to the changing conditions. The planning facilitates the performance of other managerial functions such as organising, staffing and controlling.

Planning process encompassing operational objectives, strategies, policies, procedures and budgeting ensures efficiency of operation.

- 2) The objective of staffing function is to select and utilize people of required skills to meet the organizational needs.**
- 3) Human Resources planning ensures adequate man power requirements with managerial and operational abilities of the job incumbent in the organization.**
- 4) Effective Managerial appraisal requires verifiable objectives and activities.**
- 5) Organizational objectives and needs of employees should be harmonious for better directing function of the superior officer.**
- 6) The directing function should ensure motivation of employees by providing the right leadership style by the Managers.**
- 7) Effective communication is a function of proper directing.**
- 8) Plans and controls are inter-dependent and hence clarity and completeness of plans ensure effectiveness of controls.**

- 9) Effective control system ensures detection of deviation from predetermined plans.
- 10) Forward looking control ensures detection and prevention of deviation from plans.
- 11) Review exercise is the essence of effective control system.

6.4.0. KERALA POSTAL CIRCLE: STRUCTURE AND FUNCTIONS

6.4.1. Introduction:

The Kerala Postal Circle renders service to the public, through 4751 Post Offices. The Circle serves Kerala, Mahe and the Lakshadweep Islands covering an area of 38905 Sq.KM and serves a population of 29,53,680. There are six night Post Offices and 171 Post Offices with mobile centres. The number of Letter Boxes at the end of the financial year 1984-85 was 17187, of which 14240 were in rural areas and 2947 in urban areas. (Kerala Postal Circle, Annual Administrative Report, 1984-85, PP.1-2)

Of the 4751 Post Offices available in Kerala, only 4 Offices viz. Trivandrum GPO, Ernakulam HO, Kottayam HO and Calicut HO are Sr.Post Offices, in charge of Gazetted Post Masters. Of the remaining Post Offices, 47 are Head Post Offices, 1417 Departmental Sub Offices, 609 Extra Departmental Sub

Offices, and 2764 Extra Departmental Branch Offices. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.29)

The HDBOs and HDBOs totalling 3283 which are mostly in village areas are all manned single handedly by the HDBM or HDBM. Of the Departmental POs, 408 are single handed. Thus in a total of 3691 Offices, a single individual is attending to all the postal transactions except mail delivery and mail conveyance. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.32)

On the whole 4238 Post Offices are offering full range of services. One Post Office namely Mitra 20 in Lakshadweep only is not performing Savings Bank work. 305 Post Offices are not having delivery services. 207 Post Offices are also not offering certain services. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.30)

There are 29 MTS Offices and 4 Air Mail Offices functioning in Kerala. 19 Transit Sections, 10 Transit Offices and 26 Record Offices are also available. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.38)

6.4.2. Functions of the Department:

The functions of the Department are discussed in detail in Chapter IV.

The line functions are performed through the post offices and NMS Offices, which are generally known as Operative Offices. The primary line functions are services relating to Letter Post, Parcel Post, Registration, Insurance, Money Order, and Postal Order. The processing of the mail is mainly done in the NMS Offices. The Post Offices perform a number of agency functions also, such as Savings Bank, Postal Life Insurance business and collection of dues on behalf of other Government Departments. (P&T Department, A Hand Book for users of P&T Services, 1983, PP.1-3)

The staff functions like Planning, Materials Management, Finance Management, Research and Development, Vigilance Investigation are performed in the Administrative Offices at different levels namely, Directorate, Circle, Region, Division and/or Sub Division.

6.4.3. Line Functions of the Kerala Postal Circle:

The Kerala Postal Circle performs all the line functions, namely Letter Post, Parcel Post, Registration, Insurance, Money Order, Value Payable

post.Savings Bank business and Postal Life Insurance. Philatelic Stamps, Information Sheets and First Day Covers are sold through the two Philatelic Bureaus (at Trivandrum and Kynakulam), 8 Counters, and 19 authorized Post Offices. Savings Bank functions are performed by all Post Offices except Nitra Branch Post Office in the Lakshadweep Islands. Functions like issue of Identity Cards, Sale of International Reply Coupons and Collection of Telephone Revenue are also performed by the Post Offices. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.4; PP.8-9)

Main Functions of Kerala Postal Circle: some figures

Table VI-1 indicates the details of the Postal Traffic and the services rendered during the year 1984-85 and the details of the agency functions like the Savings Bank and P.L.I. and the balances as on 31-3-1985. These figures reveal the magnitude of the postal operations in the Kerala Circle.

**TABLE VI-1
POSTAL TRAFFIC FIGURES
OF KERALA CIRCLE
DURING 1984-85**

Estimated number of articles of all types, handled	: 1,29,97,18,165
No. of Registered articles handled	: 2,97,65,773

No. of Registered Newspapers	:	463
No. of Money Orders Issued	:	73,39,506
Value of Money Orders Issued	:	Rs. 65,29,74,415.92
Commission collected on Money Orders	:	Rs. 2,75,14,411.68
No. of Indian Postal Orders Sold	:	8,80,997
Value of Indian Postal Orders Sold	:	Rs. 1,35,95,899.95
Commission collected on Postal Orders	:	Rs. 2,77,362.45
No. of VP articles handled	:	7,63,635
Registered parcels posted	:	9,07,569
Insured articles handled	:	3,63,966
Estimated No. of foreign unregistered articles received for delivery	:	9,48,98,403
Foreign articles posted	:	6,68,19,007
No. of registered foreign articles received for delivery	:	32,46,581
Registered articles booked for delivery in foreign countries	:	26,90,075
Foreign Money Orders received	:	4,350
Value of Foreign Money Orders received	:	Rs. 11,13,653.68
Unregistered articles handled in Returned Letter Offices	:	10,91,406
Percentage of articles restored to addressees	:	35.9%
Sale of Philatelic items including First Day Covers Information Sheets in the Philatelic Bureaus	:	Rs. 14,83,693.45
Percentage of Articles restored to Senders.		49.4%

Total No. of Franking Machines authorized	:	1,242
No. of Post Boxes	:	4,114
No. of Post Bags	:	956
No. of Post box-cum-bags	:	503
Newspapers Registered.	:	463
Business Reply Permits	:	28
No. of Savings Bank Accounts(SB)	:	10,36,200
Balance in SB Deposit	:	Rs. 43,18,09,358
Total Deposit	:	Rs. 46,32,04,399
Total Withdrawal	:	Rs. 45,09,33,736
No. of CTB Accounts	:	89,732
Balance in CTB Deposit	:	Rs. 10,80,62,058
No. of TD Accounts	:	31,717
Balance in TD Deposit	:	Rs. 26,41,19,902
No. of HD Accounts	:	9,73,029
Balance in HD Deposit	:	Rs. 38,31,92,445
No. of FD Accounts	:	1,932
Balance in FD Deposit	:	Rs. 1,18,211
No. of GDS Accounts	:	1,491
Balance in GDS Deposit	:	Rs. 1,87,214
No. of FFF Accounts	:	694
Balance in FFF Deposit	:	Rs. 47,28,897
No. of PLI Policies issued during 1984-85	:	3,609
Total Policies as on 31-3-1985	:	26,587
PLI amount paid on maturity	:	Rs. 14,31,174
(Source: Kerala Postal Circle, Annual Administrative Report, 1984-85, Trivandrum: PMS, Kerala, 84-85, PP.1-9)		

The postal operations in the circle are performed by a total staff strength of 26,029 of which 22 are Gazetted Group-A Officers, 31 Group-B Officers, 11,713 Group-C Staff, 2,387 Group-D Staff and 11,896 Extra Departmental Agents. (Kerala Postal Circle, Annual Administrative Report, 1984-85, P.18; P.23)

6.4.4. Staff Functions of Kerala Postal Circle:

The staff functions of the Department are discussed in detail under Sections 4-5-9 in Chapter-IV. Kerala Postal Circle performs all these staff functions.

The basic work of planning is done at the Divisional and Sub Divisional levels for opening of Post Offices, planting of Letter Boxes, and acquisition of sites for Post Offices. At the divisional level, the planning for short term and long term periods is made relating to Mail and Delivery arrangements, financing of Post Offices, expansion of services, buildings and materials, and upkeep and maintenance of offices. (Kama Moorthy P.H., 1984, P.37)

Postal development plan for opening of new offices planting of letter boxes and construction of buildings is prepared by the Circle Office based on the data received from Regions and Divisions.

As per the Blue Print of Seventh Five Year Plan (1985-90) prepared by the Kerala Circle, based on the existing norms for new post offices, 367 additional post offices are proposed as detailed in Table VI-2.

TABLE VI-2
NEW POST OFFICES PLANNED

Year	A T O S		
	Normal	Backward	Tribal
1985-86	56	19	3
1986-87	70	18	6
1987-88	53	17	3
1988-89	44	18	1
1989-90	46	11	2
Total	269	83	15

(Source: Kerala Circle. Blue Print of Seventh Five Year Plan (1985-90) Kerala Circle. Trivandrum: POC, Kerala, 1984, P.3 (Mimeographed)

On an average 200 new letter boxes per year are also proposed for planting. Acquisition of sites, and construction of postal buildings in the sites already available are also planned. 30 Postal Franking Machines and 100 automatic weighing scales are planned for procurement per year. To meet the training requirements a full fledged Training Centre for the Circle

is also planned. (Kerala Circle, Blue Print of Seventh Five Year Plan (1985-90) Kerala Circle, 1984, p.4; P.18; P.25; P.27)

The personnel management functions are discussed in detail in Chapter VII.

During 1984-85, 363 Postal/EMS Assistants were given induction training in addition to 99 Assistants given training in Telegraphy. An amount of Rs.2,84,400/- was allotted during 1984-85 for Welfare activities. A sum of Rs.17,47,787/- was spent on Medical reimbursement. The Welfare activities of the Circle include functioning of 12 Co-operative Societies, 145 Recreation Clubs, 3 Canteens and 15 Tiffin Rooms; in addition to the conduct of Sports and Cultural activities. (Kerala Postal Circle, Annual Administrative Report, 1984-85, PP.10-13)

6.4.5. Structure of the Department:

The organizational structure of the Postal Department, and the changes that had taken place over the years, have been described in detail in Chapter-III.

The Postal Circles in charge of Postmasters General are functioning under the Directorate. In the Circle Office, assistance to the Head of the

Circle is provided by a Director (Head Quarters), Assistant Postmasters General, Assistant Directors of Postal Services, an Assistant Engineer and a Welfare Officer in addition to other supporting staff. A Director or a Deputy Director of Accounts (Postal), who is incharge of Accounts provides advice on financial matters to the PMS. A Vigilance Officer or a Director (Vigilance) assists the Postmaster General in vigilance matters.

The Circles are divided into Regions incharge of Regional Directors. In the Regional Offices, the Directors are assisted by Assistant Directors, Accounts Officer and other supporting staff. (P&T Board, letter No. 31-13/78, PN-II dated 13-3-1979)

In each Region, there are a number of Postal and PMS Divisions. In addition, the Postal Stamp Depot, and Postal Stores Depots and Mail Motor Organisation are also functioning under the Regions. The Divisions are incharge of Divisional Superintendents. In the Divisional Offices, the Superintendents or Senior Superintendents are assisted by Deputy Superintendents/ Assistant Superintendents, Inspectors of Post Offices, and other supporting staff.

The Divisions are divided into Sub Divisions incharge of Assistant Superintendents or Inspectors.

In each Postal Division, there are a number of Post Offices. The Branch Post Offices are financially accountable to the Sub Post Offices and Sub Post Offices are financially accountable to Head Post Offices. (Postal Training Centre Mysore, HNS Operation, 1980, P.2)

In the HNS Divisions, there are a number of Sorting Offices and Sections. (Postal Training Centre, Darbhanga, 1981, P.8)

6.4.6. Present day Structure of Kerala Postal Circle:

For functional and operational purposes Kerala Circle is divided into 23 Postal and 3 HNS Divisions. As on 31st March, 1985, the Units available in the Circle are 23 Postal Divisions, 3 HNS Divisions 3 Postal Stores Depots, 1 Postal Stamp Depot and 1 Mail Motor Organisation. The details of the Divisions are given below in Table VI-3.

TABLE VI-3
DETAILS OF DIVISIONS IN KERALA CIRCLE

Headquarters Region Trivandrum	Cochin Region	Calicut Region
Malabar	Alleppey	Badagara
Pathanamthitta*	Alwaye*	Calicut*
Quilon*	Changanacherry	Cannanore
Trivandrum North*	Ernakulam *	Kasaragod
Trivandrum South	Idukki	Malapuram
MS 'TV' Division*	Irinjalakuda	Palghat
Postal Stores Depot, Trivandrum	Kottayam*	Palghat
Postal Stamp Depot, Ernakulam	Tiruvalla	Tallicherry
	Postal Stores Depot, Trichur	TIRUR Trichur*
	MS, 'K' Dn * Ernakulam	MS, 'GT'Dn, Calicut.
	Mail Motor Service, Ernakulam.	Postal Stores Depot, Calicut.

(* These are Senior Divisions in charge of Group-A Officers. Other Divisions are in charge of Group-B Officers.)

(Source: Kerala Postal Circle, Annual Administrative Report 1984-85, Trivandrum: POC, Kerala)

(1984 - 85)

A map of the Kerala Postal Circle, indicating the Divisional jurisdiction and the Head Post Offices and Sorting Offices is given as Figure VI.I, in Annexure-II.

As no authentic official map is available, the Researcher has *prepared* a map with the available information.

6.4.7. Circle Organization

It may be pointed out that there is no authentic official record of latest organizational charts. Hence the Researcher has drawn the charts based on the observation of the reporting system now prevailing in the Kerala Postal Circle.

An organizational chart of the Kerala Circle is given as Figure VI.II, in Annexure-II.

The Kerala Circle is headed by the Postmaster General. Under him, the Director of Postal Services (Headquarters), the Director of Postal Services, Cochin Region, the Director of Postal Services, Calicut Region and the Director (Vigilance) are functioning. In addition, the Deputy Director of Postal Accounts who is also the Internal Financial Adviser is functioning directly under the PMS.

6.4.8. Organization of the Circle Office and Headquarters Region :

The organizational chart of the Circle Office (FWS's Office) and the Headquarters Region is given as Figure VI.XII, in Annexure-II.

The Circle Office is organized into different sections in charge of Assistant Directors(AD), Assistant Postmasters General(APMGs) depending on the functions, namely Staff, Postal Life Insurance, Complaints and Investigations, Mails, Budget, Savings Bank, Plan Monitoring & Implementation, Recruitment, Establishment, and Accounts and Pension. The buildings Branch is in charge of an Assistant Engineer and the Welfare Branch is in charge of a Welfare Officer. The Hindi Officer looks after the work relating to the Official Language Implementation. An Accounts Officer is in charge of the Internal Check Organization of Savings Bank. (FWS Kerala, Letter No.01-196 dated 2-11-1977) The Returned Letter Office is also functioning as a part of the Circle Office in charge of a Manager. In addition to the Officers of the Circle Office, Heads of the Divisions/Units, namely Trivandrum HNS Division, Trivandrum North, Trivandrum South, Quilon, Pathanamthitta and Mavelikara Postal Divisions, Postal Stores Depot,

Trivandrum and Postal Stamp Depot, Knnkulam are also reporting to the Director of Postal Services(HQ).

The Assistant Directors, Assistant Postmasters General, Welfare Officer and Assistant Engineer(Buildings) are assisted by Section Supervisors under whom Upper and Lower Division Clerks and Group D Staff function. Assistant Superintendents and Inspectors are functioning in certain Sections, directly under the Assistant Postmasters General and Assistant Directors. Some of the Stenographers are directly functioning under a Single Officer, whereas some of the Stenographers are assisting more than one officer (PMS,Kerala,Letter No.GN-196 dated 2-11-1977).

6.4.9. Vigilance Organization:

The organizational chart of the Vigilance Organization is given as Figure VI.IV, in Annexure-II. The Director(Vigilance)reports directly to the Post Master General. The clerical staff directly work under Assistant Superintendent who is immediately reporting to the Director(Vigilance). The Director(Vigilance)is assisted by a Stenographer also.(PMS Kerala,Letter No. G.N. 196 dated 2-11-1977)

6.4.10. Organization of the Postal Accounts:

The organizational chart of the office of the Deputy Director of Postal Accounts is given as Figure VI. V, in Annexure-II. The Deputy Director of Postal Accounts who is also the Internal Financial Adviser, is assisted in his office by Accounts Officers in charge of different sections namely Postal Accounts, Administration, General Provident Fund, Pension, and Money Order. Under the Accounts Officers, Junior Accounts Officers are working. The Senior Accountants (Selection Grade UDC Rank) and Junior Accountants (LDC Rank) report to the Junior Accounts Officers (JAOs).

6.4.11. Organization of the Calicut Postal Region:

The organizational chart of the Calicut Postal Region is given as Figure VI.VI, in Annexure-II. The Calicut Region is headed by Director of Postal Services, Calicut under whom 10 Postal Divisions, 1 MIS Division and 1 Postal Stores Depot are functioning. In the office of the Director of Postal Services, Calicut Region, Two Assistant Directors, and Two Accounts Officers (one of them being Accounts Officer, Internal Check Organisation (Savings Bank)) report to the Director. Under the Assistant Directors, Section Supervisors,

and under the Section Supervisors Upper Division Clerks and Lower Division Clerks, and Group D staff are functioning. Assistant Superintendents, and Inspectors of Post Offices and Inspectors of EMS report to the Assistant Directors. The Assistant Superintendents and Inspectors look after the technical aspects of the concerned branches allotted to them in addition to conducting field visits, reviews and investigations. (DPS, Calicut, Letter MDU/Section I/85 dated 4-7-85; DPS Calicut, Letter MDU/Section II/85 dated 4-7-85).

6.4.12. Organisation of the Cochin Postal Region

An organizational chart of the Cochin Region is given as Figure VI.VII, in Annexure-II.

Cochin Postal Region is headed by Director of Postal Services, (DPS) who Cochin who reports to the PMS. Eight Postal Divisions, 1 Postal Stores Depot, One EMS Division and One Mail Motor Organisation are functioning under the Director of Postal Services, Cochin Region. In the Office of the DPS, Cochin, two Assistant Directors and One Accounts Officer report to the DPS. Under the Assistant Directors, Section Supervisors are functioning in charge of different functional branches and under whom Lower and Upper Division Clerks, and Group-D staff are

functioning. Assistant Superintendents, Inspector of Post Offices, Inspector of EMS and a Junior Engineer are also functioning directly under the Assistant Directors. (DPO, Cochin. Letter No. CV/3-7/83 dated 29-5-85; C.N. 3-7/83 dated 4-11-85)

The pattern of the Cochin Postal Region is identical to the pattern of the Calicut Postal Region, except for the number of Officers and number of clerical staff.

6.4.13. Organisation of a Senior EMS Division:

The organisational chart of a typical Senior EMS Division is given as Figure VI.VIII, in Annexure-II.

The Division is in charge of a Senior Superintendent, EMS (SSM), under whom a Deputy Superintendent, EMS (DSM), and an Office Supervisor (in the rank of an Inspector) are functioning. Under the Office Supervisor, an Accountant, Office Assistants and Group D staff are functioning. The DSM is having only functional control over the staff members working in the Divisional Office. (SSM, EK Division Letter No.23 dated 1-12-1980)

The Head Record Office in charge of a Head Record Officer (HRO) is functioning under the SSM. Under the Head Record Officer, Assistant Head Record

Officer in charge of Accounts Branch, Accountants, Clerical staff called Account Clerks and checkers and group D staff are functioning. The Head Record Office looks after the accounting functions for the Division as a whole and technically a Head Record Office is considered as the Accounts Branch of the Divisional Office.

Under the Superintendent, the Mail Offices (Sorting Offices) function in charge of Head Sorting Assistants. The Head Sorting Assistants are directly working under the SSM. Under the Head Sorting Assistants, supervisors and under the Supervisors, Sorting Assistants, Mail Guards and Group D staff function in the Sorting Offices. Assistant Superintendents RNS and Inspectors of RNS are also functioning in the Sorting Offices who are directly reporting to the SSM.

The Sub Divisions in charge of Inspectors of RNS are functioning in the Division and the Inspectors report direct to the Superintendent. Inspectors have functional control over Sorting Assistants, Mail Guards and Group D staff functioning in the Sub Division.

Sub Record Offices in charge of Sub Record Officers (SROs) are functioning under the Superintendent, where clerical staff and group D staff work under the Sub Record Officer. The Assistant Superintendent, Inspectors of RNS the Head Record Officer and Sub Record Officers are having

the functional control over the Sorting Assistants and Group D staff.

In the EMS Division, there can be a number of Sorting Offices and a number of Sub Record Offices. A large number of Sorting Assistants and Group D staff are functioning in the EMS Division. For example, in the EMS "EK" Division, Ernakulam, the units functioning are 1 Head Record Office, 10 Sorting Offices, 6 Sub Record Offices and 4 sections. The departmental staff working in the Division are 408 Sorting Assistants, 207 Group D (Mailmen), 7 Assistant Superintendents, 5 Inspectors, 1 Higher Selection Grade-I and 6 Higher Selection Grade-II officials. (DPS Cochin, Inspection Report on "EK" EMS Division dated 19.9.85, P.2).

In the EMS Divisions in charge of Group B officers in place of the Deputy Superintendent EMS, in the Divisional Office, there are Assistant Superintendents of EMS only. Except for this, the pattern of a Senior EMS Division is same as that of a Junior EMS Division. However the number of units and staff strength vary, the EMS Division in charge of Group B Officer having only lesser number of staff members.

6.3.4. Organisation of a Senior Postal Division

The organisational chart of a typical Senior Postal Division is given as Fig. VI-IX in Annexure-II.

The Division is in charge of a Senior Superintendent of Post Offices (SSP) who reports to the IPS. Under the SSP, a Deputy Superintendent (DS), Senior Postmaster, Postmasters in Higher Selection Grade, Assistant Superintendents in charge of Sub Divisions, Sub Divisional Inspectors in charge of Sub Divisions and Sub Postmasters in the Lower Selection Grade and clerical grade function. In the Divisional Office which is the Office of the Superintendent, a Deputy Superintendent, an office Supervisor (in the Grade of an Assistant Superintendent), a Complaint Inspector and a Savings Bank Development Officer (in the grade of an Inspector) are functioning. The Office Assistants and Group D staff and Accountant report direct to the Office Supervisor. The Office Assistants in the Complaints Branch report direct to the Complaints Inspector. The Office Supervisor and the Complaints Inspector functionally report to the Dy. Superintendent. (SSP Ernakulam letter No. 02/II dated 22.3.1982).

The Senior Postmaster (Group B Officer) is in charge of Head Post Office (Ganotted status). Under him Assistant Postmasters and Deputy Postmasters in charge of different functional branches, and a Public Relations Inspector (in the lower selection grade) having out-door duties function. Postal Assistants and Group D staff and Postmen are functioning under the Assistant Postmasters

and Deputy Postmasters. (SSP Ernakulam letter No. A/2 dated 4.3.1985).

The Head Postmasters in HSG I or HSG II grades are in charge of Head Post Offices. The Assistant Postmasters in charge of different branches and the Public Relations Inspector (Postal)(PRIP) report to the Head Postmasters. Postal Assistants, Group D and Postmen staff are functioning under the Assistant Postmasters.

Sub Divisions are in charge of Inspectors or Assistant Superintendents. Under the Assistant Superintendent in charge of a Sub Division, Mail Overseers, Extra Departmental Sub Postmasters and Branch Postmasters function. Under the Extra Departmental Sub Postmasters and Branch Postmasters, Postmen and Extra Departmental staff function.

In the Sub Divisions in charge of Inspectors also, the pattern is the same.

In the Sub Post Offices in charge of Sub Postmasters, Postal Assistants, Postmen and Group D staff report to the Sub Postmaster.

In the Postal Divisions, there are a number of Sub Divisions, Head Post Offices and Sub Post Offices and Branch Post Offices. For example, in the Ernakulam Postal Division, there are 96 Branch Post Offices, 86 Sub Post Offices and two Head Post Offices including one Senior Post Office. The staff working in the Division are 6 HSG I/HSG II, 468 Postal Assistants, 276 postmen, 138 Group D and 317 ED Agents. (DPS Cochin, Inspection Report on Ernakulam Postal Dn. dated 11.2.86, PP.1-2).

In the Postal Divisions in charge of Group B Officers, in the place of Deputy Superintendent, there will be only an Assistant Superintendent in the Divisional Office. The total number clerical staff also will vary. Apart from the number of staff members and the number of post offices, the organisational pattern is identical in all the Postal Divisions.

6.4.15. Organisation of a Postal Stores Depot

The organisational chart of Postal Stores Depot, Trichur which is a typical Postal Stores Depot is given as Fig. VI-K in Annexure-II.

The Stores Depot is in charge of a Superintendent (Group B Officer) who reports to the Director of Postal Services. An Assistant Superintendent in charge of Printing, a Manager (in Higher selection Grade II) and an Assistant Manager (in Lower Selection Grade) in charge of forms branch are reporting to the Superintendent. Under the Manager, Office Assistants, Accountant and Group D staff are functioning. Office Assistants dealing with printing work, report to the Assistant Superintendent. Office Assistants and Group D staff in the forms branch report to the Assistant Manager.

11 Office Assistants and 25 Group D staff are functioning in the Postal Stores Depot, Trichur. (SPS Cochin, Inspection Report on Postal Stores Depot, Trichur dated 28.10.1985, P.20).

The organisational pattern of other Postal Stores Depots is more or less the same as that of PSD Trichur except for the number of staff members.

The Postal Stores Depot is responsible for the materials management functions. (Nayar K.B.H., 1985(a), P.5, PP.34-35).

6.4.16. Organisation of the Mail Motor Service

The organisational chart of the Mail Motor Service with headquarters at Ernakulam is given as Fig. VI-XI in Annexure-II.

The Manager (Group B Officer) is in charge of the Mail Motor Service and he reports direct to the Director of Postal Services. Junior Accounts Officer and Lower Selection Grade Postal Assistants report to the Manager. Under one Lower Selection Grade Postal Assistant, Drivers, Mechanics and Group D staff (including cleaners) function. Under the second Lower Selection Grade Postal Assistant, the Postal Machine Assistants function. (Manager, EMS, Ernakulam, letter No. B/MS/MS dated 5.5.1983).

The establishment of the Mail Motor Service in Ernakulam consists of 9 clerks, 15 drivers, 4 Postal Machine Assistants and 11 Group D and mechanical staff in addition to the Supervisory staff. (SPS Cochin, Inspection Report on Mail Motor Service, Ernakulam dated 18.3.1986, P.1)

The Mail Motor Service is responsible for the transportation of mails in the urban areas of Cochin. The Postal Machine Assistants look after the maintenance and repairs to the Postal Machines available in different post offices in the Circle.

6.4.17. Organisation of a Postal Stamp Depot

The organisational chart of the Postal Stamp Depot is given as Fig. VI-XII in Annexure-II.

In Kerala, there is only one Postal Stamp Depot at Ernakulam in charge of a Superintendent (Group B Officer) who reports to the Director of Postal Services (Headquarters). Under the Superintendent a Junior Accounts Officer and an Inspector of Post Offices are functioning. The Postal Assistants, Group D and Extra Departmental Staff report to the Junior Accounts Officer. (Superintendent, Postal Stamp Depot letter No. 89/13 dated 7.6.1962).

In the Postal Stamp Depot, Ernakulam, 3 postal Assistants, 2 Group D and 3 Extra Departmental Agents are functioning in addition to the Supervisory staff. (DPS (HQs.) Trivandrum, Inspection Report on Postal Stamp Depot, Ernakulam dated 12/15-11-65, P.6).

The Postal Stamp Depot is responsible for supplying stamps and postal stationery to all the Head Post Offices in Kerala from where supply is regulated to the Sub Post Offices and Branch Post Offices.

6.5.0. PROBLEM RELATING TO OBJECTIVES, GOALS, AND TARGETS

The objectives of the Postal Department are not seen spelled out clearly in the available documents. However, the objectives are implied from the functions of the Department.

The primary function of the post office is to provide cheap and efficient communication services to the people. (PAT Department, Handbook for users of PAT Services, 1983, P.1). Presumably this is to be taken as the objective of the Department. The goals and targets to be achieved in respect of the main objectives of the Postal Services are not explicitly stated. Only in respect of certain agency functions of the Department such as Postal Life Insurance, some targets are fixed annually for Circles. (DG PAT letter No. 26/30/84/LI dated 27.6.1984; DG PAT letter No. 26/53/83/LI dated 20.5.1983). Thus it is seen that there is a problem a-rea in that the objectives are not clearly spelled out and communicated to the employees of the Department.

In the organization, it is seen that there is a large number of latent objectives. When there are multiplicity of objectives, it is essential that a hierarchy of objectives is set in terms of priorities and on the basis of which the specific objectives are defined and goals are set.

It is also essential that the objectives of the Department are defined and the goals and targets quantified or specified and communicated to the staff of the Department at various levels and their support mastered for achieving these objectives. The system of Management by Objectives (MBO) can be applied to the Postal Organisation for effective management. In the Postal Organisation, the functions are performed at various levels in view of the high degree of decentralisation. Divisional Superintendent is responsible for the management functions of the Division. Similarly the Regional Director is responsible for the management functions of the Region. Planning for opening of Post Offices, Planting of Letter Boxes, Mail Management, procurement of land and buildings, inspection of offices (monitoring and review) are the major functions performed at the Divisional level. Similar functions are performed by the Regional Directors and Postmaster General in respect of the Regions and Circles respectively. By the process of Management by Objectives, the objectives for a specified period, say one year, can be prepared by the Administrative Heads at the Sub Divisional, Divisional, Regional and Circle levels and the objectives can be mutually set by the concerned administrative heads and their immediate superiors and the criteria for the measurement of the accomplishment of the objectives agreed upon. The performance can be intermittently reviewed and finally at the end of the period

a review can be made by the concerned administrative head and his superior.

6.6.0. PROBLEMS RELATING TO PRIMARY LINE FUNCTIONS

The post office has performed a number of functions in addition to its primary functions, over the years as has been discussed in Chapter IV.

The primary functions of the Post Office are collection, transmission and delivery of letters, Insured articles, registered articles, parcels and Money Order, Value Payable and Postal Order services. With the introduction of Agency Functions like Savings Bank and Postal Life Insurance, much importance has been given for the efficient functioning of the agency functions presumably as the services relating to Savings Bank and Postal Life Insurance were expected to maintain certain standards, in view of the parallel services maintained by banking institutions and Life Insurance Corporation of India.

The Savings Bank and certain other agency functions are performed even in the small post offices in rural areas and there is a tendency on the part of the staff members to devote more attention and time on these functions, considering their financial accountability. For lapses in the monetary transactions resulting in loss to Government, the officials are held responsible for contributory negligence. (DG PAT, PAT Manual Vol.III (4th Edition), 1980, P.139).

In view of this, extra care is taken by the staff for attending to Savings Bank and other such monetary transactions. This results in less attention being paid to the primary functions of the Post Office. In bigger post offices, considering the complicated nature of the Savings Bank and Small Savings Operations, competent staff are specially earmarked for these branches and the change of staff avoided as far as possible, which results in the other branches like mails and delivery being manned by less efficient staff, and staff arranged for short periods without continuity. In short, the entrustment of innumerable functions to the Post Office has resulted in adequate attention not being paid to the primary functions. (DG P&T letter No- 56-1/79-3B(Pt) dated 8.12.1980; DG P&T letter No. 56-1/79-3B(Pt) dated 24.2.1982; DG P&T letter No. 56-1/79-4B(Pt) dated 19.3.1985).

In the Customer Satisfaction Survey, discussed in Chapter VIII, the responses relating to complaints on Postal Services revealed that the highest percentage of complaints related to letters indicating that the attention being paid to the primary function of mail handling is not adequate. Proper attention is to be paid to the primary functions for achieving improved efficiency.

**6.7.0 PROBLEMS RELATING TO ORGANISATION
STRUCTURES.**

**6.7.1 PROBLEMS RELATING TO THE ORGANIZATION OF THE
CIRCLE OFFICE AND HEAD QUARTERS REGION:**

The Organisation of the Circle office and Headquarters Region has been discussed in Section 6-4-8 of this chapter. The Organisational chart of the Circle Office and Head - quarters Region is given as Figure VI-III in Annexure-II.

From the organisational chart it is seen that the Director of Postal Services(Headquarters) has no separate Regional Office of his own. The Staff of the Circle Office perform the functions of the Head quarters Region (Trivandrum) also. The DPS (HQ) apart from his role as the functional head of Head quarters Region (Trivandrum) has got the role as a coordinating Officer of functions in the other Regions also, in as much as the Circle Office controls and coordinates the functions of the Regions, and the Officers of the Circle Office report to the Director of Postal Services (HQ). This peculiar set up automatically provides a higher status to the Director of Postal Services (Head-quarters) compared to the other Regional Directors, Further, the Office of the Head Quarters Region (Trivandrum) virtually is the Circle Office and the Headquarters Office of the DPS (HQ Region) is not distinct from the Circle Office.

For better and efficient functioning the Trivandrum HQ region, should be distinct from the Circle Office. The Director of Postal Services Trivandrum Region (now Head

quarters Region) should have a separate Office of his own, and he should not be the Officer to whom the other Officers of Circle Office report. In the Circle Office, there should be a separate Officer preferably an Additional PMS (higher in rank than a Director) or a very senior Director to assist the Postmaster General.

It is understood that a similar set up is already available in the Office of the General Manager Telecommunications (GMT) where the GMT is assisted in the coordination functions by two Deputy General Managers, viz DGM (Planning) and DGM (Administration). The District Managers (in the rank of Directors) incharge of Telephone Districts, and Directors of Telecommunications incharge of Specified regions are having separate Offices, (GMT Ernakulam, Ernakulam Telephone Directory 1985, PP. XXXI, - XXX).

An organisational chart giving the proposed organisation of the Kerala Postal Circle is given as Figure VI-XIII in Annexure - II.

In the proposed set up Additional PMS, Director (vig) and IFA will directly report to the PMS in addition to the Regional Directors of Trivandrum, Cochin and Calicut. The Officers in the Circle Office will report to the Additional PMS, who will coordinate, and assist the PMS.

As the HQ region will have a separate Office in the proposed set up it can be renamed as Trivandrum Region on the analogy of the Cochin Region and Calicut Region. Director of Postal Services (Headquarters) can be redesignated as Director of Postal Services, Trivandrum Region.

6.7.2 Problems Relating to Dual Control:

Divisional, Regional and Circle Levels:

The Divisional Superintendents were working directly under the PMO. and their day to day activities were reported to the PMO by means of a Fortnightly Diary. D.G, P & T Manual Volume VIII, 1979, P. 3 P.79). With the formation of the Regions, the Divisional heads were to report to the Regional Directors, though the line of communication between Circle Office and Divisional Office is through the Regional Office, there are many functional areas on which the Divisional heads report to the Circle Office direct. There is a sort of dual control on the Divisions and the Divisions are now controlled both by the Circle Office and Regional Office. Consequent on this, there are problems relating to duplication of work also. The functions of the Regional Director are more or less the delegated functions of the Postmaster General. (DG P & T, Letter No. 31-25/79-PK II dated 13-12-82, PMO, Kerala Letter No. 282/66-1/82 dated 5-7-82, PMO, Kerala Letter No: 28 - 3/Dlg/Pt. dated 2-4-79.)

The Administrative and financial powers of the PMO are also delegated to the Regional Directors to some extent. Transfer and posting of Staff within the region

upto Higher Selection Grade level, issue of sanction for opening of Post Offices within the allotted number and issue of financial sanctions for advances and loans, are arranged by the Regional Directors. (PMS, Kerala Letter No: Tech/99-1/79, dated 20-4-79, PMS, Kerala Letter No: EST/66-1/82, dated 5-7-82).

Even though the subjects to be dealt with by the Region and the Circle have been broadly earmarked, in practice, there is lot of overlapping in the functions. Building Planning, Planning for opening of Post Offices, Investigation into cases where amounts involved exceed Rs, 10,000/- arranging annual repairs and maintenance to buildings and monitoring of SB Work are the key areas where the Circle Office is responsible. However the Regions are equally responsible for these items and this has resulted in the duplication of work.

Complaint cases are received at Circle, Regional and Divisional Offices. Those complaints received in the PMS's Office directly ^{and} which are not registered there, are transferred to the Regional Offices. Cases which are not registered in the Regional Offices are sent to Divisional Offices, for disposal. This has resulted in the handling of complaints at different Offices resulting in avoidable delay. Considering these, it is felt that there is a case for streamlining the

functioning of the Circle and Regional Offices and for
 specifying the duties and functions of the ^{Regional} Offices and
 the circle so that the duplication of work can be avoided.
 (DG P & T, Letter No: 31-25/79-PK. IV, dated 13-12-82).

Dual Control

6.7.3. In Sorting Offices : In the Sorting Offices in
 charge of High Selection Grade II, Head sorting Assistants,
 a Post of ASHM is also sanctioned. (DG P & T, Letter No:
 6-65/74-PK. II dated 9-5-78)

In fact, the ASHM is supposed to supervise the work
 in general. (DG (Posts), Letter No: 6-11/86 - PB -II,
 dated 27-2-86)

The Sorting Assistants who are working in the Office
 are directly under Head Sorting Assistants (HSA). The Head
 Sorting Assistant is working directly under the Divisional
 Superintendent and not reporting to the Assistant Superintendent
 of HSA. In effect the ASHM's role is ambiguous and he is not
 empowered with adequate authority to control the Staff. The
 Sorting Assistants and the Head Sorting Assistant are not
 really accountable to the ASHM. Granting of Casual Leave
 and deployment of Sorting Assistant working in the Sorting
 Offices are done by the Head Record Officer, (HRO) even
 though the Sorting Assistants are directly working under the

Head Sorting Assistant. In Short there is dual control over the Sorting Assistants by the HSA and HSO. Similarly the Casual leave of the Group D Staff working in the Sorting Offices is granted by the ASHM and not by the HSA. The HSA is having full authority neither over the Sorting Assistants nor over the Group D. (D.O., P & T, P & T Manual Volume VIII, 1980, P. 372) Fourth Edition (Reprint),/The granting of leave and deployment of the Sorting Assistants working in the Sub Division are done by the Sub Record Officers and not by the Sub Divisional Inspectors of HSS. But the IIM is in charge of the Sub Division (D.O.P & T, P & T Manual Volume VII, Seventh Edition, 1981, P.P. 96 - 97). In other words, over the Staff in the HSS Sub Division there is dual control by the IIM, HSA, and Sub Record Officer.

Considering these ambiguities and problems it is found that a change in the present set up is called for.

6.7.4 : Dual Control in Town Sub Post Offices: The Group D. Staff and Postmen working in the Town Post Offices are under the administrative control of the Sub Divisional Inspectors or Sub Divisional Assistant Superintendents of Post Offices, in the present set up. These Staff members are working in various Post Offices. Only Postmasters of large Lower Selection grade

and higher selection grade Post Offices have got administrative Powers over Group D and Postmen Staff. (D.G.P&T, P & T Manual Volume III,) 1980, P. 363)

The Postmasters in the small Post Offices do not have any authority over the lower grade staff in the Town Post Offices. In the rural areas also, the Sub Divisional Inspectors or ASPOs are in charge of the Postmen and Group D Staff in the Sub Divisions. In other words, Postmen and Group D Staff are not accountable to their immediate Supervisors. The immediate Supervisors are not vested with proper authority over these Staff members. The performance appraisal of these Staff members are also done by the Sub Divisional Inspectors only. This set up results in dilution of the authority of the immediate superiors namely the Postmasters. Here also, a change in the set up is called for.

6.7.5 : Dual Control in Post Offices and HNS Offices :

All Postal Assistants and Sorting Assistants working in Post Offices and HNS Offices respectively are under the control of the concerned Divisional Superintendents, though they are working in different units. Immediately subordinate to the postmasters and Head Sorting Assistants. The Divisional Superintendents only, have got authority for taking disciplinary

action against the Postal Assistants/Sorting Assistants, working in smaller units. However the Head Postmasters of Higher Selection grade have got power for giving minor penalties for the lapses on the part of the Assistant.

In the Sorting Offices casual leave to the sorting Assistants are granted and substitute arrangements are made by the Sub or Head Record Officers and not by the Head Sorting Assistants. D.G. P & T, P & T Manual, Volume III, Fourth Edition, Reprint, 1980, P. 127).

This set up of the controlling authority not having adequate administrative and disciplinary powers over the immediate subordinates dilutes their position.

The Performance appraisal of the Postal Assistants/Sorting Assistants in the Division as a whole is done by the Divisional Superintendent except in the case of those Officials working under Sr. Postmasters (Gazetted Post Office)/Deputy Superintendent IAS. The present system is to obtain the memorandum of services in respect of the officials from the immediate superiors and to appraise the performance by Divisional Superintendent. D.G. P & T, P & T Manual Volume III, Fourth Edition Reprint, 1980, P 34) the system obviously is imperfect

in view of the fact that the appraisal becomes indirect and complicated. A change in the present set up is called for in this regard also.

6.7.6 : Real Control in the Savings Bank Control Organisation

The Staff in the Savings Bank Control Organisation (SBCO) are administratively controlled by the Director of Postal Services. The appointing authority of the SBCO Staff, who are working in the Head Post Offices is the Director. (D.G. P & T, P & T Manual Volume III 1980, P.P 236 - 237)

The Postmasters who are the immediate superiors do not have proper authority over these Staff members. The Divisional Superintendents though are now authorised to grant leave for them for short periods, do not have any authority over the Staff. (FNG, Kerala Letter No: ST/13/HLG 81 dated 1-1-86).

This creates an odd situation as the immediate superior Officers namely the Postmasters or the Divisional Superintendents, have no control over the Staff working in the units, and the Staff in turn are not accountable to their immediate superiors. The set up can be more effective only if the Staff are made accountable to their immediate superior and the Supervisors are vested with adequate authority. and the Supervisors are vested with adequate authority.

6.7.7 : In the Civil Wing (Postal) : The Postal Department was depending on the Central Public Works Department in the beginning for the construction of Departmental buildings. However with the formation of the P & T Civil Wing in 1963, construction works of the Postal buildings have been taken over by the P & T Civil Wing. (D.O. P & T, letter No: 13 (13)/63 A & G/89 dated 9-7-1963.)

The P & T Civil Wing has got Electrical, Civil, and Architectural Branches. The P & T Civil Wing is closely associated with the construction of the Departmental buildings and acquisition/procurement of sites. With the formation of the separate Postal and Telecom Departments, the P & T Civil Wing has also been bifurcated. (D.O. P & T, Letter No:10-42/84 CB, dated 23-10-84)

In the present set up the Postal Civil Wing is to look after the construction work on the Postal side. As far as Kerala is concerned the Executive Engineer with Headquarters at Trivandrum has to look after the work in the whole of Kerala assisted by three Assistant Engineers stationed at Trivandrum, Ernakulam and Calicut. The Superintending Engineer is stationed

At Bangalore who has to look after the work in all the Southern States. The Chief Engineer in Delhi is in Overall charge of the civil works. The Electrical Works are to be arranged by the Executive Engineer with headquarters at Ahmedabad, under the control of the Chief Engineer at New Delhi. The Architect to look after the works in Kerala is stationed at Madras and the Senior Architect is stationed ^{at} Bombay (D.G. P & T, Letter No: 10-42/84 -CS, dated 23-10-84). As per the Department Procedure for purchasing or acquiring a piece of land, the suitability certificate is to be taken from the Architect and Executive ~~Engineer~~^{Superintending} (Civil) (D.G. P & T, Letter No. 51-15/78 - PNP dated 14-6-78)

For purchase of land by direct negotiations, there is a High Power Committee as per the departmental rules and the Architect and Executive Engineer (Civil) are members of this Committee (D.G. P & T, Letter No. 482 - 32/78 - IPS (bg), dated 6-6-79)

For construction of buildings, the plans are to be prepared by the Architect or the Senior Architect depending on the importance and size of the Project, and only after the Plans are approved the work can commence. The present set up with the Architect and the Electrical Engineer not stationed in Kerala, can adversely affect the Progress of the works.

As the Postal Civil Wing Staff are not accountable to the PMG there is no control over the Civil Wing Staff, by the PMG. It is known that a re-organisation of the P & T Civil Wing was considered by making the Civil Wing Officers accountable to the concerned Postal and Telecommunications Circle heads; but the scheme had to be shelved on account of some litigations.

The general tradition of the Postal Department has been more and more decentralisation of the line and Staff functions. This is one of the strengths of the Department in carrying out its functions. The present structural arrangement of the Civil Wing (Postal) is a departure from the tradition of high decentralization. Obviously a reorganization of the present set up is needed for better effectiveness and efficiency.

6.8.0 PROBLEMS RELATING TO STATUS AND DESIGNATIONS

Some of the designations now in use in the Postal Department do not really reflect the status of the Posts and create a feeling of unhappiness in the job incumbents. The head of a Postal Division is designated as Senior Superintendent of the Post Offices (SSP) or Superintendent of Post Offices (SPOs) depending on the status of the division. Group A Officer in charge of a Senior Division is designated as Senior Superintendent (SSP), whereas a Group B Officer in charge of a Junior division is designated as Superintendent of Post Offices. Similarly, in the EMS side the divisional head is designated as Senior Superintendent of EMS (SSSEM) or Superintendent of EMS (SEM). The designation Superintendent does not fully reveal the status, function and authority of the Post in as much as, today, in many other organizations officers controlling much less staff members, and with much less authority and status are designated as Superintendents. In fact Officers incharge of Sections or branches are commonly designated as Superintendents in ^{many} organizations. Considering the management role of the Postal Superintendent, it is felt that the apt designation may be Divisional Manager (Postal) or Senior Division

Manager (Postal). In the PMS side, the designation may be changed as Divisional Manager, PMS or Senior Divisional Manager, PMS

In the other Central Government Departments like Railways and Telecommunications, similar designations are used now. The head of a Railway Division is now designated as Divisional Railway Manager, and head of a Telephone District is designated as District Manager Telecommunications.

(MOT, Karnataka Telephone Directory - 1985 - PXXX)

Chief Operating Superintendent, Southern Railway Time Table, No. 65, May 1st, 1985, PPT - 11).

In the Circle Office, Posts of Assistant Postmasters General (APMG) are existing. The APMG is in the rank of an SSP or SSM only. However his designation gives an impression that the post is higher in status than SSP or SSM and even the Director of Postal Services (DPS). The designation Deputy Director, instead of APMG may be more appropriate.

The Officer in charge of a Sorting Office is presently designated as Head Sorting Assistant. A Head Sorting Assistant can be even in the rank of Higher selection grade

in major units. This designation really, do not reflect the status of the Officer, in view of the term Assistant attached to the designation. The designation 'Sorting Officer' may be more appropriate than Head Sorting Assistant.

In the Kerala Postal Circle Office, posts of PLI Development Officers are available, reporting to the APNO (PLI). They are field officers and their function is to Canvas business and promote PLI. The posts of PLI Development Officers are filled up by Upper Division Clerks, and Postal and Sorting Assistants having a minimum Service of 5 years on the basis of competitive examination.

The Posting is made for a tenure of 5 years only. In addition to their pay, the selected candidates get a special Pay. (D.O. P & T, Letter No. 10-7/82 - SPB - II dated 3-8-84)

The Designation ' PLI Development Officer' is high sounding and gives an impression of a senior charge. Probably this is an example of a case where designation suggests more than the real status.

The instances of designations mentioned here would indicate that there is a problem area, where in the old time

designations do not reflect the actual nature and status of the Posts.

A review of the existing designations and adoption of appropriate new designations is considered necessary.

6.9.0 PROBLEMS RELATING TO PROCESSING OF MAIL

6.9.1 Problems due to increase in Mail Traffic:

With the increase in the population and high percentage of literacy, the postal traffic is on the increase. The rate of growth of the mails posted in the Post Offices in India is increasing by 4 to 5% every Year. (Department of Posts, Sorting and routing of mails in India, 1985, P.6)

The estimated number of all types of articles handled in Kerala during 1984 - 85 was about 100 Crores. (Kerala Postal Circle, Annual Administrative Report, 1984 - 85, P.2)

This high traffic figure itself points to the problem of processing the mail.

6.9.2. Problems due to Addressing of Letters in different Languages:

The first step in the processing of mail is identifying the destination. The multiplicity of languages and scripts poses a problem in this regard.

The Researcher has collected details of letters received for delivery in 15 Head Post Offices, and the Sub, and Branch Post Offices in their jurisdiction in Cochin Postal Region by a test check conducted on 12-10-83. The figures were collected through the Divisional Heads.

The details of letters received for delivery bearing address written in different languages, are given in Table VI-4.

TABLE VI-4

DETAILS OF LETTERS RECEIVED FOR DELIVERY
ADDRESSED IN DIFFERENT LANGUAGES.

Name of H.P.O.	Total No. of articles received for delivery in HPOs & its units on 12-10-83.	No. of letters addressed in					Other Languages
		English	Malaya- lam.	Hindi	Tamil	Other Languages	
Mavelikara	30092	22568	7281	61	169	1	
Chengannur	13971	11314	2631	25	1	-	
Kanjirappally	19058	13363	564	29	202	-	
Tiruvalla	21364	17112	3728	488	36	-	
Thodupuzha	28737	18529	7768	8	2452	-	
Alwaye, Perumbavur and Muvattupuzha	24821	17593	7163	44	21	-	
Ernakulam & Cochin	123192	101599	19061	1721	796	15	
Changanacherry	15792	12893	2800	37	52	-	
Kattappana	15922	10012	4983	6	1591	-	
Kottayam, Palni and Vaikom	<u>97623</u>	<u>64632</u>	<u>27777</u>	<u>520</u>	<u>418</u>	<u>51</u>	
Total :	376372	289615	88256	3009	9737	34	
Percentage of Letters.		74.96%	22.84%	0.78%	1.49%	0.00%	

(Source : Figures collected by the Researcher).

The test check revealed that addresses are mainly written in four languages, namely English, Malayalam, Hindi, and Tamil. 74.96% of letters are addressed in English and 22.64% in Malayalam. The letters addressed in Tamil formed 1.49% and the letters addressed in Hindi formed 0.78% only. The number of articles addressed in other languages was practically negligible.

The high percentage of articles addressed in English is considered to be mainly due to the high percentage of educated and literate persons in Kerala. As per the 1961 Census, the rate of literacy in Kerala is 70.42% (Director of Census Operations, 1962 P. 33)

When letters are received addressed in different languages, a need will arise for transcribing the addresses. Such letters are sent to the transcription centres, namely a specified PMS Office or a Returned Letter Office. D.G. P & T P & T Manual, Volume IV, 1962 P 237)

6.9.3: Problem due to addressing of letters in manuscripts-

Manuscript addressing can create problems in deciphering the addresses, and easy sorting of letters.

The details of letters received for delivery with manuscript addresses, those with printed or typed addresses, and those bearing postal Index Number in the 15 Head Post Offices and their Units, collected through the test check conducted on 12-10-83 are given in Table VI. 5

Table VI - 5 Details of letters with printed/typed addresses, and those bearing Postal Index Number.

Name of the H.P.O.	Total No. of articles received for delivery.	Addresses in Typed Print	Manuscript.	% of articles with typed address.	Articles with PIS Code.	%	PVT Envelope & other items.	No.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(8)
Navalikara	30092	6927	23165	23.02	13206	43.89	7626	25.
Changanur	13771	2518	11453	18.02	5912	36.09	1431	10.
Kanjirapally	19078	3112	15946	16.33	7879	41.26	4126	21.
Tiruvalla	21364	4127	17237	19.32	8995	42.10	1722	8.
Thepuzha	29737	5641	23096	19.63	13250	46.11	8364	29.
Alwaye, Perambur & Muvattupuzha	24821	8441	16377	34.02	15128	60.95	8364	33.
Ernakulam & Cochin	123192	38927	84265	31.60	62878	51.04	52749	42
Changanacherry	15792	2464	13328	15.60	4652	29.46	6269	39
Kattappana	15922	2277	13645	14.30	3821	24.00	6051	38
Kottayam, Palai & Vaikom	93423	25337	67889	29.12	40885	43.76	30313	32
Total	386372	99774	286401	25.02	177734	45.48	67012	17

(Source : Figures directly collected by the Researcher)

The test check revealed that only 25.82% of letters received for delivery had addresses typed or printed. 74.18% of letters had addresses written in manuscript.

6.9.4 : Use of Postal Index Number Code (Pin Code)

Since the PIN Code is in international numerals when letters are addressed, clearly indicating the PIN Code, the post office officials can sort letters to the destinations even without knowing the language in which the addresses are written. Even though the PIN Code was introduced in August, 1972 the system has not become very popular even today. Test check on the articles received for delivery on 12.10.85 indicated that only 45.48% of articles were having PIN in the address. The details of articles having pincode are given in Table VI. 5 (Column 6) and (7)

The Researcher has conducted another 'Test Check' of the articles posted on 16-10-85 at six Rural Post Offices and six urban Post Offices selected at random, in Kerala. The details of articles posted, articles containing PIN Code, articles containing the sender's address and articles containing PIN Code in the sender's address are given in Table VI - 6.

TABLE VI -6
Use of Pin Code : Test Check figures of
16-10-85.

Area	Name of Post Office.	Total Number Posted.	With PIN in address	No. with sender's address.	No. with in Sender address.
Urban	Irinjalakuda	2534	890	1341	425
	Theodupuzha Bazar.	275	116	189	69
	Tiruvalla	3890	966	994	129
	Alleppey Bazar.	789	253	102	26
	Gandhinagar	1185	402	1012	139
	Ernakulam College.	<u>3427</u>	<u>1354</u>	<u>1465</u>	<u>610</u>
	Total	12060	3941	9073	1398
Rural	Manakal	82	15	26	7
	Kadapra	198	26	95	21
	Poothotta	196	36	42	14
	Pallana	122	41	66	42
	Vettilapara	89	51	14	8
	Mannadicala	<u>80</u>	<u>24</u>	<u>25</u>	<u>22</u>
	Total	687	195	297	114

The details of articles posted in the Six urban and Rural Post Offices on 16-10-1985, the number of articles with Postal Index number in the address portion, and the number of articles

with
with PIN in the Senders portion and the percentages of articles are given in Table : VI -7.

TABLE VI -7
Use of Pin Code: Test Check figures of 16-10-1985
in Urban and Rural Post Offices.

Area	Total No. of articles Posted.	No. of articles with PIN in address.	% of articles with PIN.	No. of articles with sender's address.	% of Articles with sender's Address.	No. of articles with PIN in sender's address.	% of PIN Ser addi
Urban	12060	3944	32.67	5073	42.06	1398	27
Rural	687	195	28.38	257	37.40	114	44
Totals:	12747	4136	32.45	5330	41.81	1512	28

The test check revealed that 32.67% of letters posted in the urban areas and 28.38% of letters posted in the rural areas were only having PIN written in the address portion. On the whole only 32.45% of letters posted had PIN in the address 42.06% of letters posted in the urban area, and 37.40% of letters posted in the rural area had sender's address 41.81% of letters had senders address on the whole. Of the letters with Sender's address posted in urban area, 27.56% had PIN in the sender's address Portion. Of the letters posted in the rural area with

Sender's Address, 44.36% had PIN in the Sender's address portion.

An interesting feature revealed was that in the rural area the percentage of articles bearing PIN in the Sender's address was more than that in the urban area. As this result was not in conformity with the expected trend, the Researcher had made yet another test check on 29.11.85, of the articles posted in six different urban and rural Post Offices.

The details of articles posted, the articles with PIN articles with sender's address and articles with PIN in Sender's address are given in Table VI - 8.

Table VI - 8 Use of Pin Code: Test Check figures of 29-11-85.

Name of the Post Office.	Total No Posted.	With PIN in Addr- 001	No. with sender's address.	No. with PIN in Sender's address.
Urban				
U.C. College	1371	747	896	402
Kottayam East	1618	1033	464	245
Avalukunnu	484	161	174	63
Tiruvalla Market	270	106	119	65
Krankulam North	2362	1438	900	622
Irinjalakuda Market	<u>1249</u>	<u>849</u>	<u>1113</u>	<u>511</u>
Total	7894	4334	3626	1930
Rural				
Chalianam	124	80	93	31
Kaipattur	318	53	29	21
Ayurkudy	143	16	23	10
Veliyanad North	74	14	28	32

Name of the Post Office.	Total No. Posted.	With PIN in address.	NO. with Sender's address.	NO. with PIN in Sender's address.
Chinnakamal	33	9	5	5
Karumady	<u>128</u>	<u>40</u>	<u>4</u>	<u>18</u>
Total :	820	212	212	177

The details of articles posted in the Six Urban and rural post offices on 29-11-1985, the number of articles with PIN in the address portion and the number of articles with PIN in the Sender's address portion and the percentages of articles are given in Table VI - 9

Table VI - 9 : Use of Pin Code & Test Check figures of 29-11-85 in Urban and Rural Post Offices.

Area	Total No. of articles posted.	No. of articles with PIN in address.	% of articles with PIN	No. of articles with sender's address	% of articles with sender's address	No. of articles with PIN in sender's address.	% having PIN in sender's address.
Urban	787	434	55.18	3626	46.17	1939	53.23
Rural	820	212	25.85	212	25.85	117	55.19
Total :	867	494	52.41	3838	44.25	2047	53.33

The Test Check revealed that 95.18% of letters posted in the urban areas had PIN whereas 25.85% of letters among the posted in rural areas only had PIN on the whole, 92.41% of letters posted had PIN in the address. 46.17% of letters posted in the urban area had senders address, whereas only 25.85% of the letters posted in rural areas had sender's address. Of the letters posted with Sender's address, 53.23% were having PIN in the Sender's address in the urban areas, of the letters with Sender's address the percentage of letters having PIN in Sender's address was 55.19 in rural areas. Thus the second test check also established the fact that the letters bearing PIN in the sender's address is more in rural areas than in the urban area, though the difference in percentage is not much. This result indicated that the percent are rather fluctuating and the figures are varying from place to place, presumably depending on the educational level of people in the area. However, there is a clear indication that only a small percentage of people are using Post Index Number in the Sender's address portion.

In the normal course, while sending replies to letters, the address given by the sender is reproduced. Hence if the Postal Index Number is invariably given by the Sender normally the addressee reproduces the Postal Index Number while writing the

address in the reply. It is felt that educating the public to give their address in the sender's address portion invariably with Postal Index Number can go a long way in popularising Postal Index Number code System. In addition, the PIN Code Directories should be freely made available from all Post Offices. Publicity through media like Television should also be arranged for popularising PIN Code.

6.9.5 Problem due to different shapes and sizes of letters

Letters are generally sorted in the Sorting Cases having different compartments or pigeon holes meant for different destinations. The Sorting Cases are of standard designs and sizes (D.G. P & S, Letter No. 10-12/83-D dated 30-7-83). Sorting of the postal articles with different sizes and shapes cannot be done in the standard sorting cases and such articles create problems in sorting. Second Class articles, viz. Periodicals and Packets are received in different sizes. The test check conducted by the Researcher on 12-10-1983 detailed in the Table VI - 5 revealed that 17.3% of letters were private manufactured. The Inland Letter Cards, Post Cards and Embossed Covers issued by the Postal Department are of standard sizes whereas the Private manufactured envelopes are of different sizes.

A further test check conducted by the Researcher in the Kynkulam Head Post Office on 28-1-1986 revealed that letter mail articles of 64 sizes were received for delivery, other than the standard items issued by the Department. This indicates that there is a definite problem in sorting these articles. The problem can be overcome only by standardization of sizes of the Postal articles to ensure easy sorting and quick disposal. Standardization of items of mail is a prerequisite for sorting of letters by letter sorting machines which can handle huge volume of mail in less time. (Keesesh C Talukdar, 1984, P.7)

6.9.6 Problem due to Increase in the Second Class Mail :

The increase of first class mail a year is at 4% rate whereas the increase of second class mail which consists of journals and business letters is at 5% per annum. (Department of Posts, Sorting and routing of Mails in India, 1985 P.5) This increase in the traffic creates problems in the processing of second class mails. Bulk posting of business mail by mailers are also on the increase. The Post Offices and Packet Sorting Offices are subjected to heavy pressure when huge volumes of mail are posted by bulk mailers.

One method of solving the problem is to get the mails presorted directionwise by the mailers. In the present set up it is not obligatory on the part of the mailers to do this grouping before posting. In the days to come, it will have to be made obligatory on the part of the bulk mailers to post the letters in direction-wise groups as prescribed by the Postal Department.

The Department has now introduced a scheme of giving a 3% bonus on postage for those bulk mailers for presorting the letters group-wise with franking. For using Franking Machine a 2% commission on postage is also permitted. Franking the mail will solve the problem of stamp cancellation also. (DG, Posts, letter No. 11-2/85-C 1 dated 16.12.85).

Now second class articles namely journals and registered newspapers can be posted in bulk with postage stamps affixed, postage franked, or postage paid in cash at the post office. When the bulk mailers are availing the facility of pre-payment in cash, the post office will have to stamp the articles with the cash paid stamp. (DG P&T, P&T Manual Vol. VI, Part I, 1982, PP.37-38.)

Articles received in grouped bundles when handled in post offices again for defacing or impressing cash paid stamp, can get mixed up. To obviate the situation the post office may have to insist on getting the articles machine franked and arranged in groups, destination-wise.

6.9.7. Organization of The Sorting Offices: A New Model.

Most of the MS offices are working round the clock with staff in batches brought for different spells of duty (known as Sets). (DG P&T, P&T Manual Volume V, 1982, P.21).

Each Set is functioning independently, though they are functioning using the same accommodation and the same equipments. Each Set (Group of Staff) receives and opens the prescribed number of bags and after the processing of the mail, closes and despatches a prescribed number of bags. (DG P&T, P&T Manual Volume V, 1982, P.49). The sorting work is not straightaway commenced immediately when the Set starts functioning, as some time is needed for opening of the bags and for arranging letters with the address portion on one side (termed as facing) and to make available the letters at each sorting Case. Similarly the sorting work will have to be stopped much before the actual time of despatch of the mail bags, as some time will be needed for bundling the letters with labels indicating destinations, and for sorting the letter bundles for the respective bags and for closing the bags. (DG P&T, P&T Manual Vol.VII, 1981, PP 54-55). Thus there is a built-in wastage of manpower of sorting Assistants in the present pattern of working.

As each set is separately closing bags for the same office duplicate bags are closed by different sets, thus resulting in wastage of manpower and duplication of work. While making a suggestion for giving over-time based on cut-turn, Sri. V.N.Cyril has made a suggestion for a continuous Uni set in stationary mail offices to ensure more productivity. (Cyril, V.N. 1981, P.P. 38-42).

Keeping in view the general pattern of working of the SWS office, a critical study of the Cochin Sorting Air, which is the biggest Mail Office in Kerala Postal Circle has been made.

The Cochin Sorting Air is functioning in 3 sets namely Cochin Air-I, Cochin Air-II, and Cochin Air-III. Cochin Air-II and Cochin Air-III are functioning in charge of Higher Selection Grade Head Sorting Assistants whereas Cochin Air-I is in charge of Lower Selection Grade Head Sorting Assistant.

The present staff strength including supervisory staff, working hours, present workload and the additional staff requirements based on the standards now prescribed, are given in Table VI - 10.

TABLE VI-10
STAFF STRENGTH AND WORKING HOURS OF
COCHIN SORTING AIR

Name of post	Present Staff strength			Additional staff now justified but yet to be created.		
	CN Air. I	CN Air II	CN Air III	CN Air I	CN Air II	CN Air III
Working Hrs. =	6.30 to 14.30	10- 18	18 - 6.30			
Supervision.						
ASRM	-	1	2	1	-	-
ISM	1	-	-	-	-	-
MSG, IX HSA	-	1	2	1	-	-
LSO(s)	1	4	4	1	-	-
Operative.						
T/s SAs	15	57	44	8	-	2
Mailmen	6	21	14	-	2	-
ED Mailmen	-	-	18	6	1	6
<p>a) Total work hours of the office as a whole : 759 hrs 49 wks.</p> <p>b) Total staff hours now available for the whole office for sorting work (including supervision) : 928 hrs</p> <p>c) Total work hours for the addl. sorting Assistants justified. : 80 hrs</p> <p>d) Total justified staff hrs. for the office (b+c) : 1008 hrs</p> <p>e) Excess man power available (c - a) : 248 hrs</p> <p>(i.e. equivalent to 31 sorting Assts. per day @ 8 hours per day per S.A)</p>						

(Source: Cochin Postal Region, files: Mails/19-5/52, Mails/19-4/55; Mails/19-4/52).

DEFECTS IN THE PRESENT SYSTEM OF WORKING OF SORTING OFFICE.

In the present set up, the sorting work actually commences only after about one hour from the commencement of the set, as by that time only mails will be available at the sorting cases for the sorting Assistants to commence the work. The sorting work is stopped about one hour prior to the closing of the bags. Thus there is a manpower wastage of two hours per sorting Assistant. In the Cochin Sorting Air-II, which is the major set of the Cochin Sorting Air, 57 sorting Assistants are available and there is a manpower wastage of 114 hours which is equivalent to the work load of 14 sorting Assistants. In other words, about 25% of the total manpower is not productively utilised.

The Cochin Sorting Air, mainly deals with Air Mail Articles meant for the destinations within the country. The 3 separate sets of the Cochin Sorting Air are closing bags for different offices but the despatch of the closed bags are fixed according to the departure timings of the flights.

The number of bags opened and closed by the Cochin Sorting Air office is given in Table VI - 11.

TABLE VI -II
NO. OF BAGS OPENED AND CLOSED BY COCHIN
SORTING AIR OFFICE

Set	No. of bags		Reserve/ source
	Opened	Closed	
I	178	95	Mails/19-4/82
II	206	195	Mails/19-4/82
III	222	151	Mails/19-4/82

(Source: Files of Cochin Postal Region--Mails/19-4/82
Mails/19-4/82; Mails/19-4/82)

A review of the bags closed by the Cochin Sorting Air revealed that as many as 140 duplicate bags are closed by the different sets. The duplicate bags not only create avoidable workload but also result in unnecessary increase in the load for which avoidable air freight will have to be paid. When there is problems of excess mails, the bags are off-loaded by the Air Lines. To cite an example, during the month of May 1982, on 12 occasions, mail bags were off-loaded at Cochin Air Port (SSRN MEM letter No.0/14 dated 2.7.82).

A SUGGESTED MODEL: The two major defects in the present pattern of working are (i) the wastage of manpower at the beginning of the Set and towards the closing of the Set and (ii) Duplication of bags resulting in avoidable workload and air freight.

Instead of different sets working in the office, there can be one continuous set, with the staff deployed for various spells, depending on the work load at the different spells. Sorting work will be a continuous process. Instead of the different sets closing bags, bags will be closed only at the proper time to connect the departing Bus/Train/Flight.

The total sorting work hours of the Cochin Sorting Air Office at present is 759 hours 49 mts. The staff hours now available for sorting work is 928 hours. An additional 80 hours of staff hours is justified in the present pattern as per the work load. But due to the existing orders of Sen on creation of posts, this has been provided on ad-hoc basis by providing staff from the Reserved Trained Pool. Thus, the justified staff hours in the present set up will be 1008 hours for the whole office against the present sorting work hours of 759 hrs. 49 mts. Thus there will be an excess manpower of 248 hours 11 minutes for the office as a whole, provided the new system is introduced. This manpower can be productively utilised for the sorting work.

For the RMS office, a pattern of working similar to the Head Post office can be considered. Many of the Head Post offices are working for 12 hrs

or even more. For example, in the Ernakulam Head Post office, the work is commenced at 07.00 AM and completed at 9 PM. The different branches namely Counters, Accounts, Savings Bank, Mail & Delivery are functioning at different spells. The Senior Postmaster, who is the officer in charge, has got work hours from 07.30 to 11.00 and 13.00 to 18.30 hrs. The Night Post office is functioning from 4 PM to 9 PM. In the absence of the Postmaster, Dy. Postmasters will be in charge of the office.

A similar pattern can be considered for the Sorting Office also.

The Cochin Sorting A/c can be in charge of a Head Sorting Assistant, whose working hours can be for 8 hours, for specified timings of the day. During his absence the Deputy Head Sorting Assistants can be in charge of the office. The number of Sorting Assistants needed to handle the mails in different time spans has been worked out based on the time factors prescribed in the Marathe Time Test. Time factors are prescribed for each operation namely for sorting of ordinary mails 0.10 mts, for registered articles 0.20 mts, for despatch of registered articles 0.40 mts, for Money orders received for sorting 0.13 mts and so on. (P&T Dept. Marathe Time Test, 1963, pp. 61-72).

The requirement of staff worked out for the various time spans are given in the Table VI - 12.

TABLE VI -12
REQUIREMENT OF STAFF IN VARIOUS TIME SPAN

Time span	Work hours ^a of work.	Requirement of SA
6-11 (5 hrs)	121 hrs, 49 mts	24 SAs
11-16 (5 hrs)	83 hrs, 16 mts	17 SAs
16-23 (7 hrs)	325 hrs, 50 mts	46 SAs
23-06 (7 hrs)	228 hrs, 50 mts	33 SAs

(*work hours calculated based on work load)

The suggested deployment of the sorting staff is given in Table VI - 13.

TABLE VI -13
SUGGESTED DEPLOYMENT OF STAFF

Time span	No. of Stg. Assts.	Working hours
0600--1400	17 T/s SAs	8 hrs.
0600-1100 & 1400-1600	7 T/s SAs	5 + 2.7 hrs.
14.00-2300	10 T/s SAs	8 hrs.
1600-2300	36 T/s SAs	7 hrs.
2200-0600	20 T/s SAs	8 hrs.
2300-0600	23 T/s SAs	7 hrs.

(Total staff hrs. available: 750 hrs)

It may not be possible in the new set up to provide continuous duty of 8 hours to the staff, as deployment of staff will have to be made depending on the workload at different spells of the day.

The staff working in the sorting Office should be brought under the control of the Head sorting Assistants and granting of leave and deployment will have to be made by the Head Sorting Assistant only. This will ensure proper control of the office by the Head Sorting Assistants. There are different branches functioning in the sorting Offices namely (i) Mail Agency, in charge of Receipt, Despatch, Opening and Closing of Bags, (ii) Sorting Branch, in charge of the sorting of Mail, (iii) Registration Branch for handling registered and insured articles and (iv) Parcel Branch for handling the registered and insured parcels. These branches of each set are separately maintaining registers now. In the proposed set up, registers will be maintained only for the office as a whole as there will be only one set.

The proposed set up will ensure optimum utilization of the sorting staff available, reducing wastage of manpower and duplication of bags received and despatched.

**6.10.0, H PROBLEMS RELATING TO SEASONAL
HEAVY WORK LOAD**

During the X'mas and New Year seasons, heavy postings are usual in Post offices and NIS Offices. Normally a single letter box is provided in Post offices and NIS offices for the posting of letters to all destinations. Collecting seasonal mails in a single letter box can lead to problems in sorting. To obviate this, a number of Letter Boxes will have to be specially placed during the season with different colours for easy identification, for various destinations. Different Letter Boxes can be arranged, say for the local mails, Mails for the State, Mails for other States in India, and Mails for Foreign Countries. Such Letter Boxes were arranged in Cochin in 1964 and 1965 for X'mas and New Year seasonal mail postings. First stage of sorting namely the preliminary directionwise sorting will be done automatically by this arrangement. (Mathrubhoony, 11.12.65, P.7. and Indian Express 11.12.65, P.5).

In important post offices and NIS offices where postings are heavy, different letter boxes can be kept for different destinations even during normal times. This will not only reduce the pressure of sorting work, but also will aid and hasten the sorting in as much as the first stage of grouping is automatically ensured.

6.10.1. Inadequacy of The Structural set up to handle Ad hoc Increase in Traffic.

In the Post offices, the average traffic obtaining during selected months of a year are taken into account for fixation of staff. In the RMS offices, statistics are compiled once a year for staff fixation.

Seasonal mail traffic makes large variations in the work load of certain Post offices and RMS offices. The staff fixed based on average traffic will not be in a position to handle seasonal traffic at all. For example, in Ernakulam Town alone 22.25 lakhs of X'mas and New Year mails were handled during the period from 15.12.84 to 15.1.1985.

(SSRM BK Division letter No.D/12 dated 20.2.85).

Another problem faced during the festival seasons is the staff shortage. A large number of staff members in Kerala proceed on leave in connection with X'mas New Year and pilgrimage to Sabarimala during December-January, every year. During Onam, Pongal, and Diwali seasons also problems of excess mail and shortage of staff occur. The increased traffic consequent on the receipt of seasonal mails necessitate additional accommodation and equipments for sorting the mails.

It is known that accommodation and furniture items were specially rented out during the X'mas season in December 1984 in Ernakulam MNS, exclusively for handling seasonal mails. (SSM, EX En, letter No. D-12, dt. 4.12.84). Spare equipments like sorting cases are not generally available in the Post offices and MNS offices, exclusively for using in the seasons. In short, it is seen that there is no permanent arrangement in the Postoffices and MNS offices for handling heavy traffic during seasons.

As rush of seasonal mail is a recurring problem a standing arrangement will have to be evolved by the Department for meeting such contingency of seasonal mails. Engaging the staff on Overtime basis cannot alone solve the manpower shortage in view of the fact that there is heavy absenteeism during the season resulting in staff shortage even for managing the normal work.

Managing the work by engaging retired hands and men from Reserve Trained Pool as Short Duty Staff, is also not practicable as their number is limited. One solution is to introduce Ad hoc arrangement to meet such problems of ad hoc increases in traffic. A group of Volunteers can be approved or licensed by the Department, to sort the letters

according to sorting pattern prescribed by the department during rush of seasonal mails on an honorarium basis, based on the out-turn. The Department has recently evolved a scheme of licensed Postal Agency to perform certain postal functions. On the same analogy, Vanita Samaj, Youth Services or similar organisations, which can provide man-power for short durations can be entrusted with the work. The volunteers may have to be given a preliminary training and guidance in sorting work.

The Government of Kerala have introduced various welfare schemes like Widow Pension, Old Age Pension, Agriculture Pension, Freedom Fighters Pension, and Unemployment Allowance. Most of these payments are made by Money Order. In addition, the pension for the majority of the retired State Govt. employees are also being sent by Money order. (PMO Kerala letter No. Tech/59-1/82 dt. 30.7.82, PMO Kerala Letter No. Tech/59-1/82 dt. 2.8.83; PMO Kerala letter No. Tech/59-1/82 dt. 4.8.83).

As the payments are to be effected by the 1st or 2nd of the month, there is a heavy rush of MO traffic in Post offices especially in Head Post Offices towards the last week of every month. The set up now available in the Post offices provides staff position to meet the normal traffic only.

There is no ad-hoc system to meet this increase in traffic for certain spells in the month. Presently the increased work is managed by incurring overtime expenditure or by engaging staff from the Reserve Trained Pool (RTP). Now that the Department has taken a decision to stop the RTP system, an ad hoc set up will have to be evolved to meet such traffic increases.

Managing the work by overtime will increase the operational costs. Introducing an incentive system for the Postal Staff, or an authorised agency which can handle the bulk booking of the Money order work will have to be considered.

In short, the problem of the ad hoc increases in traffic will have to be tackled by ad hoc solutions only.

6.11.0. PROBLEMS RELATING TO INTERNAL COMMUNICATION OF CHANGES IN RULES AND REGULATIONS.

As has been pointed out earlier, the post offices are performing a large number of functions. The work procedures relating to the different functions are detailed in the P&T Manuals and Administrative instructions issued from time to time by the Director General. Due to various reasons, changes are made in the procedures and the rules from time to time. It is observed that these changes are so frequent that obviously the staff are finding it difficult to learn these changes and put them into operation effectively.

To cite an example, the latest edition of rules for the Branch Offices, which narrates the rules and procedures for the functioning of the Branch Post Offices brought out by the Department is corrected upto 31st March, 1962 only. Subsequent to the publication of this book, 12 corrections have been issued on various dates. These corrections have come in the form of letters, (DPS Cochin, File Tech/38-2/64 of Regional Office, Cochin, 1964). Naturally it will be a difficult task to ensure that these changes in the rules and procedures reach all the Branch Post offices without fail.

A large number of changes in the procedures relating to the Savings Bank functions are seen received. For example, 27 important changes were made

in the small savings rules during the period from 1.7.1982 to 31.5.1984. (Dareja A.N. 1984, PP 6-7).

During the period from 1.1.84 to 31.5.85, 63 important procedural changes were made in the small savings rules. (Dareja A.N. 1985, PP.5-8).

Changes in the Rules and procedures are frequently received practically relating to every branch of the Department.

The changes issued after the publication of the Manuals relating to the departmental rules and procedures are communicated by the Postal Directorate to the Postal Circles from where they are communicated to the Divisional Heads directly or through the Regions. The divisional heads in turn communicate these changes to the various operative offices (Post offices and PMS offices).

When the changes are too frequent the process of communication becomes difficult and there is every chance that the desired results are not achieved. It is noticed that the P&T Manuals incorporating the changes in rules and regulations are not brought out in time, and the Manuals available are not giving the latest position.

In the preface to Swaney's Compilation of Posts and Telegraphs Manual Volume III, Discipline Rules

(corrected upto 1st June 1982) it is mentioned "Volume II dealing with General Regulations covering all branches of the P&T was last published by the P&T Directorate in 1971. Volume III containing Schedule of Administrative Powers was last published in 1972. Volume IV dealing with establishment rules was published in 1975 (but issued only in 1979). Volume V containing general rules applicable to the Post offices and Railway Mail Service was last issued in 1973" (Mathurwary, P, June 1982, P.iv).

This indicates the delay in bringing out latest edition of the Manuals.

In view of this the staff are compelled to rely on the compilations like Sweeny's Compilation on P&T Manuals and Dureja's Compilation on Savings Bank and Small Savings schemes, brought out by private publishers.

In the Post Offices the staff are not permanently working in specified branches. They get frequently transferred to different branches within the same office or to different offices; depending on the exigencies caused by deputation, leave arrangements, and rotation transfers. Consequent on these changes it has become all the more difficult to ensure that all the staff members are made

aware of the latest changes in rules and procedures.

One method by which the department is attempting to update the knowledge of the rules and procedures of the employees is by arranging refresher courses.

This can be done only in a phased manner and considering the frequent changes it is probable that even before one round of refresher course is completed the rules and procedures would have undergone further changes necessitating another refresher course. It is also observed that the officials after the refresher course are not getting posted to the branches relating to which they were given refresher training. In an earlier survey conducted it was observed that many participants after the Savings Bank Refresher Training from the Postal Training Centre Mysore were working in branches other than the Savings Bank. (Nayar, K.S.H. 1985, (b) P.9).

The problems can be solved (1) by reducing the changes in the procedures to the absolute minimum by suitably formulating the rules and procedures and by making the changes with a specified periodicity only, say at the beginning of the financial year, and (2) by communicating the changes promptly down to the operative staff preferably in the language in which they follow so that there will be no communication-gap.

The Manuals incorporating the changes in rules and procedures should be brought out in simple form, at least once in two years. Presently the Manuals are issued by the Directorate and the work is centralised. Instead, this work can be decentralised and each selected Postal Circle can be entrusted with the work of bringing out one Manual in updated and revised form. In short it is found that there is an urgent need to strengthen the internal communication system for achieving better efficiency.

6.12.6. PROBLEMS RELATING TO INSPECTIONS FOR REVIEW AND CONTROL.

In the Postal Department, there is a regular system of periodical inspections of offices and every office is inspected once a year by an inspecting officer.

The Administrative offices are also inspected once a year.

In addition to the regular inspection, surprise visits to different operative offices are made by the executive staff. (DG P&T, P&T Man. Volume VIII, 1979, P.20, PP-170-174; PP 192-193).

There is a prescribed questionnaire for carrying out these inspections.

The Savings Bank Branch of the Head Post Offices are inspected by the Divisional Superintendents at the time of inspection of the Head Post offices. In addition, the Accounts Officer Internal Check Organisation (Savings Bank), Accounts Officer of the Postal Accounts Office, inspects the Savings Bank branch. In fact, the Accounts Officer Internal Check Organisation (Savings Bank) takes up the inspection of the Savings Bank branch twice in a year. (Department of Posts, Postal Manual of S.B. Control, Pairing and Internal Check Organisation, 1986, pp 281-283). It is felt that there is duplication of work in as much as the Savings Bank branch is subjected to inspections by a number of officers. Comprehensive inspection by one specified authority will be more effective.

In the Guide for Inspections and Visits to Post Offices and Divisional Offices, separate questionnaires are specified for Branch Offices, Sub Post offices and Head Post offices. (PAT Deptt. Guide for Inspections and Visits to Post Offices and Divisional Offices, April 1983).

A perusal of the inspection questionnaires revealed that almost 50% of the questions related to the checking of accounts and audit work of the

Post offices. Of the 52 questions, prescribed for the inspection of non-combined branch post offices, 18 questions with sub sections related to the checking of accounts. In the questionnaire for inspection of Sub Post offices, of the 65 questions, 26 related to checking of accounts. Of the 110 questions prescribed for the inspection of Head Post Offices, 56 questions related to the checking of accounts. (Indian P&T Deptt. Guide for Inspections and Visits to Post offices and Divisional offices, 1961, PP. 1-9, PP. 13-22; PP. 26-42).

It is felt that the checking of the accounts takes the major portion of the time specified for inspection of offices. As the responsibility for the correctness of the accounts devolves on the inspecting officer who certifies the correctness of the accounts at the time of inspection, much attention is devoted to the checking of the accounts than on the management aspects of the office. It is felt that the inspection can be divided into two parts. Inspection on the management aspects of the office can be done by the Divisional Head or the concerned Administrative Head. The Audit work and checking of the accounts can be done by any other specified authority. This proposed arrangement will be more effective as the Administrative head will be in a

position to concentrate on the management aspects of the office.

6.13.6. CONCLUDING REMARKS

The Kerala Postal Circle is performing a range of services and the high traffic figures reveal the magnitude of the operations. There are some problem areas in the organisation and management of Kerala Postal Circle relating to non-defining the objectives of the department in clear terms, dilution of the primary functions consequent on the addition of several other functions and problems in the processing of mail due to increase in traffic, addressing of letters in different languages and manuscript and different shapes and sizes of articles. The problems of mail processing can be solved to a great extent by standardisation and popularisation of the Pin Code and evolving ad hoc systems for handling the seasonal enormous increase in traffic.

There are some problems in the organisational structure also. The structure of the circle office and Headquarters Region (Trivandrum) need a change to make the Headquarters region more effective.

The problems relating to the human resources management practices have been analysed, based on a survey on the perceptions of the employees and discussed in detail in the next Chapter VII. Another important area for detailed exploration to assess the management effectiveness is the Customer satisfaction. Chapter VIII deals with this aspect.

Considering the enormity of operations and the vastness of the area the organization encompasses these problems should be considered only as insignificant. However, the effectiveness and efficiency of the Kerala Postal Circle can be enhanced by taking corrective measures like defining the objectives of the department and setting goals and targets, resorting to MBO system, improving attention to the primary functions and by introducing better systems and methods.

CHAPTER VII

**HUMAN RESOURCE MANAGEMENT PRACTICES: A SURVEY
ON THE PERCEPTIONS OF THE EMPLOYEES
OF KEMALA POSTAL CIRCLE**

CHAPTER VII**7.0.0. HUMAN RESOURCE MANAGEMENT PRACTICES: A SURVEY
ON THE PERCEPTIONS OF THE EMPLOYEES
OF KERALA POSTAL CIRCLES****7.1.0. INTRODUCTION**

The Postal service is highly labour intensive. (Posts & Telegraphs Board, Report of the Committee on Extra Departmental System, 1971, p.6).

The Department of Posts is one of the biggest employers of the Government of India. In view of this, Human Resource Management assumes a great significance in the management activities of the postal organization.

The aspects of Human Resource Management include recruitment of personnel, training, placement of staff (postings and transfers), career planning (promotion policy), performance appraisal, staff welfare, wage compensation and incentives.

The Human Resource Management practices followed in the Postal Department have been mentioned in

Chapter IV under section 4.5.6.

7.1.1. The Different Cadres in the Department

In the Postal Department a large number of cadres are available with a wide spectrum of pay scales. Broadly the employees can be classified into two, namely, (1) Departmental Staff and (2) Extra Departmental Agents. The departmental staff are classified into four groups, namely, Group 'A', Group 'B', Group 'C' and Group 'D'. (Muthuswamy P, 1983(a), PP.5-7). The different categories of the departmental staff and the pay scales are indicated in Table VII-1 in Annexure-I.

The Extra Departmental Agents(EDA) are those who are working on part-time basis. Mostly they run the rural postal system. (Posts & Telegraphs Board, Report of the Committee on Extra Departmental System, 1971, P.6). They work for a specified period, say 4 to 5 hours per day, on a monthly allowance. The allowance is fixed according to the quantum of work performed by the ~~Extra~~ Departmental Agents. However, regular service conditions are prescribed for these employees. The Extra Departmental system is in existence in the department for the last more than five decades. (Muthuswamy P, 1983(b), in the page 'Preface').

There are a number of categories among the Extra Departmental Agents performing various functions in the post offices and Railway Mail Service. The details of such posts are given in Table VII-a.

TABLE VII-a

**EXTRA DEPARTMENTAL AGENTS(EDA)
CATEGORIES OF POSTS**

Sl. No.	Category of post	Pay Range*	
		Minimum	Maximum
<u>In post offices</u>			
1.	Extra Departmental Sub Postmaster (EDSM)	Rs. 270/-	Rs. 333/-
2.	Extra Departmental Branch Postmaster (EDBM)	Rs. 187/-	Rs. 238/-
3.	Extra Departmental Messenger(EM)	Rs. 161/-	Rs. 224/-
4.	Extra Departmental Delivery Agent (EDA)	Rs. 161/-	Rs. 224/-
5.	Extra Departmental Mail Carrier or Runner(EMC or Runner)	Rs. 161/-	Rs. 224/-
6.	Extra Departmental Packer(EP)	Rs. 161/-	Rs. 224/-
7.	Extra Departmental Stamp Vendor (ESV)	Rs. 157/-	Rs. 238/-
8.	Extra Departmental Checkider(EDC)	Rs. 164/-	Rs. 224/-
9.	Extra Departmental Mail Poon(EMP)	Rs. 161/-	Rs. 224/-
10.	Extra Departmental Letter Box Poon (ELBP)	Rs. 161/-	Rs. 224/-

Sl. No.	Category of post	Pay Range* Minimum Maximum	
In Railway Mail Service			
1.	Extra Departmental Stamp Vendor (EDSV)	Rs.157/-	Rs.235/-
2.	Extra Departmental Checkider(EDC)	Rs.154/-	Rs.234/-
3.	Extra Departmental Porter(ED Porter)	Rs.151/-	Rs.234/-
4.	Extra Departmental Sorter(ED sorter)	Rs.270/-	Rs.332/-
5.	Extra Departmental Sub Post Office(ESPO)	Rs.270/-	Rs.332/-

* effective from 1.9.1985

(Source: Mathuram P. Sanyal's Compilation of Service Rules for Posts & Telegraphs Extra Departmental Staff, Madras: Sanyal Publishers, 1983(B), p.31, Director General of Posts, letter No.14/12/85-7AP dated at New Delhi, the 12.12.1985)

7.1.2. STAFF STRENGTH: All India Figures.

The details of the staff of the Postal

Department as on 31-3-1984 are given in Table VII-3.

TABLE-VII.3

STAFF OF THE DEPARTMENT OF POSTS

A. Constituted Staff

Secretary (Posts)	1
Members, Postal Board	4

Senior Administrative Grade	48
Junior Administrative Grade	125
Time-Scale Class I	136
Postal Superintendants' service - Group 'B'	484
Postmasters' Service	190
Accounts Officers	234
Medical Officers	131
Total(A)	<u>1543</u>

B. Non-Casual Staff

Postal	2,45,290
Railway Mail Service	54,001
Mail Motor Service	2,616
Returned Letter Office	979
Postal Life Insurance	270
Postal Stores Depot	1,093
Training Centres	306
PT Dispensaries	279
Total	<u>3,07,033</u>
Miscellaneous	<u>1,500</u>

Grand Total (B) **3,08,533**

C. Extra Departmental Agents **2,99,460**

Total Postal Staff (A + B + C) = 6,06,463

(Source: Department of Posts, India, Statistical Handbook
New Delhi: Director General of Posts, 1955, p.3).

7.1.3. The Staff Position of Kerala Postal Circle.

The staff position in the Kerala Postal Circle as on 31-3-1955 is given in Table VII-4.

TABLE VII-4

**STAFF POSITION IN KERALA POSTAL
CIRCLE**

Indian Postal Service - Group 'A'	
Senior Administrative Grade	1
Junior Administrative Grade	2
Senior Time-Scale	12
Junior Time-Scale	6
Total	21
Group 'B'	
Postal Superintendents	26
Postmasters	5
Total	31
Group 'C'	
Operative	10949
Administrative	776
Total	11716
Group 'D'	
Operative	2238

Others		143
Totals:		2300
Extra Departmental Agents		11854
<u>PAF Accounts & Finance Services</u>		
Senior Time-Scale	...	1
Junior Time-Scale	...	1
Group 'B'	...	5
Group 'C'	...	311
Group 'D'	...	20
<u>General Central Services</u>		
Group 'B' Assistant Engineer	...	1
Group 'B' welfare Officer	...	1

(Source: Kerala Postal Circle, Annual Administrative Report, 1991-92, Trivandrum Postmaster General, Kerala, 1994-95, PP.21-23).

7.1.4. THE BUREAU

The very fact that a large number of employees belonging to various cadres with different pay scales are functioning in the department necessitates sound human resource management practices. The Postal Department has formulated policies regarding the various aspects of human resource management. It will be of great interest to find out how far these

policies are in tune with the thinking and expectations of the employees. An attempt has been made to know the employees perceptions on the personnel policies and programmes by a survey through questionnaires. Questionnaires were sent to the employees selected by random method belonging to the different categories, viz., Supervisors, Group 'C' Operative staff, Group 'D', Extra Departmental Sub Postmasters and Branch Postmasters and other Extra Departmental Agents. The method of random selection has been discussed in detail in Chapter I under section 1.3.2. Even though questionnaires were supplied to 28% of the Supervisors, 18% of the operative staff in the Group 'C' cadre, 18% of the Group 'D' staff, 18% of the Extra Departmental Branch Postmasters and Extra Departmental Sub Postmasters and 18% of the other Extra Departmental Agents, responses were obtained in full only from 16.2% of the total supervisors, 3.8% of the total Group 'C' operative staff, 6% of the total Group 'D' staff, 6.8% of the total Extra Departmental Branch Postmasters and Sub Postmasters and 4.7% of the total other Extra Departmental Agents. On the whole 6% of the total staff have responded to the survey. These figures are excluding the questionnaires received incompletely or defectively answered.

The responses received from the various categories of employees are given in Tables VII-5, VII-6, VII-8 to VII-17 and VII-20 in the text. Copies of questionnaire issued to various categories of employees are given in Annexure-III.

Table. Method of Analysis.

The method of measurement adopted is as follows: The respondents were asked to rate the existing personnel practices on a 5 point scale as follows:-

- Point 5** : Perceived as most scientific, modern and good,
- Point 4** : Perceived as above average (on the positive side)
- Point 3** : Perceived as average - Neither good nor bad,
- Point 2** : Perceived as below average (on the negative side)
- Point 1** : Perceived as unscientific, primitive, has lot of problems, very poor etc.

Based on the scale points the responses given by the employees are compiled and the weighted average score worked out for each item relating to the different groups of employees. The weighted average score below 3 indicates that the system is perceived

as unsatisfactory. The weighted average score of 3 is an indication that the system is neither good nor bad as per the perception of the employees. The weighted average score above 3 indicates a feeling of satisfaction on the part of the employees as the policy or practices are being perceived as scientific and modern.

7.2.0. RECRUITMENT

7.2.1. EXTERNAL AND INTERNAL

There is direct recruitment in the department for 50% of the vacancies in the Group A cadre of the Indian Postal Service. The remaining 50% is filled up by promotion. The direct recruitment is made through the Civil Service Examination by the Union Public Service Commission. (Notification P, 1961, P.37).

Recruitment to the cadre of Inspectors of Post Offices and Railway Mail Service is made by competitive examinations from among the staff of the clerical cadre, with a minimum service of 5 years. There is no minimum educational qualification prescribed. The recruitment is conducted by the Postal Directorate. (DO P&T, Posts & Telegraphs Manual, Volume IV, 1976, PP.351-353).

The recruitment to the cadre of postal/sorting assistants is made by direct selection on merit basis. Along with SSC marks bonus marks are added for higher

qualifications for deciding the merit. 50% of the vacancies are filled up by direct recruitment and the remaining 50% are filled up by promotions from the Postman and Group 'D' cadres. The direct recruitment is conducted by the divisional heads. Notification is, however, issued by the Circle Office announcing the vacancies every year. (Director General, Posts & Telegraphs letter No. 60/49/72-45B.I dated 10.1.1972; Director General, Posts & Telegraphs letter No. 20-67/33 dated 19.12.1953).

A system of Reserve Trained Pool (RTP) was introduced in 1961-62 in the Department to meet the contingencies of staff shortage due to sudden absenteeism and long leave and to manage extra man-power requirements for dealing with sudden increase in workload. Reserve Trained Pools with hands upto 15% of the sanctioned strength in the clerical cadre and postman cadre were formed. The strength of the Reserve Trained Pool could be increased by the Postmaster General depending on actual requirements. By this new system, the recruitment was made to the Reserve Trained Pool and the candidates were given training. Regular appointments were made as and when vacancies arise, from the Reserve Trained Pool only. (Director General, Posts & Telegraphs letter No. 60/18/71-45B.I dated

28.12.1971; Postmaster General, Kerala, letter No.511/102-25/MLC dated 5-8-1960.) The Reserve Trained Pool System has recently been abolished. (Director General of Posts, letter No. 60-21/21-278.I/Pt.II dated 4-3-1966).

The recruitment to the cadres of postman and Mail Guards is made from Group 'D' staff, Extra Departmental Agents, nominees of Employment Exchanges and casual labourers by means of a literary test. When sufficient number of Extra Departmental Agents are available having the prescribed qualification of 3 years service and age below 43 years, the recruitment is made from the Extra Departmental Agents only. The examination is conducted by the Circle Office. (Director General, Posts & Telegraphs letter No.44-27/18-278.I dated 6-8-1969.)

The selection for the Group 'D' cadre is made from the Extra Departmental Agents, casual labourers and nominees of Employment Exchanges as in the case of postman.

The Extra Departmental Sub Postmasters and Branch Postmasters are selected from among the nominees of Employment Exchanges by the Divisional Superintendents. 6th standard is the minimum educational qualification prescribed. However, matriculates are preferred. The candidates should be local residents of the village where the post office is located and should have adequate

means of livelihood and should be able to provide accommodation for the post office. When more number of candidates satisfying the minimum qualifications are available, the selection is made by means of a test. Selection for the Extra Departmental Stamp Vendors is made by the concerned postmasters or Sub Divisional Inspectors or Assistant Superintendents from among the nominees of the Employment Exchange having a minimum educational qualification of 6th standard, preference being given to candidates having passed the 8th standard. In this case also, the candidates should be local residents. The selection is made by means of a test.

The recruitment in respect of other Extra Departmental Agents is made by the concerned appointing authorities, namely, Postmasters, Inspectors/Assistant Superintendents of Sub Divisions. Sufficient working knowledge of local language and arithmetic are needed for the Extra Departmental Agents. For Extra Departmental Messengers, working knowledge of English is also prescribed. The candidates should be residing near their place of work. (Muzhumway P., 1983(h), PP.13-15).

In all the cases of recruitment, reservation is made for Scheduled Caste/Scheduled Tribe candidates. (Department of Personnel and Administrative Reforms, 1978, PP.4-6)

In addition to the cadres mentioned above, there are a number of other cadres like Stenographers, Lower Division Clerks in Postmaster General's Office, Regional Offices and Savings Bank Control Organization. Recruitments to such cadres are made by the Staff Selection Commission from open market by competitive examinations, (Director General, Posts & Telegraphs, letter No. 74-1/67-SPB.I dated 22-1-1969; Director General, Posts & Telegraphs letter No. 20/12/76-SPB.I dated 27-8-1979). As the strength of such cadres is extremely small, the perceptions of employees on the recruitment policy of such cadres have not been ascertained.

7.2.2. Employees' Perceptions on Recruitment Practices.

Question No.1 of the questionnaires distributed sought for the perceptions of the Supervisors, Group 'C' operative staff, Group 'D' staff, Extra Departmental Operative staff on the recruitment practices of Postal/Sorting Assistants, Inspectors of Post Offices/Railway Mail Service, Postman, Group 'D' and Extra Departmental Agents. The weighted average score points of the responses are given in the Table VII-6.

According to the supervisors, the recruitment system followed for the postal assistants/sorting assistants, postman and group 'D' is moderately

TABLE VIII-B

RECRUITMENT PRACTICES & EMPLOYERS' PERCEPTIONS

Respondents	Perceived Average Score Rating on Scale 1-5 (1 = Very Poor, 5 = Excellent)				
	MA	WA	PA	CA	OR
Supervisors	3.67	4.18	3.43	3.38	3.06
Group 'C' Operative staff	3.76	3.75	3.39	3.33	2.73
Group 'D' staff	NA	NA	3.55	3.38	2.89
Entire Departmental and Postsecondary Branch Postsecondary	NA	NA	3.38	3.39	2.99
Entire Departmental Operative staff	NA	NA	3.13	3.07	2.56

(NA = Not Applicable)

scientific. The recruitment system followed for the Extra Departmental Agents is just satisfactory. Supervisors perceive the recruitment system followed for the Inspectors of Post Offices and Railway Mail Service to be scientific and highly satisfactory.

According to the Group 'C' operative staff, the recruitment system followed for Postal Assistants and Sorting Assistants, Inspectors of Post Offices and Railway Mail Service, Postmen and Group 'D' is satisfactory. However, they have expressed more satisfaction about the recruitment system of Postal Assistants/Sorting Assistants to which cadre majority of them belong and to the cadre of Inspectors of Post Offices and Railway Mail Service which is their next promotion cadre. According to them the recruitment policy of the Extra Departmental Agents is unscientific and not satisfactory.

According to the Group 'D' staff, the recruitment system followed for Postmen which is their next promotion cadre and the recruitment system followed for Group 'D' the cadre to which they belong is satisfactory. However, they consider the recruitment system of the Extra Departmental Agents as unscientific and unsatisfactory.

The Extra Departmental Branch Postmasters and Sub Postmasters perceive the recruitment system of the Postman and Group 'D' cadres, which are their promotion cadres, as generally satisfactory. However they are not satisfied with the recruitment system of their own cadre. The other Extra Departmental Agents consider the recruitment system of the postman and Group 'D' cadres, which are their promotional cadres, as just satisfactory. They consider the recruitment system of their own cadre as not at all satisfactory.

**7.2.3. Content Analysis of Responses to Question 15
Relating to Recruitment.**

In question No.15 the respondents were requested to give their suggestions, grievances or comments about the functioning of the Department. Only 509 respondents of the total sample of employees have responded to question 15. The suggestions relating to the recruitment practices are listed below in the order of importance in terms of frequency of responses. The percentages of the frequencies with reference to the number of respondents to the question are also indicated in brackets against each suggestion.

1. The system of recruitment for the Extra Departmental Agents should be changed.

(36.2%)

2. Minimum educational qualification as that for direct recruits should be prescribed for departmental candidates for taking clerical cadre examination. (2.0%)
3. The Reserve Trained Pool system should be abolished. (4.0%)
4. The recruitment to the clerical cadre should be by competitive examinations. (4.2%)
5. Advance increments should be given to Graduates and Post-graduates after selection to the clerical cadre. (1.7%)
6. For each cadre, minimum educational qualification should be fixed and the present educational standards prescribed should be enhanced. For clerical cadre, graduation should be the minimum qualification. (1.0%)
7. A viva voce/interview should be included for the selection of Inspectors to know their aptitude, loyalty, integrity

and skill. (0.2%)

8. The standard of the examination to the Postal/MS Assistants cadres should be raised. (0.2%)

9. A recruitment board should be set up for recruitment in the Department.(0.2%)

The dominant suggestion relates to changing the recruitment system of the Extra Departmental Agents. The other suggestions are not significant considering the very low percentage of frequencies.

The analysis of the responses of the employees reveal that except the supervisors who consider the recruitment system of Extra Departmental Agents as just satisfactory, all other categories of staff perceive the recruitment system of Extra Departmental Agents as unsatisfactory and unsatisfactory. On the recruitment of the remaining cadres, the employees belonging to the different levels are generally satisfied.

7.3.9. TRAINING

7.3.1. Present Day Position

Institutional training, on the job training and attachment training are provided in the Postal Department. The Institutional Training is arranged in the Training

Centres. On the job training is given to the employees by allowing them to work in the concerned posts or positions, independently. They will be learning by doing the work. In the attachment training, the trainee employees are attached to an office where they learn by observing the work and discussing matters with others under the guidance of the officers-in-charge of that office. Institutional training is imparted through the Postal Training Centres at Shahdolpur, Mysore, Darbhanga and Varanasi and Muzrai for the staff belonging to Group 'C' and 'B' cadres. The Postal Staff College, India, at New Delhi is imparting training to Group 'A' Officers.

At present the Training Centres are imparting induction and refresher training courses as detailed below:-

Training For Postal Assistants: 3½ months induction training is imparted to the direct recruits. 15 days' attachment to a Head Post Office, 2½ months' institutional training in a Training Centre and 15 days' practical training in a Head Post Office are prescribed for the direct recruits. (Director General, Posts and Telegraphs letter No. 12-51/52/Tp(7) dated 1.2.1964).

For the officials promoted from lower grade of

postmen and Group 'D' to the Assistants' grade, the institutional training is for 81 days in the Training Centre, which includes language classes also, (Director General, Posts & Telegraphs, letter No. 45-4/70/PSP dated 8-4-1970).

Training for Sorting Assistants: The induction training for direct recruits include an attachment to a mail office for 15 days, institutional training for 3 months in a Training Centre and practical training for 15 days in a mail office. (Director General, Posts & Telegraphs letter No. 12-51/52/Tsp.(P) dated 1.2.1964.) The training for the officials promoted from lower grades to the Sorting Assistants' grade, is for 81 days in the Training Centre which includes language training. After the institutional training the trainees are expected to pass the prescribed examinations also, (Director General, Posts and Telegraphs, letter No. 36-125/57-D dated 17.3.1966; Director General, Posts and Telegraphs, letter No. 11-2/66 dated 26-7-1966).

Training for Inspectors: The Inspectors of Post Offices and Railway Mail Service belong to the executive cadre of the department and as such they are given training to meet their job requirements.

In the institutional training for 2 weeks in the Postal Training Centre, subjects like Public relations

Staff Relations, Disciplinary Rules, Investigations into loss and fraud cases and public complaints, techniques of supervision, inspection of post offices, preparation of statistical statements and rules relating to service conditions are covered, giving stress to the subjects, which are directly concerned with the Inspectors. There is an examination prescribed after the institutional training. (Director General, Posts & Telegraphs, letter No. 71/2/76-SPB.I dated 28-1-1976).

In addition to the institutional training, there is attachment to a Postal Divisional Office for 1½ weeks, attachment to a Head Post Office for 1 week, and attachment to a Postal Sub Division for 1½ weeks for the Postal Inspectors. For the Railway Mail Service Inspectors, attachment to an RMB Divisional Office for 1½ weeks, attachment to a Head Record Office for 1½ weeks, attachment to a Sub Record Office for ½ week and attachment with a Sub Divisional Inspector for ½ week are prescribed. (Postmaster General, Kerala, letter No. 87/15-3/54 dated 26-4-1954).

Training for Officials Approved for Lower Selection Grade (LSE): A four weeks' institutional training for the officials approved for promotion to the Lower Selection Grade is prescribed. During this period of

training, subjects like role of the post office, control over office, adjustment of staff to workload, discipline, leave matters, personnel management, conduct rules, staff relations and public relations are covered in addition to the operational matters relating to the post office. (Director General, Posts and Telegraphs, letter No.43/20-71/PWP dated 22.12.1971). The training for the officials approved for Lower Selection Grade is presently not being held.

Training for Group 'B' Officers (Postal Superintendent's Service) The Group 'B' officers of Postal Superintendent's Service, promoted from the cadre of Inspectors of Post Offices will have to undergo 3 weeks' training in the MSB work, 2 weeks' training in an MSB Division and 3 days' training in the Mail Motor Organisation, in addition to the institutional training. The theoretical training in the Postal Training Centres is for a period of six weeks. Similarly, the Group B officers from the cadre of Inspectors of MSB, will have to undergo 3 week's training in Post Office work and 3 weeks' training in a Postal Division in addition to the Institutional Training. (Postmaster General, Kerala, letter No.27/11/2/66 dated 24.12.1966).

In addition to updating rules and regulations, subjects like contracts, tenders, land acquisition and

disciplinary matters are covered. Management topics like human side of management, motivation, conflict resolution, human engineering, decision making, work flow, group working, delegation and job redesigning are also covered. There is an examination at the end of the training. (Director General, Posts & Telegraphs, letter No. 20-11/20-SPB.II dated 10-6-1960).

Training for Postmasters' Services For senior Postmasters in the Group 'B' cadre, an institutional training for 4 weeks is prescribed. The topics for training include organization of the Department, Departmental Rules and Regulations, General Administration and handling of public grievances. In addition, the management subjects are also dealt with in the training programme. An examination is prescribed at the end of the course. (Director General, Posts & Telegraphs, letter No. 22-24/24/PPD dated 16-3-1966).

Training for Upper Division Clerks(UGC) in the Savings Bank Control Organisation(SBCO) A training course for a period of 4 weeks is prescribed in a Training Centre for directly recruited Upper Division Clerks in the Savings Bank Control Organisation. Rules and regulations on small savings schemes, functions of the Control Organisation and subjects like set up of the

Department, working of the post offices and the Post Office Act are dealt with in the training course. In addition to the theoretical training, a practical training is also prescribed at the Circle headquarters under the supervision of the Officers-in-Charge of the Savings Bank Central Organization. (Director General, Posts & Telegraphs, letter No. 23-14/66-PSP dated 1.9.1966; DG P&T, letter No. 48-4/70-PSP dated 8.4.1970).

Training for Savings Bank Development Officers(SBD):

The Savings Bank Development Officers who are drawn from the cadre of Inspectors of Post Offices are given 2 weeks' theoretical training in the Training Centres. The topics on various small savings schemes, Methods of dealing with public complaints, liaisoning with District authorities and National Savings Organizations and public bodies are covered in the course. (Director General, Posts & Telegraphs, letter No. 76-20/73-SDB.I dated 2-11-1973; Director General, Posts & Telegraphs, letter No. 76-20/73-SDB.I dated 29-10-1973; and Director General, Posts & Telegraphs, letter No. 80-88/81-SDB.I dated 25-1-1982).

Training for Circle and Regional Office Clerical Staff:

No institutional training is now existing for the Office Assistants of the Circle and Regional Offices. The

officials who are selected for appointment as Upper Division Clerks are given a training of one hour per day for 7 weeks. Topics like machinery of the Government, functions of the Circle Office, office routine and office procedure and O & N are covered in the course.

For the Lower Division Clerks, a training of one hour per day for 15 weeks is prescribed. In addition to the theoretical training covering the subjects for the training for Upper Division Clerks, a practical training in receipt and distribution of dkt, comparison of fair copies, despatch, indexing and recording and drafting is also prescribed. The training is to be imparted in the Circle Office through a Head Clerk or an Inspector nominated by the Postmaster General, on an honorarium basis. Co-ordination of the training and the supervision of the classes are to be done by the O&N Officer. (Magan K.B.N., 1984, PP.3-4; Department of Posts, letter No.1-11/52-Trg(P) dated 5-11-1985).

Training for Postal and Railway Mail Service Instructors

A 3 weeks' institutional training programme is prescribed for the Inspectors and selection grade officials who are posted as Instructors in Training Centres or Instructors in local training classes. Practical lessons in teaching, set up of the training centre, extra curricular

activities and preparation of lecture notes are dealt with in this course. (Director General, Posts and Telegraphs letter No. 30-63/63-Plg. I/PW dated 20.2.1968) Special Training for Inquiry Officers and Presenting Officers: selected officials of supervisory cadre are given special training to function as Inquiry Officers and Presenting Officers in departmental enquiry cases. The duration of the course is two weeks in each case and the training is arranged by the Postal Directorate. (Posts & Telegraphs Board, letter No. 2/2/60-Disc. I dated 22-7-1960).

Telegraph & Teletypewriter Training

Postal Assistants are given training in Telegraphy and Teletypewriter work in the Telegraph Training classes conducted by the Department of Telecommunications. Telegraph training in Devanagari is also arranged. Candidates are selected for training from among the volunteers. Advanced increments are also given to officials for qualifying in Teletypewriter and Telegraph work. (Director General, Posts & Telegraphs, letter No. 12/6/65-Plg, dated 20-2-1966; Director General Posts & Telegraphs, letter No. 1-20-63-PTT dated 21.4.1968; Director General, Posts and Telegraphs, letter No. 12/4/67-PTT dated 4.6.1970; Accountant General, Posts & Telegraphs, 1974, PP.95-96).

Training for Postmen

Postmen are given theoretical training in the Divisional Office by the Office Supervisor of the Divisional Office on an honorarium basis, for a period of ten days.

The Department has now decided to introduce a new programme of training in Departmental Rules related to discharge of delivery functions and attitude building to postmen for a period of 5 days to be held at the usual points of the Circuit; namely, Divisional Offices, Head Post Offices and big Sub Post Offices. A programme to train Inspectors and Assistant Superintendents of Post Offices in the Training Centres to arrange the training for Postmen has also been introduced. (Department of Posts, letter No. 1-1/56-229(P) dated 16.1.1956)

Training for Extra Departmental Sub Postmasters

The Extra Departmental Sub Postmasters are given training for a period of one week relating to the various items of work of the post office at a

convenient place at the Head Post Office, Divisional Headquarters or a convenient Sub Post Office. In addition to the departmental rules and procedures, aspects of public relations are also included in the training course. The training is imparted by Head Postmasters and Divisional Inspectors on an honorarium basis. There is an examination also at the end of the course. (Director General, Posts & Telegraphs, letter No. 76-3/79-228, I dated 18.11.1961).

Training for Extra Departmental Branch Postmasters

The Extra Departmental Branch Postmasters are given job training by the mail overseers at the time of initial appointment, for one week. (Director General, Posts & Telegraphs, letter No. 14-6/72-220 Coll, dated the 18.6.1972; Memorandum P., 1962(b), P.61).

Training for Extra Departmental Delivery Agents

A two day training programme for the Extra Departmental Delivery Agents has been introduced during 1964-65. Subjects relevant to the delivery work such as

procedures for payment of money orders, delivery of registered, insured and value payable articles, booking of registered articles, maintenance of book of receipts and visit book are included for the course in addition to the topic of General behaviour towards public. The training sessions, with trainees not exceeding 20 in each session, are organised at a central place near the work spot of the trainees. The training is imparted by an Inspector or Assistant Superintendent of Post Offices. (Director General, Posts & Telegraphs letter No.1-1/84-TPG.(P) dated 20-7-1984).

TRAINING FOR GROUP 'A' OFFICERS The Group 'A' officers (Direct Recruits) are given training for a period of 2 years, of which 4 months are in the Lal Bahadur Shastri Academy of Administration for a functional course on the needs of public administration, developmental needs and strategies, along with other Group 'A' officers belonging to different cadres. 4 months' institutional training is imparted in the Postal Staff College, India, mainly covering operational aspects and the organisational aspects. This is followed by a field training for a year in the Divisions and Sub

Divisions performing on the job duties like Inspectors, Sub Postmasters and Head Postmasters independently. After the field training, 3 months' training is imparted in the Postal Staff College on managerial aspects of a Postal Division. Opportunity is given to the trainee officers to interact with the senior officers management experts during the training period. The officer trainees are expected to pass Departmental examinations also during the period of training. (Quinquennial, 6, 1981, P.60 A).

Inservise Refresher Training for Postal and Sorting Assistants. Postal Assistants and Sorting Assistants who have put in 6 to 9 years of service are given a refresher training for a period of 3 weeks in the Training Centres. The syllabus broadly covers the role of the counter clerk, preservation of records, submission of returns and handling of correspondence in addition to operational rules and procedures. (Director General, Posts & Telegraphs, letter No.76/2/79-SFB.I dated 8.10.1980; Director General, Posts & Telegraphs, letter No.76/2/79-SFB.I dated 13.11.1980; Director General, Posts & Telegraphs, letter No.76/2/79-SFB.I dated 3.2.1981).

Inservise Refresher Training for Lower Selection Grade officials of Post Offices and Railway Mail Services. The officials of the Lower Selection Grade who have

at least 5 years of service to reach the superannuation are given a refresher course for 2 weeks in the Postal Training Centres. Topics covered in the course include the role of the supervisor, adjustment of staff to workload, Conduct Rules, Personnel Management, discipline, staff relations and investigations. (Director General, Posts and Telegraphs, letter No.45/20/71-SP dated 22.12.1971; Director General, Posts & Telegraphs, letter No.45/20/71-SP dated 22-4-1972).

Refresher Training for Inspectors of Post Offices and Inspectors of Railway Mail Service. Inspectors of Post Offices and Railway Mail Service and Assistant Superintendents of Post Offices and Railway Mail Service with 5 to 15 years of service are given a refresher training for two weeks in the Training Centres. Topics like importance of planned activity, quality control of inspections and surprise visits, drafting of charge sheets and duties of Inquiry and Presenting Officers, public relations and redressal of public grievances and welfare activities are included in the course. (Director General, Posts & Telegraphs, letter No.76-3/79-SP.I dated 8.10.1980; Director General, Posts & Telegraphs, letter No.50-51/80-SP.I dated 14.5.1981; Director General, Posts & Telegraphs, letter No.76-3/79-SP.I (TSP-9) dated 12.3.1983).

Refresher Training for Clerks and Supervisors of Savings Bank Branches: Clerks and supervisors in the Savings Bank branches of the Head Post Offices and Sub Post Offices are given refresher training in Savings Bank work for a period of 2 weeks in the Postal Training Centres. The training covers topics on small savings schemes in addition to essentials of good customer service and public relations. (Director General, Posts and Telegraphs, letter No.45-12/69-PWP dated 15.11.1971; Director General, Posts & Telegraphs, letter No.74/20/74-SVB.I dated 9.10.1974; Director General, Posts & Telegraphs letter No.56-1/79-SB(Pt) dated 8.12.1980; Director General, Posts & Telegraphs letter No.56-1/79-SB(Pt) dated 17.1.1981; Director General, Posts & Telegraphs letter No.50-4/80-SVB.I dated 5.2.1981).

Inservice Refresher Training for Group 'A' and 'B' Officers: The Postal Staff College India is organizing refresher training programmes and seminars on various aspects of Postal Management for Officers of junior, middle and senior management levels. Refresher courses on functional areas are also conducted for updating the knowledge of officers. (Srinivasa, S, 1981, P.40 A).

Executive Development Programme: Senior executives of the Department are given opportunity to attend

courses organised by the Central Government and the Management Institutions like Indian Institute of Public Administration, Administrative Staff College of India and Indian Institutes of Management to keep abreast of the latest management trends. (Srinivasan S., 1981, P.40 A),

Continuing Abroad Senior Officers of the Department are deputed for training courses organised by the institutions abroad under the United Nations Development Programme and Universal Postal Union Sellowships and bilateral agreements. (Srinivasan S., 1981, P.40A).

7.2.2. Gaps in Training

Even though majority of the staff members belonging to various cadres are covered by different training programmes, there are some areas where training is wanting. Special training will be needed for certain categories of staff depending on the special type of work performed by them. One such area is the Foreign Post Office. Considering the special type of work in the Foreign Post Office and the customs procedures and regulations, special training is needed for the staff working there. The staff working in the Foreign Post Office are presently given no special training before their posting to these offices. (Sukoch B. Lal & Rao P.R., 1981, PP.1-3).

The Postal Stores Depots are performing the important function of the materials management in the Postal Department. The functions and operations of the Postal Stores Depots are entirely different from that of the post offices. Presently, there is no training imparted to the staff members working in the Postal Stores Depots. The magnitude variety and technicality of the operations of the Postal Stores Depots demand experience on the part of the officials and this points to the need for introducing training for the staff of the Postal Stores Depots. (Mayer K.B.No., 1988(a), PP.8-28).

7.2.2. Employees' Perceptions on Training Programmes

The perceptions of the different groups of employees on the different training programmes are ascertained through question No.2 of the questionnaire.

The weighted average scorepoints of the responses relating to the training programme for postal Superintendents' service Group 'A' (PSG Group 'A'), Postal Assistants/Sorting Assistants(PA/SA), Inspector of Post Offices/Inspector of Railway Mail Service(IPO/IRM), Postman, Extra Departmental Sub Postmasters/ Extra Departmental Branch Postmasters(ESPM/ESBM), Extra Departmental Delivery Agent(EDA), Special Savings Bank

Training for Postal Assistants(Spl. SB Trg. for PA), Special Savings Bank Training for Supervisors(Spl. SB Trg. for Supr.), Refresher training for Postal Assistants/Sorting Assistants(Refr. Trg. PA/SA), Refresher training for Inspector of Post Offices/Inspector of Railway Mail Service, Assistant Superintendent of Post Offices/Assistant Superintendent of Railway Mail Service(Refr. Trg. for IO/ISM, ASO/ASRM), and special training for Inquiry Officers/Presenting Officers(Spl. Trg. for IO/PO) are given in Table VII-6.

According to the Supervisors, the training programs of the Postal Superintendents Service Group 'B', Postal and Sorting Assistants, Inspectors of Post Offices and Railway Mail Service, the special Savings Bank training for Supervisors, special training for Inquiry Officers and Presenting Officers and the refresher training for postal and sorting assistants are all quite satisfactory, the practice being scientific. The refresher training for Inspectors of Post Offices and Railway Mail Service and Assistant Superintendent of Post Offices and Railway Mail Service are also considered as scientific and very satisfactory. (the weighted average score being 4.25). The training for Extra Departmental Sub Postmasters/Branch Postmasters and training for Extra Departmental Delivery Agents is considered as unscientific and as not satisfactory by the supervisors. The training

TABLE VII-6

TRAINING PRACTICES & EMPLOYERS' PERCEPTION

Respondents	Perceptions of training practices										
	MS	MS/MA	MS/MA/MS	MS/MA/MS/MS	MS/MA/MS/MS/MS	MS/MA/MS/MS/MS/MS	MS/MA/MS/MS/MS/MS/MS	MS/MA/MS/MS/MS/MS/MS/MS	MS/MA/MS/MS/MS/MS/MS/MS/MS	MS/MA/MS/MS/MS/MS/MS/MS/MS/MS	
Supervisors	3.79	3.77	3.73	3.68	2.40	2.59	3.46	3.73	3.57	4.25	3.66
Group 'C' Operators staff	3.73	3.76	3.66	3.11	2.43	2.67	3.63	3.62	3.53	3.61	3.36
Group 'D' staff	NA	NA	NA	2.99	2.93	2.66	NA	NA	NA	NA	NA
Extra Departmental Sub Participants/ Branch Participants	NA	NA	NA	3.27	2.92	2.66	NA	NA	NA	NA	NA
Extra Departmental Operative staff	NA	NA	NA	3.19	2.67	2.66	NA	NA	NA	NA	NA

(NA: Not Applicable)

for postmen is considered just satisfactory. The supervisors perceive the training programmes for their cadres as well as for their immediate subordinates cadre, namely, assistants to be satisfactory.

According to the perceptions of the Group 'C' operative staff, the training programmes for their higher cadres like Postal Superintendents Service Group 'B', Inspectors of Post Offices and Railway Mail Service are scientific and quite satisfactory. The training programmes for their cadres namely inservice training for postal and sorting assistants and the special Savings Bank training programmes, and the programmes of training for their next higher cadres, are considered to be satisfactory. The Group 'C' operative staff also perceive the training programme of Extra Departmental Agents as unscientific (the weighted average score being less than 3). The Group 'C' operative staff consider the training programme for postmen to be just satisfactory.

The Group 'D' staff perceive the training programme for the postmen, which is their next higher cadre, and the training programmes for Extra Departmental Agents, which are their lower cadres, as unscientific and not satisfactory. At present no training is imparted to the Group 'D' staff.

The Extra Departmental Sub Postmasters and Branch Postmasters perceive the training programme for postmen which is their higher cadre to be satisfactory. But they consider the training programme for their cadre as not satisfactory. Also they perceive the training programme for Extra Departmental Delivery Agents to be unsatisfactory.

The Extra Departmental operative staff perceive the training programme for postmen as just satisfactory. They consider the training programme for all the Extra Departmental Agents as unsatisfactory and unsatisfactory.

7.3.4. Content Analysis of the Responses to Question 15 Relating to Training.

The suggestions given by the respondent employees on the training practices are listed in the order of frequency of responses. 228 respondents only have given replies to question 15. The percentages of frequencies with reference to the respondents are also indicated in brackets.

1. Training for Extra Departmental

agents is totally lacking -

A change is needed. (4.0%)

2. The training programme for Extra Departmental Sub Postmasters/

- Branch Postmasters for a period of one week is totally insufficient. The programme should be on par with that of the Postal Assistants. (3.6%)
3. The training pattern should be improved. (1.7%)
4. The period of training for the Inspectors should be increased to one month. (0.8%)
5. The period of training for Postal Assistants should be increased. (0.7%)
6. Refresher training should be given once in every 5 years. (0.8%)
7. Due to the frequent changes in the rules, regulations and procedures, compulsory refresher training should be given to all staff. (0.3%)
8. Posting of staff should be made only after proper training. (0.3%)
9. The local training classes should be stopped. (0.3%)

The percentages of frequencies of the suggestions given are extremely small. However the dominant item

relates to the need for proper training for the Extra Departmental Agents.

The perceptions revealed through the survey indicate that the staff are generally satisfied about the regular institutional training programmes now held for the different cadres, whereas they are not satisfied with the training practices for the Extra Departmental Agents. In fact no institutional training is now prescribed for the Extra Departmental Agents and Postmen.

The perceptions indicate the need for re-organising the training programmes for the Extra Departmental Agents and the postmen. Considering the fact that the Village Postal System is mainly manned by the Extra Departmental Agents and that the postmen could project a better image of the Department by effective training, there is an urgent need for improving the training practices for the Extra Departmental Agents and the postmen.

The perceptions reveal that the staff members are satisfied with the special Savings Bank training programmes. An evaluation of the Savings Bank refresher courses for Postal Assistants held in the Postal Training Centre, Mysore revealed that the training enabled 70.21% of the participants to perform their work very well and 28.62% to perform the work moderately, indicating the training to be effective. (Rajur K.B.N., 1968(b), pp.8-9).

The perceptions of the supervisors and Group 'C' operative staff now revealed in the survey are in conformity with the findings on the usefulness of the Savings Bank refresher course revealed in the evaluation.

7.4.0. TRANSFER POLICY

7.4.1. TRANSFER POLICY

Group 'A' and 'B' officers are liable for all India transfer. Inspectors of Post Offices and Railway Mail Service, Assistant Superintendents of Post Offices and Railway Mail Service, Postmasters in the Higher Selection Grade (HS I & II grades) and Head Sorting Assistants of the Higher Selection Grade I & II grades are liable for transfer anywhere in the Circle. The officials of the Lower Selection Grade were having a circle transfer liability, but from January 1966 the transfer liability has been limited within the Division only. (Director General of Posts, letter No.6-19/62-SVB.II dated 13.11.1965). Staff belonging to the clerical grade namely, postal assistants and sorting assistants are liable for transfer within the Division only. Postmen working in Head Post Offices and selection grade sub post offices are transferable within the unit of appointment only whereas those controlled by the sub divisional inspectors and Assistant Superintendents

are transferable within the Sub Division, similar to the case of Group 'D' staff. In short, the lower grade staff are not having the transfer liability outside their unit of their appointment. However, inter divisional transfers and inter unit transfers are permissible in exceptional cases in the interest of service. (DO, PWT, Posts and Telegraphs Manual, Volume IV, 1972, P.45-46).

There is no transfer for Extra Departmental Agents. In fact one of the conditions for selection is that the candidate should be a local resident of the concerned post office. (Mothuramy P., 1963(b), P.46).

In the Postal Department, there is a policy on tenure transfer prescribed for different categories of staff and for those staff members performing special type of functions. Group 'A' and 'B' officers can generally continue in a post for a maximum period of 4 years at a time. The same principle is applied for officials of all cadres except for Postmen and Group 'D' and Extra Departmental Agents. However, there are certain special policies adopted in respect of employees working in branches dealing with heavy cash from the security angle. As per the tenure policy an official can continue in the post of treasurer for a maximum period of one year only. Employees in the cadres of

assistants, postmen and Group 'D' who are not having inter divisional transfer liability can get transfer to a unit of their choice on special request, but only by losing the seniority in the parent unit and by becoming the junior most in the new unit or division. (DO 707, Posts and Telegraphs Manual Volume IV, 1978, pp.66-68). The details of the bonuses fixed for the prominent cadres in the Department are listed in Table VII-9 and given in Annexure-4.

7.4.2. Employees' Expectations on Transfer Policy:

Question No.3 sought for the responses of the employees on the transfer policy in respect of staff belonging to the cadres of Group 'A'(Gc,A), Group 'B'(Gc,B), Higher Selection Grade I & II(HSG I & II), Assistant Superintendent of Post Offices/Assistant Superintendent of Railway Mail Service(ASO/ASRM), Inspector of Post Offices/Inspector of Railway Mail Service(IPO/IPM), Lower Selection Grade(LSG), Postal Assistant/Sorting Assistant(PA/SA), Postman/Mail Guard (Postman/MG), Group 'D'(Gc,D) and Extra Departmental Agents(EA).

The weighted average score points of the responses from the five different groups of employees namely, supervisors, Group 'C' operative staff, Group 'D', Extra Departmental Sub Postmasters/Branch Postmasters and

Extra Departmental operative staff are given in Table VII-2.

The supervisors perceive the transfer policy in respect of all the cadres as scientific and satisfactory; the weighted average score being above 3 in all the cases. The Group 'C' operative staff consider the transfer policy of cadres other than Group 'A' as generally satisfactory. However they are not very happy over the transfer policy of Postman/Mail Guard and Extra Departmental Agents.

Thus the Group 'C' operative staff consider the transfer policy in respect of their next higher cadres and their own cadres as satisfactory. However they perceive a feeling of less satisfaction about the transfer policy of their lower cadres.

The Group 'D' staff perceive the transfer policy of postman/mail guard and Group 'D' as just satisfactory whereas they perceive the transfer policy in respect of Extra Departmental Agents to be unsatisfactory. The Extra Departmental Sub Postmasters and Branch Postmasters also perceive in the same way.

The Extra Departmental operative staff perceive the transfer policy in respect of Postman/Mail guard as average, neither good nor bad, whereas that for the Group 'D' and Extra Departmental Agents as unsatisfactory.

TABLE VI-2-6

TRANSFER POLICIES EMPLOYEES' PERCEPTION

Respondents	GSA 100		GSA 1000		GSA 10000		GSA 100000		GSA 1000000		Total
	MA	NA	MA	NA	MA	NA	MA	NA	MA	NA	
Supervisors	3.75	3.51	3.30	2.63	3.66	3.41	3.67	3.38	3.62	3.36	3.36
Group 'C' Operatives staff	2.95	3.58	3.45	2.53	2.66	2.28	3.23	3.19	3.33	3.04	3.04
Group 'D' staff	NA	NA	NA	NA	NA	NA	NA	3.33	3.36	2.77	2.77
Extra Departmental Sub Postmasters/ Branch Postmasters	NA	NA	NA	NA	NA	NA	NA	3.23	3.13	2.43	2.43
Extra Departmental Operative staff	NA	NA	NA	NA	NA	NA	NA	3.00	2.95	2.57	2.57

(NA = Not Applicable)

7.4.3. Content Analysis of Responses to Question 13
Relating to Transfer Policy

The suggestions given by the respondents in response to Question 13 on the transfer policy are summarized and listed according to the frequency of endorsement. 809 employees have responded to the Question 13. The percentages of frequencies with reference to the number of respondents are also given in brackets against the suggestions.

1. Extra Departmental Agents should also be given transfers. (4.2%)
2. The postman should be liable for transfer within the Head Post Office and under its Sub Post Office. (0.2%)
3. Rotation transfer of postman is needed. (0.2%)
4. In recognition of good service, transfer to a choice place to be given. (0.2%)
5. Transfer should be only according to request and the rotation transfer should be abolished. (0.2%)

**6. Non-gazetted staff excluding the
Inspectors should be exempted
from tenure transfers. (C,21)**

**It is seen that the opinions differ in respect
of the transfer policy. The percentages of frequency
of suggestions are negligibly small.**

**The survey revealed that the staff perceive the
transfer policy as generally scientific and satisfactory.
However the transfer policy in respect of the Extra
Departmental Agents is perceived as not scientific.**

7.5.0. PROMOTION POLICY

7.5.1. PROMOTION BY FRANCHISE

**Promotion to the Group 'A' and 'B' cadres are
ordered by the Postal Directorate. 50% of the vacancies
in the Group 'A' cadre is filled by promotion from
Group 'B' cadre. Group 'B' officers with a minimum of
3 years approved service in the grade are promoted on
the basis of the recommendations of a Departmental
Promotion Committee provided over by the Chairman or
a Member of the Union Public Service Commission. The
principle of selection (merit) is followed in this
case. (Director General, Posts & Telegraphs letter
No.2-4/72-278 dated 7-2-1973; Memorandum No. 1561, P.37).**

**Promotion to the grades of Postmaster General,
Director, Indian Postal Service Group 'A', Postal**

Superintendents Service Group 'B' and Postmasters' Service Group 'B' are based on the principle of selection from the best officers, seniority being considered only when other qualifications are practically equal. (IS, P.T, Posts and Telegraphs Manual Volume IV, 1978, P.23). 90% of the posts in the Postmaster's Service Group 'B' are filled up by promotion from the Inspectors and Assistant Superintendents cadre. 5 years is the minimum service prescribed. The remaining 10% of the posts are filled up by promotion from Higher Selection Grade staff of the general line. The promotions are made on the basis of recommendations of a Departmental Promotion Committee. (Director General, Posts and Telegraphs, letter No.1042-74/SPO dated 1.3.1976; Muthuswamy P., 1981, PP.40-41).

Vacancies in the Postal Superintendents Service Group 'B' are filled up by promotion from the Inspectors' cadre. 5 years regular service in the Inspectors' cadre is needed for consideration. Promotions are made on the basis of the recommendations of the Departmental Promotion Committee. (Muthuswamy P., 1981, P.41).

Promotions to the cadres of Higher Selection Grade I & II and Assistant Superintendents are ordered by the Postmaster General. The Higher Selection Grade-I posts are filled up on SO:SO basis from the general line Higher Selection Grade-II, and Assistant Superintendents

from the Inspectors' list. (Muthuswamy P., 1981, P.73).

For promotions to the Lower and Higher Selection Grades, the principle of seniority cum fitness is followed. (DO, P&T, Posts and Telegraphs Manual, Volume IV, 1978, P.25).

Promotions to the Higher Selection Grade II are made from the general line staff of Lower Selection Grade on the basis of seniority cum fitness. (Muthuswamy P., 1981, P.73).

The posts of Assistant Superintendents of Post Offices(ASP) and Assistant Superintendents of Railway Mail Service(ASRM) are filled up from the cadre of Inspectors of Post Offices(IPO) and Inspectors of Railway Mail Service(IM) respectively on the basis of seniority cum fitness. (Muthuswamy P., 1981, PP.74-75).

Promotion to the Lower Selection Grade is from the cadre of Postal and Sorting Assistants on the basis of seniority cum fitness. (Muthuswamy P., 1981, P.72).

Postal Assistants are promoted to the cadre of Inspectors of Post Offices, and Sorting Assistants to the cadre of Inspectors of Railway Mail Service through competitive examinations. (Muthuswamy P., 1981, PP.79-80).

With the introduction of Time-Bound One Promotion Scheme (TBOP Scheme) from the 20th November 1983, all

officials belonging to the cadres of Postal Assistants, Sorting Assistants, Postmen, Mail Guard, Mailman and Group 'D' are automatically promoted to the next higher grade(selection grade) on completion of 15 years' of service, purely on the basis of seniority-cum-fitness. Such promotions can be ordered by the Divisional Heads based on the recommendations of the Departmental Promotion Committee, (Director General, Posts and Telegraphs, letter No.30/1-24/52/PB.I dated 17.12.1952).

Postmen and Group 'D' are promoted to the cadre of Postal Assistants, and Mail Guards and Mailmen are promoted to the cadre of sorting assistants by competitive examinations against 50% of the vacancies. (Director General, Posts & Telegraphs letter No.30-67/53 dated 19.12.1952).

Postmen are promoted as overpost postmen or Mail crossers or Sorting Postmen by seniority cum fitness basis. All these posts are in the same grade as Selection Grade Postman. (Manuals P., 1951, P.92). Mail Guards are promoted as Head Mail Guards in selection grade by seniority-cum-fitness basis.

Group 'D' and Mailmen are promoted to the cadres of Postmen and Mail Guards by a competitive examination. (Director General, Posts & Telegraphs, letter No.44-21/55-57B.I dated 6-8-1955.)

Extra Departmental Agents are promoted to the cadres of Postman, Mail Guard, Mailman and Group 'D' by qualifying examinations. Extra Departmental Agents who have put in 3 years of service and are below 42 years of age can take the examination. (Director General, Posts & Telegraphs, letter No.100-11/22-270.I dated 22.10.1970, Mathuram P., 1953(2), PP.57-58; Director General of Posts letter No.42-12/22-270.I(P) dated 20.8.1966).

In addition to the cadres mentioned here, there are a number of other small cadres to which promotions are made either by competitive examinations or by considering seniority and merit on the recommendations of the Departmental Promotion Committee. The strength of such cadres are extremely small and hence the details of such cadres are not discussed here.

7.3.2. Employees Promotions on Promotion Policy:

Question number 4 sought for the responses of the employees on the promotion policy in respect of:

- a) Group 'B' to Group 'A'
- b) Assistant Superintendents of Post Offices/
Railway Mail Service to Group 'B'
- c) Assistant Superintendent of Post Offices/
Railway Mail Service to Higher Selection
Grade-II

- d) Higher Selection Grade-II to Higher Selection Grade-I;**
- e) Lower Selection Grade to Higher Selection Grade-II;**
- f) Inspectors of Post Offices/Railway Mail Service to Assistant Superintendents of Post Offices/Railway Mail Services;**
- g) Postal/Sorting Assistants to Inspectors of Post Offices/Railway Mail Services;**
- h) Postal/Sorting Assistants to Lower Selection Grade;**
- i) Postman/Group D to Postal Assistants;**
- j) Postman to Head Postman/Rail Overseer;**
- k) Mail Guard/Mailman to Sorting Assistants;**
- l) Mail Guard to Head Mail Guard;**
- m) Group 'D' to Postman;**
- n) Group 'D' to Selection Grade Group 'D', and**
- o) Extra Departmental Agents to Postman/Group 'D'/Mail Guard/Mailman.**

The weighted average percentages of the responses relating to the different items are given in the Table VII-D.

The supervisors perceive the promotion policy in respect of Assistant Superintendents of Post Offices/Railway Mail Services to Higher Selection Grade-I, Higher

TABLE VI-B

PROMOTION POLICY & EMPLOYEES' PERCEPTION

Supervisors	Employees									
	CEL.S	ASP	ASP	ASP	ASP	ASP	ASP	ASP	ASP	ASP
	MA	MA	MA	MA	MA	MA	MA	MA	MA	MA
Group 'C' Operative staff	3.26	3.07	2.98	2.81	2.81	2.14	2.03	2.16	2.98	2.98
	3.26	3.07	2.98	2.87	2.88	2.20	2.01	2.71	2.96	2.98
Group 'D' Staff	MA	MA	MA	MA	MA	MA	MA	MA	2.25	2.25
Police Departmental Sub Postmasters/ Branch	MA	MA	MA	MA	MA	MA	MA	MA	2.61	2.61
Postmasters	MA	MA	MA	MA	MA	MA	MA	MA	2.45	2.45
Police Departmental Operative staff	MA	MA	MA	MA	MA	MA	MA	MA	2.25	2.25

(MA = Not Applicable)

Selection Grade-II to Higher Selection Grade-I, Lower Selection Grade to Higher Selection Grade-II, Postman/Group D to Postal Assistants, Postman to Head Postman or Mail Overseer and Extra Departmental Agents to Postman/Group D/Mailman/ Mail Guards, as unscientific indicating dissatisfaction. They perceive the promotion policy in respect of other cases as just satisfactory.

The responses of the Group 'C' operative staff indicate dissatisfaction about the promotion policy in respect of Assistant Superintendants of Post Offices/ Railway Mail Service to Higher Selection Grade-I, Higher Selection Grade-II to Higher Selection Grade-I, Lower Selection Grade to Higher Selection Grade-II, Postal/Sorting Assistants to Lower Selection Grade, Postman/Group D to Postal Assistants, Mail Guard/Mailman to Sorting Assistants and Extra Departmental Agents to Postman/Group D/Mailman/Mail Guards. The Group 'C' operative staff however consider the promotion policy in respect of other items to be just satisfactory on average.

The Group 'D' staff consider the promotion policy in respect of their own cadre, their next higher cadre, and their next lower cadre as satisfactory. They consider the promotion policy of Extra Departmental Agents as unscientific.

The Extra Departmental Sub Postmasters and Extra Departmental Branch Postmasters consider the promotion policy in respect of their higher grades as satisfactory. But they are dissatisfied with the promotion policy of Extra Departmental Agents. The perceptions of the Extra Departmental Operative staff are similar to those of the Extra Departmental Sub Postmasters/Branch Postmasters.

The responses of the employees do not reveal a picture of high satisfaction about the promotion policy and practices followed in the Department. All categories of employees perceive the promotion policy in respect of Extra Departmental Agents as unsatisfactory.

7.3.3. Content Analysis of Responses to Question No.15 Relation to Promotion Policy

500 employees have responded to Question 15. The suggestions and opinions of the respondents are listed according to the frequency of occurrence. The percentages of the frequency of the suggestions with reference to the number of respondents are indicated in brackets.

1. Promotion prospects of the Extra Departmental Agents to be improved. (37.8%)
2. Promotion to be given to the qualified Extra Departmental Agents (20.7%)

3. Better promotional avenues needed for the departmental staff. (12.2%)
4. Reservation in promotion should be stopped and it may be allowed only at the initial appointment stage. (8.0%)
5. Efficiency, merit and minimum prescribed service should be the criterion for promotion. (5.15%)
6. Extra Departmental Agents to be given promotion to the clerical cadre on the basis of a competitive examination. (2.0%)
7. The promotion of Extra Departmental Agents to the cadre of Postman and Group 'D' should be by a competitive examination and not by seniority basis. (2.1%)
8. Promotion of the Extra Departmental Sub Postmasters/Branch Postmasters to the cadre of Group D is having a demoralising effect as the Group D has to work in a subordinate capacity. (2.0%)
9. There should be Time Bound Promotions and at least 3 promotions should be given in the career of an employee. (2.0%)
10. Group D and Extra Departmental Agents on passing the SLE examination should be

considered for promotion to
 clerical cadre (1.2K)

11. Promotion to the cadre of Head
 Clerks should be based on an
 examination (1.0K)

12. Promotion to Group B and Subsection
 Grade cadres should be made by a
 competitive examination for 80 % of
 vacancies and only 20% should be
 filled up by seniority basis. (1.0K)

13. All promotions should be by competitive
 examinations especially in selection
 grades (0.2K)

14. Graduates/Postgraduates should be
 given special consideration for
 promotion. (0.2K)

15. The Departmental Promotion Committee
 should meet every quarter to avoid
 officiating arrangements and to make
 regular promotions. (0.2K)

16. There should be a separate cadre for
 sub postmasters. (0.2K)

The first two suggestions having the highest
 percentage of frequency relate to the promotion policy
 of the Extra Departmental Agents. The frequencies of
 other suggestions are negligibly small. There is clear

indication that the employees perceive the promotion policy of Extra Departmental Agents to be unsatisfactory. The promotion policy regarding Assistant Superintendents of Post Offices/Railway Mail Service to Higher Selection Grade-I is also perceived as unsatisfactory. The promotion policy relating Assistant Superintendents of Post Offices/Railway Mail Service to Group 'B' is perceived to be hardly satisfactory. An earlier survey conducted on the Inspectors' cadre of the Postal Department revealed that there was dissatisfaction on the part of the Inspectors for want of adequate, quick and time bound promotion. (Muzar R.D.N., 1966(a), P.8, P.22). This observation is in conformity with the finding of this present survey.

7.6.6. PERFORMANCE APPRAISAL

7.6.6.1. PERSONNEL FILE PRACTICES

In the Postal Department, Confidential Reports (CRs) are maintained to indicate a continuous record of work and conduct and character of all the departmental staff. There is no system of confidential reports for the part-time contingent staff and Extra Departmental Agents. Separate forms are prescribed for the various categories of staff for writing the reports. (DO PAF, Posts & Telegraphs Manual, Volume XII, 1960, P.81).

The authorities who are to maintain the confidential

Reports are also specified, from the supervisory staff namely, Group 'A' & 'B' Officers, Assistant Superintendents, Inspectors, Higher Selection Grade-I, Higher Selection Grade-II and Lower Selection Grade Staff, a said appraisal is obtained before the confidential reports are written up.

Generally the confidential reports are written up by the immediate superior. However, in respect of the Postal/Sorting Assistants, though they are working in different post offices/mail offices under the immediate supervision of Postmasters/Head Sorting Assistants, the Confidential Reports are written up by the Divisional Superintendents. Similarly, the Confidential Reports of the Postmen and Group D staff working in the town sub offices and offices in the sub divisions are written up by the concerned Inspectors and Assistant Superintendents, even though the officials reported upon are working under the immediate supervision of the Sub Postmasters. However, the Confidential Reports of the Postmen and Group D staff working in the Head Post Offices which are separate appointing units, are written up by the concerned Head Postmasters. In cases where the Confidential Reports are written up by an officer other than the immediate superior, the procedure prescribed is to obtain a Memorandum of Service relating to the

performance of the officials and to write the confidential reports with reference to the memorandum of services. (DO P&T, Posts & Telegraphs Manual Volume III, 1950, PP.84-85).

The Confidential Reports of all the officials are written up as on the 1st April of every year. Also on the transfer of a Reporting Officer or the employee to be reported upon, a report is written up if the reporting officer had an opportunity to observe the work for not less than three months. (DO P&T, Posts & Telegraphs Manual, Volume III, 1950, P.83).

The Confidential Reports of the Group A & B officers, Inspectors and Assistant Superintendents and Higher Selection Grade staff are reviewed by the authority superior to the reporting officer. (DO P&T, Posts & Telegraphs Manual, Volume III, 1950, P.81, PP.82-84).

The Confidential Reports contain particulars about the official and also about his performance during the period under review. Promotions are considered by the Departmental Promotion Committee based on the Confidential Reports.

The Confidential Reports are preserved in the personal custody of the Reporting Officer and transferred to the new Reporting Officer under acquittance in the

event of the transfer of the concerned officials.

Whenever an adverse entry is recorded in the Confidential Reports, the same is communicated to the official and the official can appeal to the next higher authority for reviewing the remarks. (DO P&T, Posts & Telegraphs Manual Volume III, 1960, P.88).

It can be seen that the procedure of appraisal is rather complicated in view of the fact that the Memorandum of Services will have to be obtained in respect of a very large number of officials from a large number of offices for writing up the reports and the memoranda will have to be returned after the Confidential Reports are written up. The clerical staff strength of an average in a Postal or Railway Mail Service Division in Kerala varies from 300 to 600 and as such the superintendent will have to make the performance appraisal of a large number of officials who are not working under his immediate supervision. The problems of performance appraisal of other lower cadres also are similar.

The system now prevailing is more or less an indirect assessment of the performance in respect of majority of the employees. As such it is doubtful, whether it can be considered as a desirable system. However, the procedure is also complicated as reference

to the Memorandum of Service is needed in most of the cases. It is also likely that the Memorandum of Services are not properly written up and transmitted in time to the reporting officers for reference, at least in some cases.

7.6.2. Employee's Perceptions on Performance Appraisal:

Question No.8 was aimed at ascertaining the perceptions of the employees on the performance appraisal system followed in the Department for the different categories of staff. The weighted average perceptions of the responses are given in Table VII-10.

The supervisors consider the performance appraisal system in respect of Group A & B Officers, Supervisors from the Inspectors' line as scientific. They perceive the performance appraisal system of the Group D and the clerical cadre staff as largely satisfactory and that for the Extra Departmental Agents and Postmen as unscientific. Thus the Supervisors have expressed satisfaction over the performance appraisal system of the cadres for which self-appraisal is prescribed. The Group 'C' operative staff are satisfied with the performance appraisal system for their higher cadres but they consider the performance appraisal system for their own and their lower cadres as unscientific.

TABLE VII-30

PERFORMANCE APPRAISAL : EMPLOYEES' PERCEPTIONS

Respondents	Workload Assessment Score (1-100) by						
	Genl Offs	Superv- visors	MA/SA Offs	Offs/IC/	Offs UNC	Offs MS Agents	
Supervisors	2-46	2-29	2-26	2-04	2-59	2-04	2-56
Group 'C' Operative staff	2-37	2-33	2-26	2-91	2-36	2-94	2-74
Group 'D' staff	NA	NA	NA	NA	2-94	2-69	2-74
Extra Departmental Sub Postmasters/ Branch Postmasters	NA	NA	NA	NA	2-13	2-12	2-61
Extra Departmental Operative staff	NA	NA	NA	NA	2-91	2-64	2-63

(NA = NOT APPLICABLE)

The Group D staff perceive the performance appraisal system for their immediate higher cadre, for their own cadre and for their subordinate cadre as unsatisfactory. The Extra Departmental Sub Postmasters/ Branch Postmasters consider the performance appraisal system for their higher cadres namely Postmen and Group D as satisfactory, whereas the system for their own cadre as unsatisfactory. The Extra Departmental operative staff perceive the system for their immediate higher cadres and that for their own cadre as unsatisfactory.

**7.6.3. Content Analysis of Responses to Question No.18
Relation to Performance Appraisal.**

Of the suggestions given by 800 respondents a few relate to the performance appraisal. The suggestions are listed below indicating the percentage of the frequencies with reference to the number of respondents.

1. A proper evaluation of job performance is needed. (0.5%)
2. Confidential Report should be stopped for the unqualified cadres. (0.5%)
3. There is no system of performance appraisal for Extra Departmental Agents. A meaningful method should be adopted. (0.5%)

4. The Confidential Reports of the Postmen and Group D are now being written up by the Inspector. Instead the head of the office should write the Confidential Reports. (C,21)

5. Confidential Reports of the Postal Assistants/Sorting Assistants should be written up by Postmasters/Head sorting assistants. (C,21)

The percentage of the frequency of the suggestions are negligibly small.

The responses indicate that the employees perceive the performance appraisal system of the cadres for which self appraisal is prescribed only, as scientific. One of the respondents has commented "an officer having a good pen can blow an official slightly making room for special selections, whereas another officer with the same intention may not do so either because of his limitation or lack of initiative in himself". The indication is that the performance appraisal now done is highly subjective and it depends on the Reporting Officer. Evolving a system which will not be subjective and which can lead to correct appraisal of the performance of the officials is considered necessary.

7.7.0. WELFARE SCHEMES

7.7.1. GENERAL REGULATIONS

In the Postal Department, a number of schemes have been introduced for the welfare of the staff.

The Posts and Telegraphs welfare Fund started in 1940 was aimed to improve the living and working conditions of the employees. From the Central welfare Fund grant is given to Circle welfare Fund. A circle welfare Fund Committee is functioning under the chairmanship of the Postmaster General. Financial assistance to the Recreation Clubs and ~~scholarships~~ scholarships for the outstanding children of the employees are made from this Fund.

There is a Field Service Benevolent Fund for the immediate financial assistance to the families of the deceased ~~staff~~ personnel and for granting scholarships to the children. A Compensation Fund is also available for assistance to the dependents of the deceased employees as well as casual members.

During prolonged illness and calamities like flood and fire outbreaks, financial assistance is given to the staff. (General Manager, Telecommunications, Kerala, 1983, PP.3-4).

During 1983-84, the Posts and Telegraphs staff welfare Board has replaced the Central Posts and

Telegraphs Welfare Fund, the Posts and Telegraphs Welfare Advisory Board and the Posts & Telegraphs Compensation Fund Committee. The welfare organisation has received Rs.1.75 crores from Government for financing various staff welfare schemes. (Indian Posts & Telegraphs Department, Annual Report, 1963-64, P.3; Director General, Posts and Telegraphs letter No.S.1203/1/63-64, dated 25.2.1964).

For extending medical facilities to the staff, 33 P&T Dispensaries are functioning in 45 places. (Indian Posts & Telegraphs Department, Annual Report, 1963-64, P.25). There is provision for reimbursement of medical expenses to the staff in places where no Departmental Dispensaries are available. Reservation of beds in 20 sanatoriums is arranged by the Department.

Certain other facilities extended are employment to the dependents of the deceased or invalidated employees in relaxation of normal recruitment rules, staff quarters in many places, assistance in procuring land for the housing societies formed by the employees and holiday homes. (Vocals N.L., 1966, P.42)

Tiffin rooms and canteens are financed liberally by the Department. Conveyance allowance to the physically handicapped employees are granted. All departmental staff are granted the Leave Travel Concession.

For the promotion of Sports and Cultural activities, Sports Control Boards are organised. The Sports Control

Boards of the Circles/Divisions look after the promotion of sports and cultural activities among the staff by organising tournaments and competitions. Libraries organised are also financed in stations where more staff members are working. (Postmaster General, Kerala, letter No. 2522/1/84 dated 18.6.1985).

In offices where more staff members are available voter centres are provided. (General Manager, Telecommunications, 1983, PP.4-6; P.12).

Children's Education Assistance is given to staff by way of Children's Educational Allowance, Reimbursement of Tuition Fees, payment of hostel subsidy and subsidy for purchase of books. Children's Educational Allowance is given to staff who are compelled to send their children to schools away from their place of posting for want of suitable educational facilities.

Reimbursement of Tuition Fee of courses above primary and below degree level is made to the staff in respect of their children. Hostel subsidy and subsidy for purchase of books are given when employees are transferred in the middle of the academic year subject to certain conditions. (Regulation P., 1985, P.15, PP.17-18).

For improving the communication between the administration and employees, a monthly house journal 'DIN DIN' is published by the Ministry of Communications. The Postmaster General issues quarterly Circle News Letters to inform the staff of important events/developments.

7.7.3. Employees' Perceptions on Various Schemes

Question No.6 sought for the perceptions of the employees on the different welfare schemes provided by the Department. The weighted average score points of the responses of the different categories of staff relating to these schemes are given in Table VII-11.

According to the supervisors, except the recruitment in relaxation of normal recruitment rules and the Leave Travel Concession scheme, all other schemes are unsatisfactory.

The Group C operative staff perceive recruitment in relaxation of normal recruitment rules as the only satisfactory scheme. All other schemes are perceived as unsatisfactory.

According to the Group D staff also, the only satisfactory scheme is the recruitment in relaxation of normal recruitment rules. They consider the Leave Travel Concession scheme as barely satisfactory.

TABLE VII-19 : WELFARE SCHEMES : EMPLOYEES' PREFERENCES

Respondents	Weighted Average Score relating to:										
	Relax. Recrt.	Sports	Cult-ural acti-vites.	Comm-unist-ism.	Medical	L.T.C.	Holiday Home.	Quarters	CSA Scho-ol-ship	Year-ly clubs	Meet-ings in oi-
Supervisors	3.54	2.86	2.70	2.39	2.88	3.26	2.74	2.37	2.99	2.64	2.3
Group 'C' opera-tive staff.	3.36	2.82	2.99	2.44	2.60	2.97	2.98	2.24	2.44	2.96	2.31
Group 'D' staff	3.33	2.74	2.69	2.98	2.87	3.05	2.69	2.38	2.61	2.69	2.70
Extra Department-al Sub Post-masters/ Branch Postmasters	2.49	2.90	2.36	2.63	2.19	2.21	2.16	2.10	2.16	2.22	2.19
Extra Department-al operative staff	2.44	2.34	2.24	2.47	1.83	1.97	1.94	1.93	1.93	2.12	2.24

The Extra Departmental officials perceive all the schemes as totally unsatisfactory.

7.7.3. Content Analysis of Responses to Question No.13 Relating to Welfare Schemes:

A number of suggestions have been given by the respondents on the welfare schemes in response to Question No.13. The suggestions are listed below indicating percentages of frequencies with reference to the number of respondents.

1. Medical and other facilities may be made available to Extra Departmental Agents. (22.8%)
2. Uniforms may be given to the Extra Departmental staff also. (13.8%)
3. Quarters facility should be improved. (4.8%)
4. Instead of reimbursing the medical expenses, fixed allowance should be given to employees working in areas where P.T Dispensaries are not available. (2.7%)
5. Good items for uniforms should be supplied. (2.0%)
6. House holding Advances should be liberalised. (2.0%)

7. Leave Rent Allowance should be given at all stations. (0.25)
8. Leave Travel Concession scheme should be liberalised by giving Daily Allowance and permitting to take different routes. Presently no Daily Allowance is allowed and reimbursement of fare for the shortest route is only permissible. (0.25)
9. Education grant/scholarship facility to be extended to the dependents of retired officials also. (0.25)
10. Help desks to help women employees to be opened. (0.25)
11. Libraries to be set up along with Recreation Clubs. (0.25)
12. Family welfare schemes should made liberal and a lumpsum amount of Rs.5000/- to be deposited in a Bank for official availing small family scheme. (0.25)
13. Postponement during pregnancy period should not be given whether day and may be given instead day. (0.25)

14. In the pattern of Military centers departmental centers may be opened (0.2%)
15. Important Private hospitals should also be recognized for existing medical facilities. (0.2%)
16. The restrictions on Authorized medical Attendants to be relaxed. In the present set up, the status of the Doctors who can be considered is depending on the pay scale of the employees. (0.2%)
17. Presently the Recreation Clubs are misused by the Union people and the rooms are used for keeping flags, boards etc. and outsiders are allowed inside the club. This set up should be stopped. (0.2%)

The prominent suggestion relates to welfare schemes for the Extra Departmental Agents. Though many suggestions have come up, the percentages of their frequencies are negligibly small.

The perceptions revealed through the survey responses and the suggestions given by the respondents clearly indicate that the staff generally are not at

all satisfied with the welfare schemes now provided. As the Extra Departmental Agents are not entitled for many of the welfare schemes, they are totally dissatisfied with the welfare schemes. The only scheme about which the Departmental staff are generally happy is the recruitment in relaxation of normal rules.

The responses indicate that there is an urgent need for reviewing the welfare schemes now provided by the department, and for taking steps to improve the schemes for the satisfaction of the staff.

7.8.0. GRIEVANCE HANDLING

7.8.1. Handled by Officials

There is no separate statutory body in the Department for handling the grievances of the staff. However all administrative heads like Secretaries, Inspectors, Assistant Superintendents, Divisional Superintendents, Regional Directors, Postmasters General, Members of Board and Director General can be approached by the staff members for redressal of their grievances by sending representations or petitions. If an official is aggrieved by the decision of the own administrative authority, he can take up the matter with the next higher authority. (Section 7, 1963(a), PP.124-125).

The officials are also at liberty to take up matters with the Central Administrative Tribunal, (Department of Personnel and Training/Administrative Tribunal Division), letter No. 11012/31/2007 dated 7.11.2008).

7.6.2. Employees' Perceptions on Grievance Handling:

The weighted average scores relating to the grievance handling system in terms of the responses of the different categories of staff are given in Table VII-12.

**TABLE VII-12
GRIEVANCE HANDLING**

Respondents	Weighted Average Score
Supervisors	3.74
Group 'C' Operative staff	3.42
Group 'D' staff	3.06
Inter Departmental Sub Postmasters/ Branch Postmasters	3.16
Inter Departmental Operative staff	3.56

It is seen that the Supervisors, Group 'C' operative staff and the Inter Departmental operative staff are dissatisfied with the existing grievance handling system. The Inter Departmental Sub Postmasters/

Branch Postmasters consider the system as just satisfactory. The Group 'D' staff also perceive the system as barely satisfactory.

7.8.3. Content Analysis of the Responses to Question No.18 Relating to Grievance Handling:

The suggestions of the respondents on grievance handling are listed below along with the percentage of frequencies with reference to the number of respondents.

1. There should be a proper system for grievance handling. (3.6%)
2. Representations and grievances should be acknowledged and settled in three months' time limit. (0.2%)
3. In each Division 'Grievance Cells' should be formed including the Union representatives in each cell. (0.2%)

The responses reveal that the staff are not generally satisfied with the grievance handling system. It is pertinent to note that even the Supervisors perceive the existing system as unsatisfactory. This calls for a review of the existing system to establish a proper machinery which will bring more satisfaction to the staff.

7.8.4. DISCIPLINARY PROCEDURES

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7.9.0. DISCIPLINARY PROCEDURES

7.9.1. GENERAL FOR EXAMINEES

The departmental officials are covered by various rules and regulations regarding their conduct and service conditions. The negligence or breach of any of these rules or regulations can lead to disciplinary action. The purpose of taking disciplinary action is to correct the mistakes of the officials and to award proper punishments for the mistakes. (Bhatnagar A.S., 1961, PP.3-4).

Disciplinary action can be taken against the departmental staff only in accordance with the Central Civil Services (Classification, Control and Appeal) Rules, 1953. (Mukherjee P., 1963(b), P.19). In respect of Extra Departmental Agents disciplinary action can be taken only according to the provisions of the Posts and Telegraphs Extra Departmental Agents (Conduct and Service) Rules, 1964. (Mukherjee P., 1963(a), P.64).

In respect of the departmental staff, there are two kinds of penalties namely minor and major. While the minor penalties are Censure, withholding of promotion, recovery from pay and withholding of increments, the

major penalties are reduction to a lower stage in the pay scale, or reduction to a lower time scale of pay or post or service, compulsory retirement, removal from service and dismissal from service. (Statutory P., 1953(a), P.34).

For awarding a minor penalty or a major penalty, a specified procedure has to be followed in accordance with the disciplinary rules. The authorities which can impose the penalties on different categories of staff are also specified in these rules. For awarding a minor penalty, a charge sheet has to be issued and the defence of the official obtained before deciding the case. If an official requests for perusal of the documents or for a detailed inquiry, a decision will have to be taken by the disciplinary authority as to whether such request is to be granted, considering the circumstances of the case.

For awarding a major penalty, an official will have to be issued with a charge sheet and he should be given an opportunity to defend himself fully in a detailed inquiry. The official is also entitled to have the services of an Assisting Government servant in defending his case. In short the disciplinary procedure involves issue of charge sheet, getting the

deferce, examination of documents and witnesses, cross-examination and re-examination, presentation of written briefs, consultation with the Union Public Service Commission or Central Vigilance Commission wherever needed and issue of final orders. (Mysar K.S.H., 1981, PP.103; P.35).

Against the punishment order an official can file a statutory appeal to the Appellate Authority and if aggrieved again, can file a petition to the Postal Board. (Netherlands, P. 1963(a), PP.124-127)

Employees are also at liberty to approach the Central Administrative Tribunal on service matters on which they are aggrieved including decisions in disciplinary cases. (Department of Personnel and Training(Administrative Tribunal Division) letter No.A-11018/17/06-AT dated 7.11.1988).

In disciplinary cases against Extra Departmental Agents, the penalties are recovery from allowances, removal from service and dismissal from service. For awarding these penalties, a specified procedure has to be followed by issue of a charge sheet, getting the defence and conducting a full fledged inquiry wherever needed. The disciplinary authorities and appellate authorities in respect of Extra Departmental Agents

are also specified in the rules. (Attachment P., 1983(b), PP.19-20; PP.25-26; P.31).

7.9.2. Employees' Perceptions on Disciplinary Procedures

Question No.8 sought for the responses of the employee respondents on the disciplinary procedures. The weighted average scorepoints of the responses of the different categories of staff are given in Table VII-13.

TABLE VII-13

DISCIPLINARY PROCEDURES: EMPLOYEES' PERCEPTIONS

Respondents	Weighted Average Score
Supervisors	3.22
Group 'C' Operative staff	2.87
Group 'D' staff	2.88
Extra Departmental Sub Postmasters/ Branch Postmasters.	3.13
Extra Departmental Operative staff	3.01

The supervisory staff and the Extra Departmental Sub Postmasters/Branch Postmasters perceive the disciplinary procedures as scientific. However the Group 'C' operative staff and Group 'D' staff consider the procedures as not satisfactory. The Extra

Departmental operative staff consider the procedure an average.

**7.9.2. Content Analysis of Responses to Question No.15
Relating to Disciplinary Procedures**

The suggestions on the disciplinary procedures given by the respondents while answering question No.15 are indicated below with percentage of frequencies.

1. For Extra Departmental Agents, the disciplinary procedure should be simplified, (0.2%)
2. Too much time is taken to finalize the case, (0.2%)
3. More opportunities to be given for defending the case and the legal expenses should be met by the department, (0.2%)
4. The punishments are too harsh, (0.2%)

It is seen that the frequencies of the suggestions are not at all significant.

On the whole, the responses about disciplinary procedures do not reveal a picture of satisfaction on the part of the employees.

7.10.0 WAGE STRUCTURE

7.10.1. Present Pattern

The wage structure of the different categories of staff in the Postal Department is detailed in Table VII-1 and given in Annexure-1. The wage pattern of the Extra Departmental Agents is detailed in Table VII-2 (in text) of this chapter.

The basic pay of the Group 'A' officers varies from Rs.700/- to Rs.1500/-. The basic pay of Group 'B' officers varies from Rs.650/- to Rs.1200/-. The basic pay of the Group 'C' staff varies from Rs.210/- to Rs.500/-. The basic pay of the Group 'D' staff varies from Rs.150/- to Rs.370/-. The allowances paid to the Extra Departmental Agents vary from Rs.161/- to Rs.332/-. It is worthwhile to mention that the pay of the officers in the Department was comparatively very high a century ago, as detailed in Table III-1 under Chapter III. Presumably a higher wage structure was fixed at that time for the staff, considering the special type of duties, financial responsibilities and working hours for different spells during day and night.

TABLE VII-14 : WAGE STRUCTURE : EMPLOYEES' PERCEPTIONS

	Weighted average score relating to				
	Group A	Group B	Group C	Group D	I.D. Agents
Supervisors	2.35	2.18	1.96	2.03	1.56
Group 'C' Operative staff.	NA	NA	1.95	2.02	1.53
Group 'D' staff.	NA	NA	NA	2.19	1.73
Extra Departmental Sub Postmasters/ Branch Postmasters.	NA	NA	NA	2.30	1.55
Extra Departmental operative staff.	NA	NA	NA	2.07	1.48

(NA : Not Applicable)

7.10.2. Employees' Perceptions on Wage Structure

Question No.10 was aimed at getting the perceptions of the different categories of employees on the wage structure, in comparison to the responsibilities and nature of duties. The weighted average scorepoints of the responses are given in Table VII-14.

It is seen that all the categories of employees perceive the wage structure as unscientific and unsatisfactory. The supervisors and the group 'C' operative staff consider the wage structure of the group 'C' staff as very unsatisfactory. All categories of staff perceive the wage structure of Extra Departmental Agents as very unsatisfactory.

7.10.3. Content Analysis of Responses to Question No.11 Relating to Wage Structure

The suggestions/opinions of the respondents on wage structure are listed along with the percentage of frequencies with reference to the number of respondents.

1. Wage structure of Extra Departmental agents is poor. (43.8%)
2. Better wage structure needed for the staff. (28.2%)

3. Status of the Postal staff may be fixed on par with that of Bank employees. (O.S.)

The responses reveal that the staff are generally dissatisfied with the wage structure now prevailing especially with that of the Extra Departmental Agents. It is gratifying to note that the Fourth Pay Commission is giving consideration to the wage structure of the departmental employees.

The scales of allowances for the Extra Departmental Agents were subjected to consideration by the First Extra Departmental Committee appointed in 1967 under the chairmanship of Shri C.V. Rajan and then by the one-man committee of enquiry on Extra Departmental System appointed in 1970 with Shri Madan Kishore, Retired Member (Banking & Insurance), Posts & Telegraphs Board as its chairman. (Madan Kishore, 1971, P. (A); P. 1; P. 7). The one-man Committee under the chairmanship of Shri R.R. Sengupta, Retired Member, Posts & Telegraphs Board is presently reviewing the whole system.

7.11.0. INCENTIVES AVAILABLE

7.11.1. EXCESSIVE EARNING

A regular incentive scheme is available only in the Savings Bank branch of the Post Office. Incentive

bonus is given to the staff working in the Savings Bank and Savings Certificate Branch with effect from 1.7.1962 for better output qualitatively and quantitatively. The clerical staff are selected by means of a Savings Bank Incentive Examination. The amount of incentive bonus paid to the clerical staff and supervisory staff with effect from 1.12.1960 is as follows:-

- (i) Rs.25/- per month paid at flat rate to each clerk in the Savings Bank and Savings Certificate Branch.
- (ii) Rs.30/- per month paid at flat rate to each supervisor in the Savings Bank and Savings Certificate Branch.
- (iii) An additional incentive money is paid to the clerks and supervisors at the following rates:-
 - (a) Rs.150/- per annum when the number of mistakes committed by an official does not exceed $\frac{1}{4}$ per cent of the total number of transactions.
 - (b) Rs.400/- per annum when the number of mistakes committed by an official does not exceed $\frac{1}{4}$ per cent of the total number of transactions.

(Dusseja A.N., June 1962, pp.234-239).

Trophies at Circle and All India levels are awarded to the staff for the calculation of annual interest in Savings Accounts and agreement on interest statement in Head Post Offices. The scheme is to motivate the staff for the timely calculation of the interest. (Suroja A.N., June 1968, PP.674-675).

For display of exceptional courage and devotion to duty and for detection of frauds, cash awards are given to the staff. (All India Telecom Junior Accounts Officers Association, 1968, PP.11-14).

Cleaner Office Competitions are held every year and the best maintained office and the officer in charge are rewarded. (Director General, Posts & Telegraphs, letter No.257-103-6/36 dated 28.5.1968; Director General, Posts & Telegraphs letter No.101/1/63-678.II dated 16.3.1963.)

Best Boys Awards have been instituted in 1968 and the staff belonging to the different categories are honored for exceptionally good services. (Director General, Posts and Telegraphs letter No.101-12/84-578.II dated 21.7.1968).

7.11.2. Employees' perceptions on incentives available:

The perceptions of the employees on the incentives available in the Department are ascertained

through Question No.11. The weighted average scorepoints of the responses are given in Table VII-15.

TABLE VII-15

INCENTIVES AVAILABLE : EMPLOYEES' PERCEPTION

Respondents	Weighted Average Score
Supervisors	1.78
Group 'C' Operative Staff	2.04
Group 'D' staff	2.17
Extra Departmental Sub Postmasters/ Branch Postmasters.	2.06
Extra Departmental operative staff	1.90

None of the categories of staff consider the incentives available as satisfactory.

The responses reveal that the supervisors and Extra Departmental operative staff are very unhappy over the incentives now available. The incentive schemes are perceived as unworkable.

**7.11.3 Content Analysis of Responses to Question No.12
Relating to Incentives available:**

The suggestions/opinions given by the respondents are listed below indicating the percentage of the

frequencies with reference to the number of respondents.

1. **No incentives are available to Extra Departmental staff. (15.2%)**
2. **There is no scheme for giving any increment or incentive for sincere and competent work (6.1%)**
3. **Good work is not rewarded now, whereas slight lapses are seriously viewed. (2.0%)**
4. **Working of the Postman should be confidentially ascertained and good work rewarded. (0.2%)**

The frequencies of the suggestions are very low. The responses clearly indicate that the staff are dissatisfied with the present incentives available. One of the respondents has commented "there is a saying, more flies are caught up in a spoon full of honey than a barrel of vinegar. Now honesty does not pay. Proper incentives/rewards are needed for honesty and hard work".

It is felt that the incentive schemes now available need to be reviewed for properly motivating the staff.

**7.12.0. PERFORMANCE COMPETENCE AND GENERAL BEHAVIOUR
OF STAFF TOWARDS SUPERVISORS AND CUSTOMERS:
PERCEPTIONS OF SUPERVISORS.**

The weighted average scorepoints of the perceptions of the supervisors on the performance competence of the staff, general behaviour of staff towards supervisors and general behaviour of staff towards customers are given in Table VII-16.

TABLE VII-16

**PERFORMANCE COMPETENCE AND GENERAL BEHAVIOUR OF
STAFF TOWARDS CUSTOMERS: PERCEPTIONS OF
SUPERVISORS**

Question No.	Item	Weighted Average Score
12.	Performance competence of staff working under you	2.33
13.	General behaviour of staff towards you	2.73
14.	General behaviour of staff towards customers.	2.55

The supervisors are satisfied with the performance competence of the staff working under them. They are also very much satisfied with the general

behaviour of the staff towards them and towards customers.

7.13.0. PERFORMANCE COMPETENCE AND GENERAL BEHAVIOUR OF SUPERVISORS TOWARDS SUBORDINATES AND GENERAL BEHAVIOUR OF CUSTOMERS TOWARDS STAFF: PERCEPTIONS OF OPERATIVE STAFF.

The responses of the Group 'C', Group 'D' and Extra Departmental staff relating to the performance competence of the supervisors, general behaviour of the supervisors towards subordinates and general behaviour of customers (members of public) towards operative staff are obtained. The weighted average score points of the responses are given in Table VII-17.

The Group 'C', Group 'D' and Extra Departmental staff are satisfied with the performance competence of their supervisors. They are also much satisfied with the general behaviour of their supervisors towards them.

The operative staff of the different categories have expressed satisfaction about the general behaviour of the members of public (customers) towards them. In fact, the Group 'C' and Extra Departmental staff are highly satisfied with the general behaviour of customers towards them.

7.14.0. UNION MANAGEMENT RELATIONS

7.14.1. TRADE UNIONS IN THE PUBLIC SERVICES:

The trade union movement in the Department has a long history. The first postal strike of 1959 and

TABLE VII-17: PERFORMANCE COMPETENCE AND GENERAL BEHAVIOUR OF SUPERVISORS TOWARDS STAFF AND GENERAL BEHAVIOUR OF CUSTOMERS TOWARDS STAFF: PERCEPTIONS OF OPERATIVE STAFF

Comments	Weighted Average score		
	Group 'C'	Group 'D'	Entire Deptd Staff
12. Performance competence of your supervisors.	3.28	3.40	3.54
13. General behaviour of supervisors towards you	3.55	3.41	3.66
14. General behaviour of public (customers) towards you	3.60	3.43	3.71

the formation of the Indian Telegraphs Association in 1908 were two landmarks in the history of the Trade Unions in the Department. (Chock B.N., 1978, P.3).

In 1921, the Associations and Unions founded by the employees were recognised. (Mukheraj Anand, 1988, P.164).

The Unions were associated in service matters by the Government and in 1928 Shri Tarapada Mukherjee, the well-known trade unionist was requested to collaborate with Shri Gurnath Dutt, the then Postmaster General, Bombay on Time Test Inquiry. (Mukheraj Anand, 1988, P.164; Narayan S.V., 1968, P.1).

By the end of 1945, the Federation of the Posts and Telegraphs Unions were founded under the leadership of Bhanu Chandra. (Local Co-ordination Committee of Posts & Telegraphs Trade Unions, Gochin Area, 1961, P.42, P.48).

The polarisation in the Unions has led to the formation of different Federations. Presently there are three recognised unions namely National Federation of PT Employees (NFPE), Federation of National PT Organisations (FNPTO) and Bharatiya PT Employees Federation (BPTEF). In addition there are non-recognised Unions and Associations also.

The State Unions in Kerala Circle Unions of the three recognised federations namely, KPFU, FUPU, KPTU are functioning in Kerala. The non-federated associations are also functioning.

The recognised unions and associations presently functioning are given in Table VII-18.

TABLE VII-18

LIST OF RECOGNISED UNIONS/ASSOCIATIONS

(A) UNIONS AFFILIATED TO SEPTA

- a) All India Postal Employees Union Class III
- b) All India Postal Employees Union Postmen, Class IV and Extra Departmental Agents.
- c) All India Railway Mail Service and Mail Motor Service Employees Union Class III
- d) All India Railway Mail Service Employees Union Mail Guards, Class IV and Extra Departmental Staff.
- e) All India (PT) Administrative Officers Employees Union- Group C and D₁

(B) UNIONS AFFILIATED TO SEPTA

- a) National Union of Postal Employees Class III
- b) National Union of Postal Employees Postmen and Class IV.

- a) National Union of Extra Departmental Agents.
- d) National Union of Railway Mail Service and Mail Motor Service Employees Class III
- e) National Union of Railway Mail Service Employees Mail Guards, Mailmen and Extra Departmental Mailmen.
- f) All India PWT Administrative Offices Association.
- g) All India Railway Mail Service Assistant Superintendents & Inspectors Association.

(C) UNIONS AFFILIATED TO NPTIE

- a) Bharatiya Postal Employees Union Class III
- b) Bharatiya Postal Employees Union Postmen & Class IV
- c) Bharatiya Extra Departmental Employees Union.
- d) Bharatiya Railway Mail Service and Mail Motor Service Employees Union Class III.
- e) Bharatiya Railway Mail Service and Mail Motor Service Employees Union Mail Guards & Class IV.
- f) Bharatiya PWT Administrative Offices Employees Union.

(D) UNREGISTERED UNIONS/ASSOCIATIONS

- a) All India Association of Inspectors and Assistant Superintendents of Post Offices.

b) All India Association of Postal Supervisors
(General Line).

c) All India Postal & Railway Mail Service
Accountants Association.

d) All India Savings Bank Central Employees
Union.

e) All India Postal Accounts Employees
Association.

(B) ASSOCIATIONS OF GAZETTED OFFICERS

a) All India Postal Officers Association.

b) All India Association of Postmasters
(Gazetted and Higher Selection Grade.)
Represents both gazetted and non-gazetted
officers).

c) All India P&T Accounts and Finance Service
Officers Association.

d) Indian Postal Service Association.

e) Posts & Telegraphs Accounts & Finance
(Group-A) Direct Recruits Association.

- (Source: 1. Posts & Telegraphs Board, Compilation of
Instructions on Trade Union facilities
admissible to Unions, Trivandrum: Postmaster
General, Kerala, 1978, PP18-20)
2. General Manager Telecommunications, Kerala
Instructions on Trade Union facilities
admissible to Unions/Associations, Trivandrum
General Manager, Telecommunications, Kerala,
1988, PP23-28).

The Unions are functioning at the National level, at the Circle level, Divisional level and Branch level.

7.14.2. Facilities for the Unions:

The recognised trade unions are entitled to certain facilities. The unions are entitled to correspond with the administration at the appropriate levels. For full time union work, the Department allows Office Bearers to be 'on Foreign Service'. (Posts & Telegraphs Board, 1978, P.2; PP.2-8; PP.11-15).

Immunity from transfer is admissible from headquarters of the Union to secretary, Assistant Secretary and Treasurer. Special casual leave upto a maximum of 30 days in a year is granted to the union office bearers for attending All India and Circle Conferences and Executive Committee Meetings and also for interviews with the Administration.

There is a regular system of formal meetings with the Administration by the recognised unions upto the Divisional level. Matters of All India Importance and a general nature can be taken up by the All India Unions with the Director General of Posts. Matters concerning the Circle can be taken up with the Postmaster General and matters concerning the Region can be taken up with the regional Director by the Circle Unions. Matters concerning the Divisions can be taken up by the

Divisional Unions with the Divisional Superintendents, All India level meetings are held once in four months, Circle/Regional level meetings once in two months and Divisional level meetings monthly.

While there is no restriction on the number of items to be taken up at the Divisional level, the number of items are restricted to three - for each Union/ Association for formal meetings at the Regional and Circle levels.

In addition to the formal meetings, special interviews are also granted as and when considered necessary. After every formal meeting, minutes are drawn up. (Posts and Telegraphs Board, 1978, PP.18-22).

The Unions are also entitled to collect subscriptions from their members. Copies of orders and circulars of general importance which are not confidential in nature are supplied to the recognised unions. The Unions are also permitted to display their notice boards in the office premises. Permission is given to hold meetings in office premises without affecting the office work. The Unions are also entitled to publish their journals. (Posts and Telegraphs Board, 1978, PP.23-27)

7.14.3. Monthly Meetings at Divisional Level

The Divisional Unions are entitled for monthly meetings with the Divisional Superintendents. The items

for discussions are to be notified in advance by the unions. There is no limit to the number of items that can be taken up. The maximum duration of the periodical meetings at the Divisional level is however limited to two hours per union. Three representatives of each Union can attend the meeting. (Posts & Telegraphs Board, 1970, PP.24-26). At different recognized unions are available in each Division, separate meetings are held.

A test check of the minutes of the monthly Union meetings held during the period of one year from August 1981 to July 1982 of certain Divisions was made. Kanchi Division (KCH) 'EX' Division, Changanacherry (CHC), Kozhikode (KIK), Kottayam (KEM) and Alappay (ALP) Postal Divisions were considered for this purpose. The items discussed in the meetings by the different unions are classified according to the subjects, namely, staff matters, personnel ones, welfare matters, matters of buildings, matters of supply of stock, matters of mail arrangements, and other miscellaneous matters. The details of the items are given in Table VII-19.

The number of items discussed in a month by all the Unions in a division on an average is 15. In the KCH Division the average number of items taken up per month is comparatively low, being 7 whereas in the

TABLE VII-29

ITEMS DISCUSSED IN THE MONTHLY UNION MEETINGS AT DIVISIONAL LEVEL

Divisions	Staff matters	Personal cases	Welfare matters	Estt. matters	Health matters	Other matters	Total		
W&A	9	3	16	29	14	15	1	111	86
Changanacherry	6	15	4	43	17	16	3	2	108
Travancore	49	10	14	29	32	24	9	6	213
Madras	102	26	9	125	36	26	5	4	361
Alleppey	62	5	6	21	14	12	4	12	168
Total	237	77	51	287	113	121	21	24	922
Percentage	25.6	8.4	5.5	31.1	12.3	13.1	2.3	2.6	100

postal division this average number is higher, being 17. It is also seen that under one item, a number of sub-items are given which are not taken as separate items. A review of the items reveal that 31.8% (highest) of total items relate to establishment matters like creation and upgradation of posts. This is followed by 24.6% of items on staff matters, 11.1% of items related to matters of supply of stock and furniture items, 12.3% items related to building matters and office accommodation, 8.4% of the items related to cases of individual officials. The Union is precluded from taking up cases of individual officials. (Posts and Telegraphs Board, letter No. 1023/72-22 dated 7.7.1972). In spite of this, in every division such items are seen taken up and discussed. Item relating to welfare matters, mail arrangements and other miscellaneous matter formed only negligible percentages. It is also revealed that many items relating to establishment matters are repeatedly discussed till finalisation of such matters. (MEMORANDUM Division letter No. 4/Genl dated 1.10.1982; Superintendent of Post Offices, Changanacherry letter No. 12/CL dated 23.9.1982; Superintendent of Post Offices, Idukki, letter No. 5,10-11/24/III dated 11.10.1982; Senior Superintendent of Post Offices, Kottayam, letter No. 12/1102 dated 24.9.1982; Superintendent of Post

Offices, Alappay file SP/IN/223).

7.14.4. Trade Union Agitations in Kerala

Even though the disputes on Union issues and demands are to be settled by bilateral talks and discussions between the representatives of the Unions and administration, there had been many occasions when the Unions had gone on the path of agitations.

Some of the major strikes that had taken place in Kerala were in 1960 and 1965 as part of the All India strikes on issues related to pay revision. In connection with the Railwaysmen's strike another strike took place in Kerala in 1974. (Nand Bhan, 1960, P.47; P.48; Iyer N.J., 1964, P.99; PP.173-174; P.257). A one day token strike was held on 19.1.1982. This was followed by a major strike of May 1982. (Iyer N.J., 1984, PP.299-300; PP.344-345). A sixteen day agitation took place from 21.3.1983. On 19.9.1984 yet another strike was organised. (General Secretary, MPTU, MPTU's Circular letter dated 7-9-1984). In May-June 1988 another strike took place. (Capt C.P., June 1988, P.53; P.57). This was followed by the agitation of February 1986. (Valayathan K.A., MPTU Union Notice dated 17.2.1986).

In addition to the major strikes there were instances of local agitations in different Divisions

and offices concerning local issues. (Senior Superintendent, P.W.D. Division letter No. 2/111/0001 dated 9.1.1966; Radhakrishnan K.A., NPTK, JCT Coordination Committee, Aiyer's notice dated 13-12-1966; Kuzhappan K.A. and Kumaran K.S., NPTK Notice dated 20-4-1966; Superintendent of Post Offices Mavalikara letter No. 2/111/NPTK dated 21-4-1966).

7.14.8. Joint Consultative Machinery

The Joint Consultative Machinery (JCM) scheme has been introduced for the Central Government employees in 1966 with the objective of promoting harmonious relations and securing greatest co-operation between Government and employees and of increasing the efficiency of public services. The JCM scheme provided for Joint Councils at the National, Departmental and Regional levels.

The National Council deals with matters affecting the Central Government employees in general. The Departmental Councils deal with matters relating to the staff employed in the concerned departments. The Regional Councils deal with matters of regional or local importance.

The Councils consist of the representatives from official and staff sides.

The Cabinet Secretary is the Chairman of the National Council and the official side consists of Secretaries, Ministry of Finance, Department of Expenditure and Revenue and one of the secretaries of the Railway Ministry in addition to the other secretaries specified. The staff side consists of nominated representatives of the recognised Associations/Unions/Confederations with an elected leader. (Director General, Posts and Telegraphs letter No.2801/71-GR dated 8.2.1974) Beta N. Day, 1988, PP.613-615).

The Departmental Council is constituted in the same pattern as the National Council, with the head of the Ministry or Department as its Chairman.

Regional councils were formed in the P&T circles in 1974 with representatives from the Circle Unions affiliated to the NPTU and FNPTU and official representatives. Postmaster General is the chairman of the Regional Council on the Postal side. (Director General, Posts & Telegraphs letter No.2801/71-GR dated 8.2.1974).

The Regional Council meetings are held once in three months. The matters within the competence of the official side are decided in the meetings then and there. Matters on which detailed examination is needed before taking a decision are referred to a committee consisting of members of the Council for report. (Director General,

Posts & Telegraphs, letter No. 10-12/34-GR dated 15.9.1964).

V.14.6. Employees' Perceptions on Union Management Relations:

Question No.9 sought for the perceptions of the employees on the Union management relations. The weighted average scorepoints of the responses from different categories of employees are given in Table VII-29.

TABLE VII-29

UNION MANAGEMENT RELATIONS : PERCEPTIONS OF EMPLOYEES

Respondents	Weighted Average Score
Supervisors	3.03
Group 'C' Operative staff	2.39
Group 'D' staff	2.35
Extra Departmental Sub Postmasters/ Branch Postmasters.	2.64
Extra Departmental operative staff.	2.56

Excepting the supervisors, all other categories of staff perceive the union management relations to be unsatisfactory. The supervisors however consider that the union management relations as just satisfactory.

7.14.7. Content Analysis of Responses to Question No.15
Relation to Union Management Relations

The suggestions/opinions of the respondents relating to Union management relations are listed below along with the percentage of frequencies with reference to the number of respondents.

1. Union management relations are not good and should be improved upon. (2.3%)
2. There is too much union interference in administration and due to this some staff are not getting justice. (0.3%)
3. The principle of one union in one industry should be adopted. (0.3%)
4. The trade union activities should be curbed and only one union without political bias should be allowed. (0.3%)

The percentages of frequency of the suggestions are negligibly small. The responses generally indicate a picture of dissatisfaction about union management relations. The weighted average scorepoints of the responses of the supervisors about the performance competence of the staff working under them, the general behaviour of the staff towards them and the general behaviour of the staff towards the customers given in Table VII-16 indicate that the supervisors are

subordinates, general behaviour of the staff towards them and the general behaviour of the staff towards customers.

The perceptions of the operative staff namely: Group 'C', Group 'D' and the Extra Departmental staff on the performance of their supervisors, the general behaviour of the supervisors towards them and the general behaviour of the public(customers) towards them given in Table VII-17 reveals that all the categories of operative staff are satisfied with the performance competence of their supervisors. Similarly, all the categories of staff are satisfied with the general behaviour of their supervisors towards them. They are also happy about the general behaviour of the public(customers) towards them.

The survey has revealed that there is a situation existing in the Postal Organisation in Kerala in which the Supervisors are satisfied with the performance competence and the general behaviour of the staff working under them and the operative staff are satisfied with the performance competence and the general behaviour of the supervisors towards them, but the staff are unhappy over the Union management relations. This leads to the conclusion that the dissatisfaction of the employees on the Union Management Relations is not on account of the inter-personal relations existing in the department, but due to other general reasons.

7.15.6. CERTAIN GENERAL SUGGESTIONS/OPINIONS.

Some of the general suggestions/opinions given by the respondents while giving responses to Question No.15 are listed below along with percentages of frequencies with reference to the number of respondents.

1. The service conditions of Buxa Departmental Agents are poor. No leave, and allowance not proportionate to the responsibilities. (22.2%)
2. Proper rent may be given for the office room housing branch offices(17.2%)
3. Postal agency system may not be introduced. (7.2%)
4. Communication system is not proper (1.7%)
5. Holidays on the dates of local importance may be given instead of following an All India pattern (1.0%)
6. Vehicles may be given for the inspectors (0.2%)
7. Instead of giving uniforms, cash may be given to purchase the items. (0.2%)

8. The services of the Extra Departmental agents may be utilized for propagation of small family schemes in the villages and for sale of items like Nirodh, (0.2%)
9. The services of the Extra Departmental Agents can also be utilized for the propagation of literacy in the villages. (0.2%)
10. The procedure of granting leave should be simplified and the paper work reduced. Instead of different types of forms for different kinds of leave one type of leave application is sufficient. (0.2%)
11. Essential commodities and medicines should be supplied through the post offices. (0.2%)
12. The employee-employer communication system should be improved. (0.2%)

The dominant suggestion relates to improving the service conditions of the Extra Departmental Agents. The second dominant item also indirectly relates to the service conditions of the Extra Departmental Branch Postmasters in as much as it is obligatory on the part of the Extra Departmental Branch Postmasters to

provide accommodation for the post office. The frequencies of other items are negligibly small.

7.16.6. SUMMARY OF MAIN FINDINGS ON THE PERCEPTIONS OF THE EMPLOYEES ON HUMAN RESOURCE MANAGEMENT PRACTICES IN KERALA POSTAL CIRCLE.

Excepting the recruitment practices for the Extra Departmental staff, the recruitment practices for other cadres like postal and sorting assistants, inspectors, Postmen and Group 'D' staff are considered generally satisfactory by the employees. The recruitment policy of the Extra Departmental Agents is perceived as unscientific.

The employees perceive the training practices for the Extra Departmental Agents as unscientific. However, the training programmes for other categories of staff, especially the institutional training programmes, are considered as satisfactory.

The Group 'D' and the Extra Departmental staff perceive the transfer policy of Extra Departmental Agents as unscientific.

All categories of employees consider the promotion policy of Extra Departmental Agents as unscientific. The promotion policy relating to Postmen and Group 'D' staff to the Assistant's cadre, Assistant Superintendents

to Higher Selection Grade-I, Higher Selection Grade II to Higher Selection Grade-I, and Lower Selection Grade to Higher Selection Grade-II is perceived as unscientific by the supervisors and group 'C' operative staff.

The employees generally perceive the performance appraisal system for the postman, Group 'D' and Extra Departmental Agents as unscientific. However Extra Departmental Sub Postmasters/Branch Postmasters consider appraisal system for postman and Group 'D' staff as satisfactory. The performance appraisal system of the cadres for which self appraisal is prescribed is considered as scientific by the employees.

The employees on the whole are not satisfied with the welfare schemes. However some satisfaction is expressed by the departmental employees for the recruitment in relaxation of normal rules and Leave Travel Concession schemes.

The staff are not generally satisfied with grievance handling system.

The disciplinary procedures are not considered scientific by the Group 'C' operative and Group 'D' staff. The Extra Departmental Agents consider the procedures as just satisfactory.

The wage structure is considered unscientific by all categories of staff. The wage structure of

Extra Departmental Agents is considered highly unsatisfactory.

The incentive schemes available are considered totally unscientific. Supervisors are highly dissatisfied with the incentive schemes.

The supervisors are satisfied with the performance competence of the staff working under them, general behaviour of the staff towards them and the general behaviour of the staff towards customers.

The Group 'C', Group 'D' and Extra Departmental staff are satisfied with the performance competence of their supervisors, general behaviour of the supervisors towards them and the general behaviour of the customers towards them.

The employees perceive the union management relations as unsatisfactory. However this is not due to inter-personal relations existing in the Circle, but due to other reasons.

The perceptions of the employees indicate that a review of the existing Human Resource Management practices is called for to make them more scientific.

CHAPTER - VIII

CUSTOMER SATISFACTION ON POSTAL SERVICES

CHAPTER-VIII**8.0.8. CUSTOMER SATISFACTION ON POSTAL SERVICES****8.1.0. PUBLIC OPINION SURVEY**

Postal service is a public utility service and the Postal Department comes into intimate contact with people from all walks of life. The members of the public who are the customers of the post office have obviously got some expectations about the standard of service rendered by the Department.

The customers are satisfied when they get the services to their expectation. When the customers are not satisfied there is likelihood of complaints. In other words, the complaints can be considered as an index for the dissatisfaction about the services. The Postal Department is very much concerned about the customer satisfaction, especially because of the fact that the postal service is a monopoly service. (Posts and Telegraphs Department, Posts and Telegraphs Manual, Volume I, 1980, P.4).

The Department has provided Complaints and Suggestion Book in every post office to enable the members of the public to indicate their suggestions and complaints about the postal services. In addition public complaints are also entertained at every office and there is a regular machinery in the postal organisation, for handling public complaints. The complaints are analysed to locate the defects in the system, if any, the types of services which require improvement and the offices

of personnel frequently coming up for adverse notice. This analysis is made so as to take remedial steps for improving the services. (DG P&T. P&T Manual, Volume VIII, 3rd Edition, 1979, P.7; Director General, P&T letter No.36/SIT/81-82/P. Comp. dated 11.5.1982).

The Postal Department is providing a variety of services to the public. It will be of great interest to know whether all these services are needed by the public, whether these services are rendered to the satisfaction of the members of the public and whether changes are needed in the work procedures. It will also be of great interest to know the image the customers have about the Department.

8.1.1. The Survey

A public opinion survey has been made by using a questionnaire given in annexure III. The questionnaire was supplied to slightly over 10% of the post offices selected by random method covering the whole of Kerala of which 66 post offices were in the urban areas and 445 post offices were in the rural areas. The methodology adopted has already been discussed in detail in Chapter I. Of the 3,924 questionnaires administered, 2,897 questionnaires were received back fully answered. Thus 73.82% of the questionnaires were received back fully answered.

8.1.2. The Analysis

The analysis of the responses has been made generally by making combinations of responses from urban and rural areas responses from male and female visitors and responses from the visitors of different age groups. However, education, employment and income compositions have also been considered wherever needed.

8.2.9. THE PROFILE OF THE POST OFFICE VISITORS BASED ON THE SURVEY

An attempt has been made to study the profile of the post office visitors based on the personal data of the respondents.

8.2.1. Profile Of The Post Office Visitors - Urban, Rural and Sex Composition

The profile of the post office visitors based on the urban, rural and sex composition is given in Table VIII-1.

TABLE VIII-1
PROFILE OF THE POST OFFICE VISITORS
URBAN, RURAL AND SEX COMPOSITION

Sex	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Male	175	84	1993	85	2168	85
Female	89	16	340	15	429	15
Total	264	100	2333	100	2597	100

It is seen that 85% of the visitors of the post offices are males whereas only 15% are females. There is very little difference on this pattern between the post office visitors of urban and rural areas. In the rural post offices, the male visitors are 85% whereas in the urban post offices their percentage is 84%. It is obvious that the pattern is almost the same in the urban and rural areas.

In the study of quantitative data, a χ^2 test can be used to test the independence of characteristics by using the formula

$$\chi^2 = \sum \frac{(f_o - f_e)^2}{f_e}$$

$$df = (f_{\text{rows}} - 1) (f_{\text{columns}} - 1)$$

where f_o stands for observed frequencies; f_e stands for expected frequencies and df stands for degrees of freedom. (John W. Best, 1983, P.409)

For the data in Table VIII-1, the computed $\chi^2 = 0.53$ whereas the critical value of $\chi_c^2 = 3.84$ at 5% level for one degree of freedom. As the observed χ^2 is less than χ_c^2 , the difference is not significant. This means that the proportion of the male and female visitors of the urban and rural post offices do not differ significantly.

8.2.2. Profile Of The Post Office Visitors - Urban, Rural And Age Composition

The profile of the post office visitors based on the urban, rural and age composition is given below in Table VIII-2.

TABLE VIII-2
PROFILE OF THE POST OFFICE VISITORS
URBAN, RURAL AND AGE COMPOSITION

Age in years	Urban		Rural		Total	
	Number	%	Number	%	Number	%
30 and below	218	39	1023	44	1241	43
31 - 55	272	48	1012	43	1284	44
Over 55	74	13	298	13	372	13
Total	564	100	2333	100	2897	100

It is seen that there is not much difference between the visitors in the age groups of 30 years and below (43%) and 31-55 years (44%). The visitors of over 55 years is only 13%. When a comparison is made between the visitors of urban and rural post offices, it is seen that the visitors in the age group of 30 years and below is 39% in the urban areas whereas it is 44% in the rural areas. The visitors in the age group of 31-55 years are 48% in the urban post offices whereas they are 43% in the rural post offices. In both urban and rural post offices, the visitors over 55 years are only 13%. In the rural areas, the visitors in the age groups of 30 years and below (44%) and 31-55 years (43%) are more or less the same. To test the dependence of the characteristics in this case a χ^2 test is applied.

Here the observed $\chi^2 = 6.12$

$\chi^2_0 = 5.99$ at 5% level for
2 degrees of freedom.

Here χ^2 is more than χ^2_0 and so the difference is significant. This means that the proportion of visitors of different age groups from urban and rural areas differ significantly.

8.2.3. Profile of The Post Office Visitors - Age And Sex Composition

The profile of the post office visitors based on age and sex composition is given in Table VIII-2A.

TABLE VIII-2A
PROFILE OF THE POST OFFICE VISITORS
AGE AND SEX COMPOSITION

Age in years	Male		Female		Total	
	Number	%	Number	%	Number	%
30 and below	1001	41	240	56	1241	43
31-55	1108	45	176	41	1284	44
Over 55	399	14	13	3	372	13
Total	2468	100	429	100	2897	100

It is seen that there is difference in the percentage of male and female visitors of the post offices belonging to different age groups. The male visitors belonging to the age group of 30 years and below is 41% whereas the percentage of female visitors belonging to the same age group is 56. In the age group of 31 to 55 years, the percentage of male visitors is 45 which is more than the percentage of female

visitors (41%). The percentage of female visitors in the age group of over 55 years is very small being 3% whereas it is 14% among males. While among the male visitors the highest percentage belongs to the age group of 31 to 55 years among the female visitors the highest percentage belongs to the age group of 30 years and below.

Here also to test the proportions, a χ^2 test was applied and the computed $\chi^2 = 58.85$. The degrees of freedom of χ^2 here will be 2. The tabled value of χ^2_0 at 5% level is 5.99 and at 1% level is 9.21. Obviously χ^2 is much more than χ^2_0 even at 1% level. Hence there is significant difference in the proportion of visitors of different age groups among males and females visiting the post offices.

8.2.4. Profile Of The Post Office Visitors - Urban, Rural and Education Composition

The profile of the post office visitors based on urban, rural and education composition is given in Table VIII-3.

**TABLE VIII-3
PROFILE OF THE POST OFFICE VISITORS
URBAN, RURAL AND EDUCATION COMPOSITION**

Education	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Below SSLC	34	6	368	16	402	14
SSLC & under-Graduate	266	47	1465	63	1731	60
Graduation, Post-Graduation and above	205	36	372	16	577	20
Professional Graduation & Professional post-graduation	99	11	128	5	187	6
Total	564	100	2333	100	2897	100

The educational levels of the visitors are classified into (1) below SSLC, (2) SSLC and Under-graduate, (3) Graduate, Post Graduate and above and (4) Professional Graduates and Professional post graduates and other higher professional degrees.

Regarding the educational level of the post office visitors, it is observed that the majority (60%) belongs to the educational level of SSLC and Under-graduate. 20% of the visitors have the educational level of graduation, post graduation and above. 14% of the visitors belongs to the educational level of less than SSLC. Only 6% of the visitors have educational level of professional graduation and above.

When the urban and rural difference in relation to the educational level is compared, it is seen that there is a difference in the pattern of the post office visitors. In the urban areas, the highest percentage of visitors (47%) belong to the educational level of SSLC and Under-Graduates, followed by graduates and post-graduates forming 36%. The visitors with below SSLC level are only 6%. In the rural areas, the highest percentage of visitors belong to the SSLC and under-graduate (being 63%) level. Visitors below SSLC are only 16% and an equal percentage of visitors belong to the educational level of graduation and above. The lowest percentage of visitors in the rural areas (5%) belong to the educational level of Professional graduates and above.

The proportions observed can be tested by χ^2 formula. The number of degrees of freedom is 3 and for 3 degrees of freedom the tabled value of χ^2 at 5% level is 7.82. Here the computed $\chi^2 = 176.67$. Hence χ^2 is more than χ^2_0 . This shows that the differences in proportion of the people of different educational levels visiting the post offices in urban and rural areas are highly significant.

8.3.5. Profile Of The Post Office Visitors - Education And Sex Composition

The profile of the post office visitors based on

the education and sex composition is given in Table VIII-3A.

TABLE VIII-3A
PROFILE OF THE POST OFFICE VISITORS
EDUCATION AND SEX COMPOSITION

Education	Male		Female		Total	
	Number	%	Number	%	Number	%
Below SSLC	369	15	33	8	402	14
SSLC & Under-graduate	1462	59	269	62	1731	60
Graduation, Post-Graduation and above.	483	20	94	22	577	20
Professional Graduation, & Professional Post-Graduation.	194	6	33	8	187	6
Total	2468	100	429	100	2897	100

There is not much difference in the educational level of male and female visitors belonging to the concerned educational levels. The percentage of the male visitors below SSLC level (15%) is more than that of the percentage of females (8%) belonging to the same educational level. 74% of the male visitors and 70% of the female visitors are undergraduates.

The pattern of the visitors is represented by a bar chart in Figure VIII-I which displays the educational and sex composition of the post office visitors.

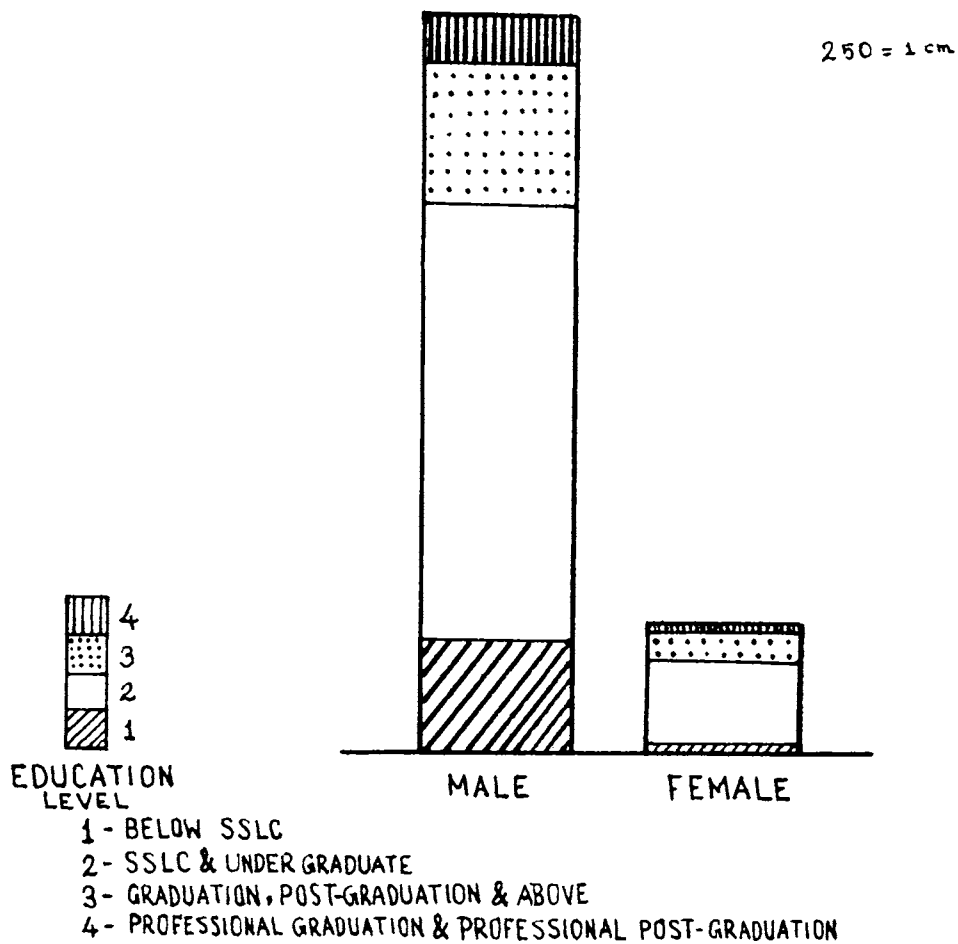


Fig.VIII-I. Pattern Of Post Office Visitors - Education and Sex Composition.

8.2.6. Profile of The Post Office Visitors - Education and Age Composition

The profile of the post office visitors based on education and age composition is given in Table VIII-3B.

TABLE VIII-3B
PROFILE OF THE POST OFFICE VISITORS
EDUCATION AND AGE COMPOSITION

Education	30 & below years		31 to 35 years		Over 35 years		Total	
	Number	%	Number	%	Number	%	Number	%
Below BSIC	81	7	233	18	88	24	402	14
BSIC & Under-graduate	800	64	721	56	210	56	1731	60
Graduation, Post-graduation and above	319	26	219	17	39	11	577	20
Professional Graduation & Professional Post-Graduation	41	3	111	9	35	9	187	6
Total	1241	100	1284	100	372	100	2897	100

It is seen that the number of post office visitors belonging to the educational level below BSIC is more at the higher age groups. In the age group of 30 years and below, those below BSIC are 7% whereas in the age group of 31 to 35 years and over 35 years, the percentages are 18 and 24 respectively. Those in the educational level of BSIC and undergraduation are 56% each in the age groups of 31 to 35 years and over 35 years. In the 30 years and below age group, the percentage is 64. Graduates and postgraduates are the highest in the age group of 30 years and below being 26%. In the age groups of

31 to 55 years and over 55 years, the percentages are 17 and 11 respectively. Professional graduates and professional postgraduates are the least in the age group of 30 years and below. In the age group of 31 to 55 years and over 55 years, the percentages are 9 each.

From the data it is seen that there is no difference in the pattern of post office visitors considering their education, between the age groups of 31 to 55 years and over 55 years except for the fact that the percentage of visitors in the educational level of below SSLC is more at the higher age groups. The younger group is different in the educational level compared to the visitors of the age group of 31 to 55 years, the difference being that there are more graduates and postgraduates in the category of 30 years and below.

The pattern of the different educational level, under each age group, can be seen from the bar-chart in Figure VIII-II.

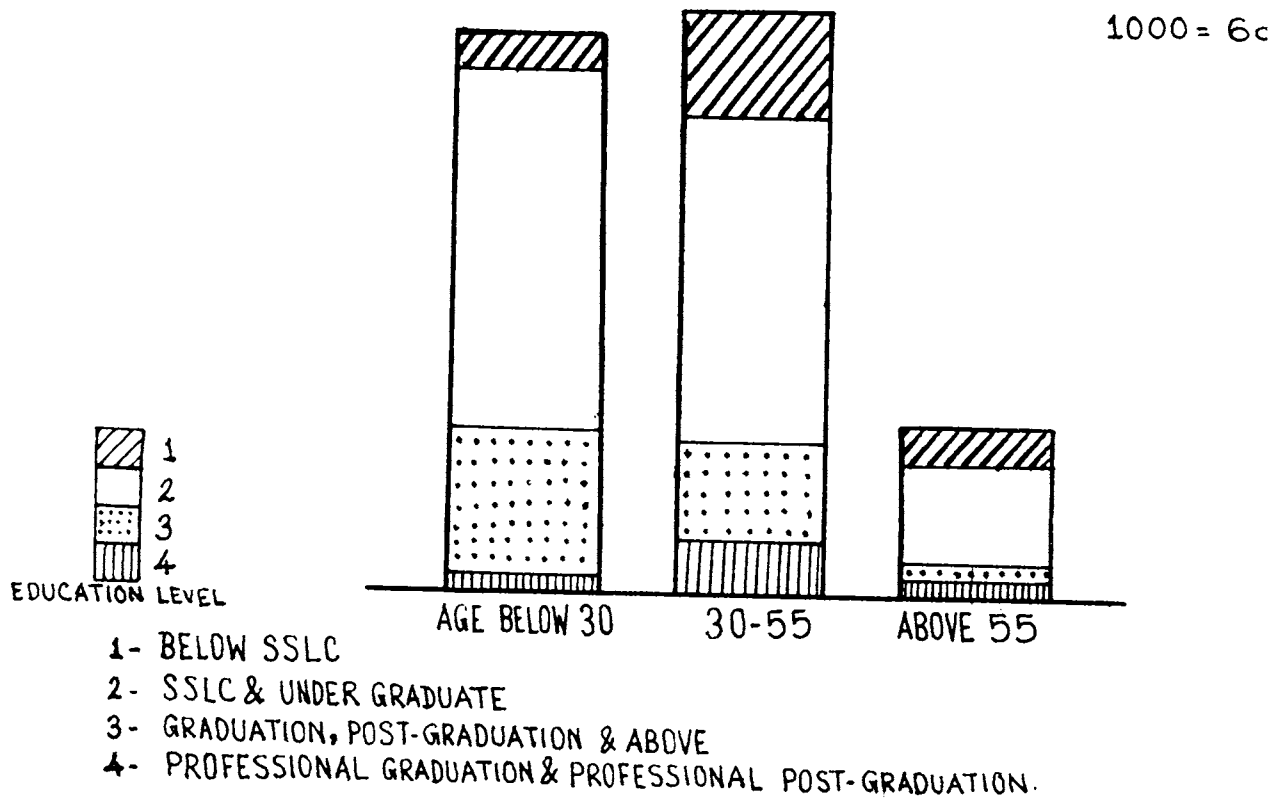


Fig. VIII-II. Pattern Of Post Office Visitors:
Education and Age Composition.

8.2.7. Profile Of The Post Office Visitors -Urban
Rural And Employment Composition

The urban, rural and employment composition of the post office visitors is given below in Table VIII-4.

TABLE VIII-4
PROFILE OF THE POST OFFICE VISITORS
URBAN RURAL AND EMPLOYMENT
COMPOSITION

Employment	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Unemployed*	101	18	596	24	697	23
Employed	298	53	736	32	1034	36
Landlords, Pensioners & Agriculturists	77	14	517	22	594	20
Self-employed	45	8	298	13	343	12
Business	43	7	226	9	269	9
Total	964	100	2333	100	2897	100

* This includes students.

The visitors are classified into 5 groups viz.,
 (1) Unemployed which includes the student community too,
 (2) Employed, (3) Landlords, pensioners and Agriculturists,
 (4) Self-employed other than businessmen and (5) Businessmen. It is seen that the highest percentage of the visitors (36%) is employed. The general pattern of the employment of post office visitors is that 36% is employed, 23% is unemployed, 20% is landlords, pensioners and agriculturists, 12% is self-employed and 9% is businessmen. There is no difference in the pattern both in the urban and rural areas, the highest percentage of visitors in urban and rural areas being 53% and 32% respectively and are employed. The least percentages of visitors both in the urban and rural post offices

are businessmen, the percentages being 7 and 9 respectively. The percentage of visitors who are employed in the urban area is much more than that in the rural area. There is marked differences in the percentages of the post office visitors in the urban and rural areas belonging to different employment categories.

The proportions can be tested by using χ^2 test. Here the degrees of freedom is 4. $\chi^2 = 91.17$ at 5% level. $\chi^2_0 = 9.488$ for 4 degrees of freedom. χ^2 is much more than χ^2_0 . Hence the difference is significant. This means that the proportions of the post office visitors of different employment levels in the urban and rural areas are significantly different.

8.2.8. Profile Of The Post Office Visitors - Employment And Sex Composition

The employment and sex composition of the post office visitors is given below in Table VIII-4A.

TABLE VIII-4A
PROFILE OF THE POST OFFICE VISITORS
EMPLOYMENT AND SEX COMPOSITION

Employment	Male		Female		Total	
	Number	%	Number	%	Number	%
Unemployed*	448	18	209	49	657	23
Employed	881	36	153	36	1034	36
Landlords, Pensioners & Agriculturists	971	23	23	5	994	20
Self-employed	302	12	41	9	343	12
Business	266	11	3	1	269	9
Total	2468	100	429	100	2897	100

* This includes students.

There is difference in the employment composition of the male and female post office visitors. Among the female post office visitors, 49% is unemployed which is the highest percentage among the female visitors. The female visitors belonging to the categories of Landlord, Pensioners, Agriculturists, Self-employed and Businessmen constitute only 15% of the total female visitors. The remaining 36% are employed. The pattern observed in the male visitors is that the highest percentage of 36% is employed. 23% of the male visitors are Landlords, Pensioners and Agriculturists. 18% are unemployed. 12% are self-employed and 11% are Businessmen. In other words, 46% of the visitors belongs to the categories of Landlords, Pensioners, Agriculturists and Self-employed ^{and} Businessmen. Thus it is seen that whereas among the male visitors the dominant group is employed, among the female visitors the dominant group is unemployed.

The composition of the male and female visitors according to the employment group is represented by a bar diagram given as figure VIII-III.

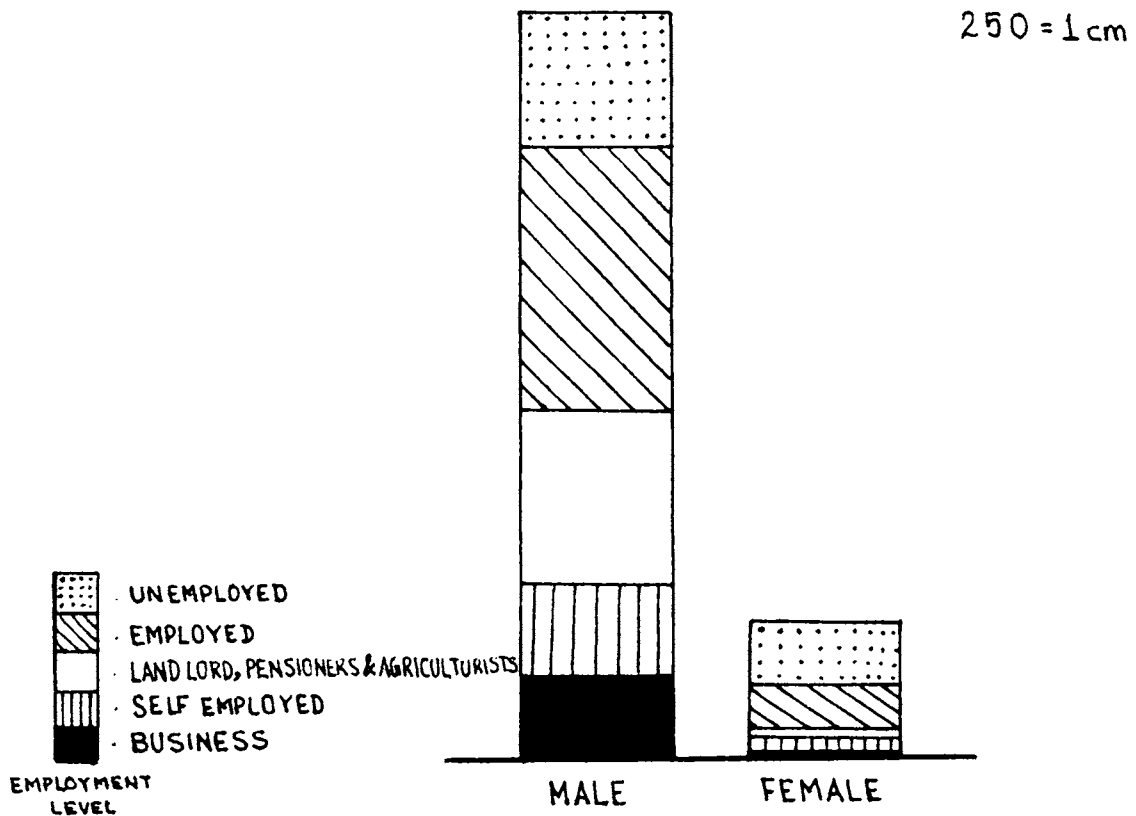


Fig.VIII-III. Pattern of Post Office Visitors:
Employment & Sex Composition.

8.2.9. Profile Of The Post Offices Visitors -Employment
And Age Composition

The employment and age composition of the post office visitors is given in Table VIII-4B.

**TABLE VIII-43
PROFILE OF THE POST OFFICE VISITORS
EMPLOYMENT AND AGE COMPOSITION**

Employment	30 & below		31 to 55		Over 55		Total	
	YEARS		YEARS		YEARS			
	Number	%	Number	%	Number	%	Number	%
Unemployed*	541	44	92	7	24	6	657	23
Employed	397	25	696	54	31	8	1034	36
Landlords, Pensioners & Agricultur- ists	129	10	202	16	263	71	594	20
Self-employed	162	13	156	12	25	7	343	12
Business	102	8	138	11	29	8	269	9
Total	1241	100	1284	100	372	100	2997	100

* This includes students.

Among the younger age group of 30 years and below, the dominant group is unemployed (which includes student community too). This forms 44% of the post office visitors. The employed group, which follows, is 25%. The other employment groups form only 31% of the total.

In the age group of 31 to 55 years, the dominant group is employed and forms 54%. This is followed by the employment group of landlords, pensioners, and agriculturists forming 16%. The self-employed and business category together constitute 23%. The unemployed category is the lowest in this age group being only 7%.

In the age group of over 55 years, the dominant category is landlords, pensioners and agriculturists which forms 71%. All other employment categories range

from 6 to 8% only.

The employment and age composition is depicted in Figure VIII-IV by a bar diagram.

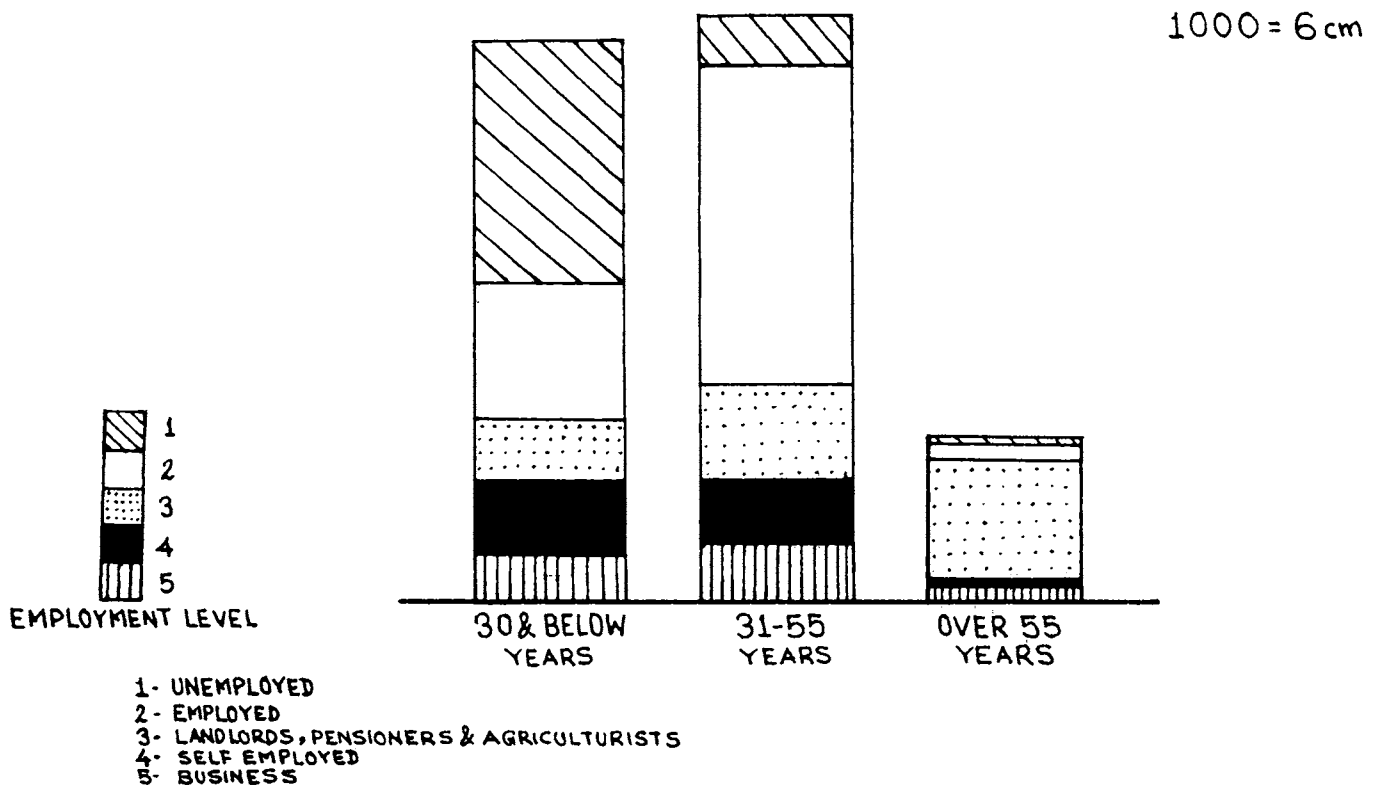


Fig.VIII-IV. Pattern of Post Office Visitors -
Employment & Age Composition.

8.2.10. Profile of The Post Office Visitors - Employment And Education Composition

The employment and education composition of the post office visitors given below in Table VIII-4C.

**TABLE VIII-4C
PROFILE OF THE POST OFFICE VISITORS
EMPLOYMENT AND EDUCATION
COMPOSITION**

Education.	Unempl- yed*		Empl- yed.		Land- lords, pensi- oners & agri- cultur- ists.		Self empl- yed		Business		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Below SSLC	99	15	74	18	13	3	81	20	91	13	432	100
SSLC & under- graduate	414	24	763	33	367	21	221	13	166	9	1731	100
Graduates, post-gradu- ates & above	172	30	263	45	97	10	38	7	47	8	977	100
Professi- onal Gra- duates & Professi- onal Post- graduates	12	6	134	72	33	18	3	1	5	3	187	100
Total	697	23	1034	36	594	20	343	12	269	9	2897	100

* This includes students.

Among these visitors in the educational level of below SSLC the dominant group is landlords, pensioners and agriculturists forming 3%. This is followed by the self-employed category of 20%. The unemployed category is 15% and the employed category is 18%. Business people are only 13% in this educational level.

Among the visitors with SSLC and under graduate educational level, the dominant group is the employed (33%) followed by the unemployed (24%). Among the visitors of graduates and above educational level, the dominant category is employed (45%), followed by unemployed (30%).

Among the visitors with professional graduation and postgraduation educational level, 72% are employed which is the dominant category. 18% are landlords, pensioners and agriculturists. The self employed and the business categories form only a negligible percentage of 4. Unemployed category is very small, being 6%.

The employment and education composition is represented by a bar diagram given in Figure VIII-V.

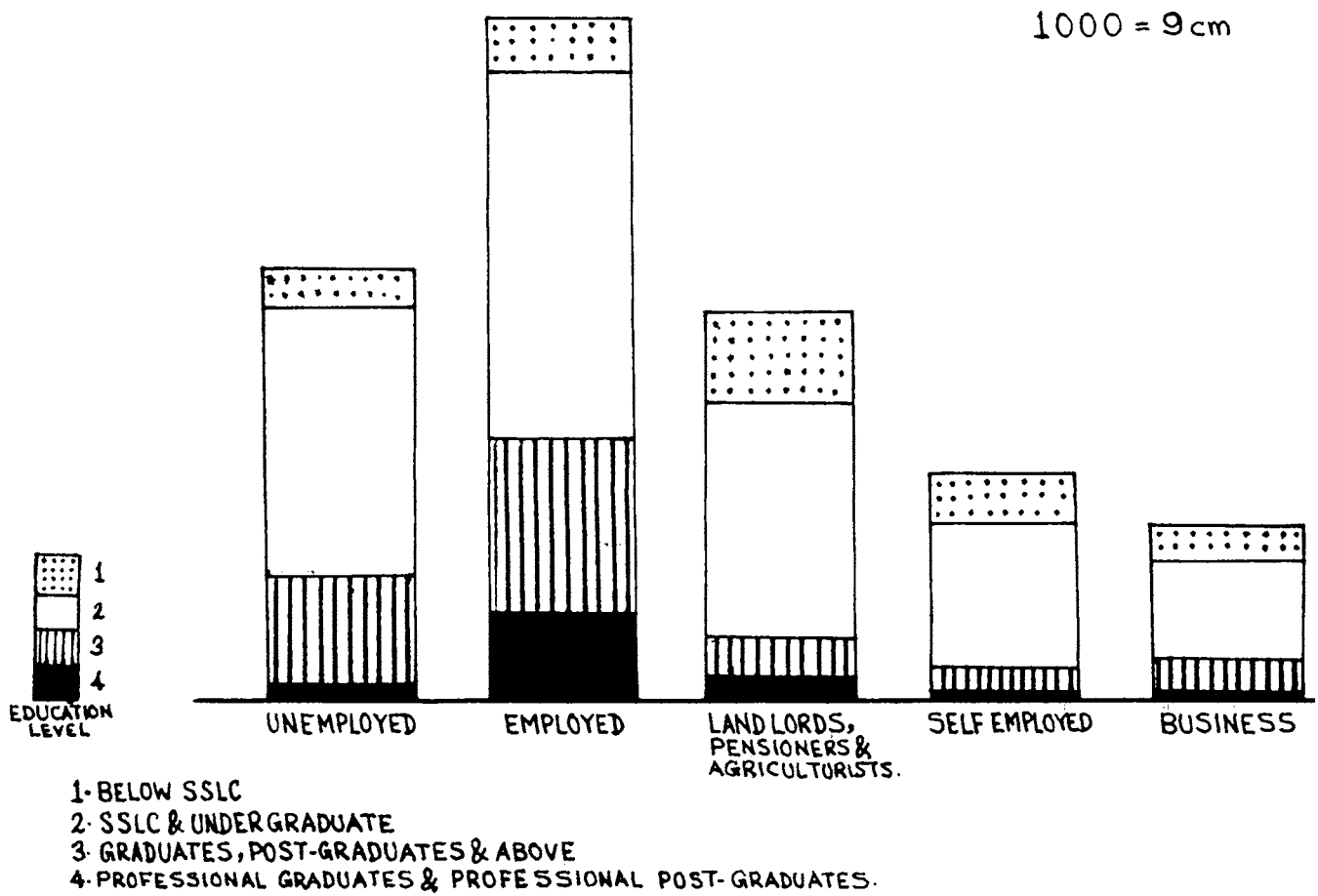


Fig.VIII-V. Pattern Of Post Office Visitors-
Education and Employment Composition.

8.2.11. Profile Of The Post Office Visitors - Urban, Rural And Income Composition.

The urban, rural and income composition of the post office visitors is given in Table VIII-5 below:

**TABLE VIII-5
PROFILE OF THE POST OFFICE VISITORS
URBAN, RURAL AND INCOME COMPOSITION**

Income Rs	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Nil	78	14	416	18	494	17
500 & below	122	21	1031	44	1153	40
501 - 1000	168	30	940	23	1108	25
1001 - 2000	129	23	286	12	415	14
2001 & above	67	12	60	3	127	4
Total	564	100	2333	100	2897	100

The visitors are divided into different income groups - (1) with nil income, (2) Rs.500 and below, (3) Rs.501 -1000, (4) Rs.1001 -2000, and (5) Rs.2001 and above.

40% of the visitors belong to the income group of Rs.500/- and below. 25% are in the income group of Rs.501 to 1000. 17% are not having any income. The nil income group includes the student community also. In other words, 82% of the visitors belong to the income group of below Rs.1000/-

The dominant income group among the visitors of urban post office is the income group of Rs.501 to 1000 (30%), 65% of the post office visitors in the urban area

has income more than Rs.500/- In the rural areas, the dominant income group is Rs.500/- and below (44%).

33% of the visitors of rural post offices has income more than Rs.500/-

Here a χ^2 test can be applied to test the proportions. The computed χ^2 with degree of freedom 4 is $\chi^2 = 193.43$ and at 5% level $\chi^2_{0.05} = 9.488$. The observed χ^2 is much more than $\chi^2_{0.05}$. Hence the difference is highly significant. This means that the proportion of the people of different income groups visiting the post office in the urban and rural areas are significantly different.

8.2.12. Profile Of The Post Office Visitors -Income And Sex Composition

Income and sex composition of the post office visitors is given in Table VIII-5A

TABLE VIII-5A
PROFILE OF THE POST OFFICE VISITORS
INCOME AND SEX COMPOSITION

Income Rs	Male		Female		Total	
	Number	%	Number	%	Number	%
Nil	365	15	129	30	494	17
500 and below	1003	41	150	35	1153	40
501 -1000	617	25	91	21	708	25
1001-2000	367	15	48	11	415	14
2001 & above	116	4	11	3	127	4
Total	2468	100	429	100	2897	100

It is seen that 66% of the male visitors to post offices belong to the income group of Rs.1000 and below. 15% are not having any income. Among the female visitors, 30% are not having any income. 5% of the visitors are having income upto Rs.1000/- . Among males and females, the percentage of the visitors with income over Rs.2000/- is very small being 4% and 3% respectively.

The composition of sex and income of the visitors is depicted by a bar diagram in Figure VIII-VI given below.

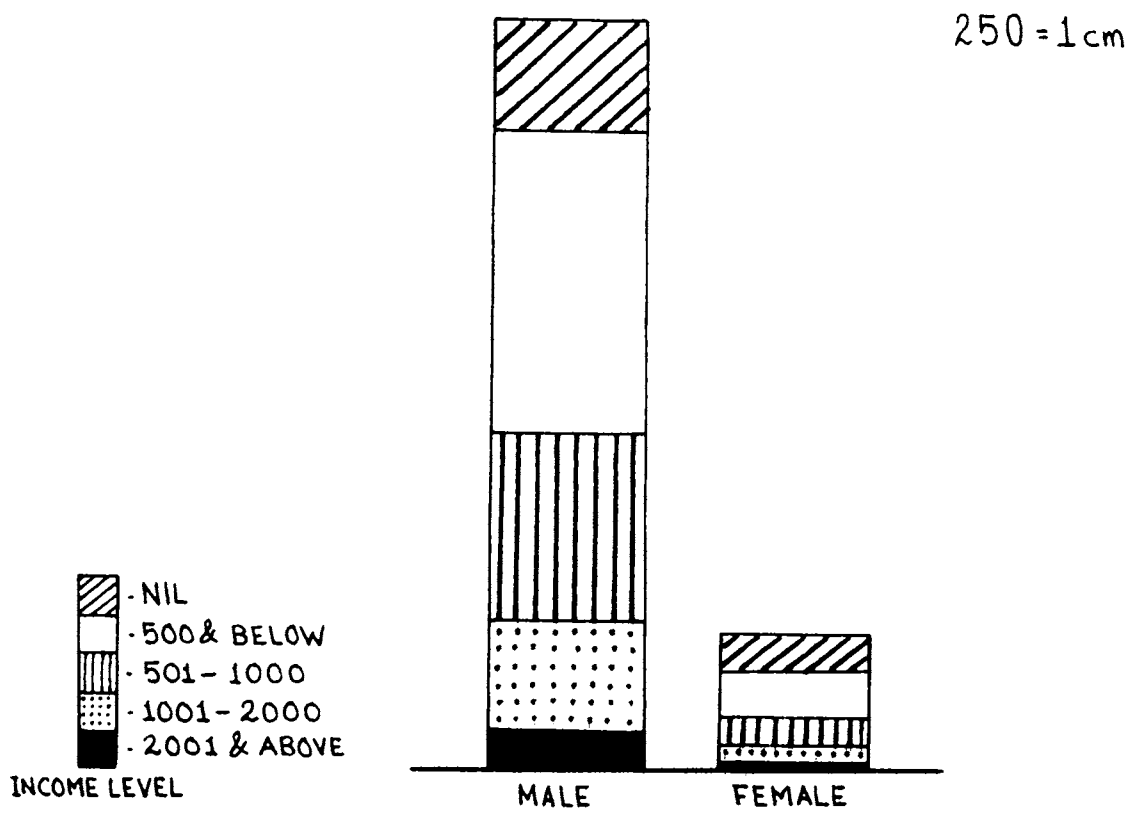


Fig.VIII-VI. Pattern of Post Office Visitors:
Income and Sex Composition

**8.2.13. Profile of The Post Office Visitors - Income
And Age Composition**

Income and age composition of the post office visitors is given below in Table VIII-5B

**TABLE VIII-5B
PROFILE OF THE POST OFFICE VISITORS
INCOME AND AGE COMPOSITION**

Age	Nil income		Rs. 500 below		Rs. 501 to 1000		Rs. 1001 to 2000		Rs. 2001 & above		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
30 years and below	414	33	538	43	217	18	99	5	13	1	1271	100
31 to 55 years	70	5	446	35	352	27	319	25	97	8	1284	100
Over 55 years	10	3	169	15	139	37	37	10	17	5	372	100
Total	494	17	1153	40	708	25	415	14	127	4	2897	100

43% of the visitors in the age group of 30 and below have income below Rs.500/- 33% of the visitors do not have any income. Among the visitors, in the age group of 31 to 55 years only 5% do not have any income. The dominant income group in the age group of 31 to 55 years is Rs.500 and below (35%). This is followed by the income group of Rs.501 to 1000 (27%), and the income group Rs.1001 to Rs.2000(25%). Among the visitors of over 55 years of age, 82% of the visitors have income Rs.1000 and below. The dominant income group in this age category is Rs.500 and below (45%). This is followed by the income group Rs.501 to 1000 (37%). The percentage of visitors having income Rs.2001 and above^{is} comparatively very small in the 30 years and below age group being 1%. In the 31 to 55 years age group it is 8%, and in the age group of over 55 years, the figure is 5%.

The dominant income group in all the three age categories is the Rs.500 and below group.

The income and age composition is represented by a bar diagram given as Figure VIII-VII.

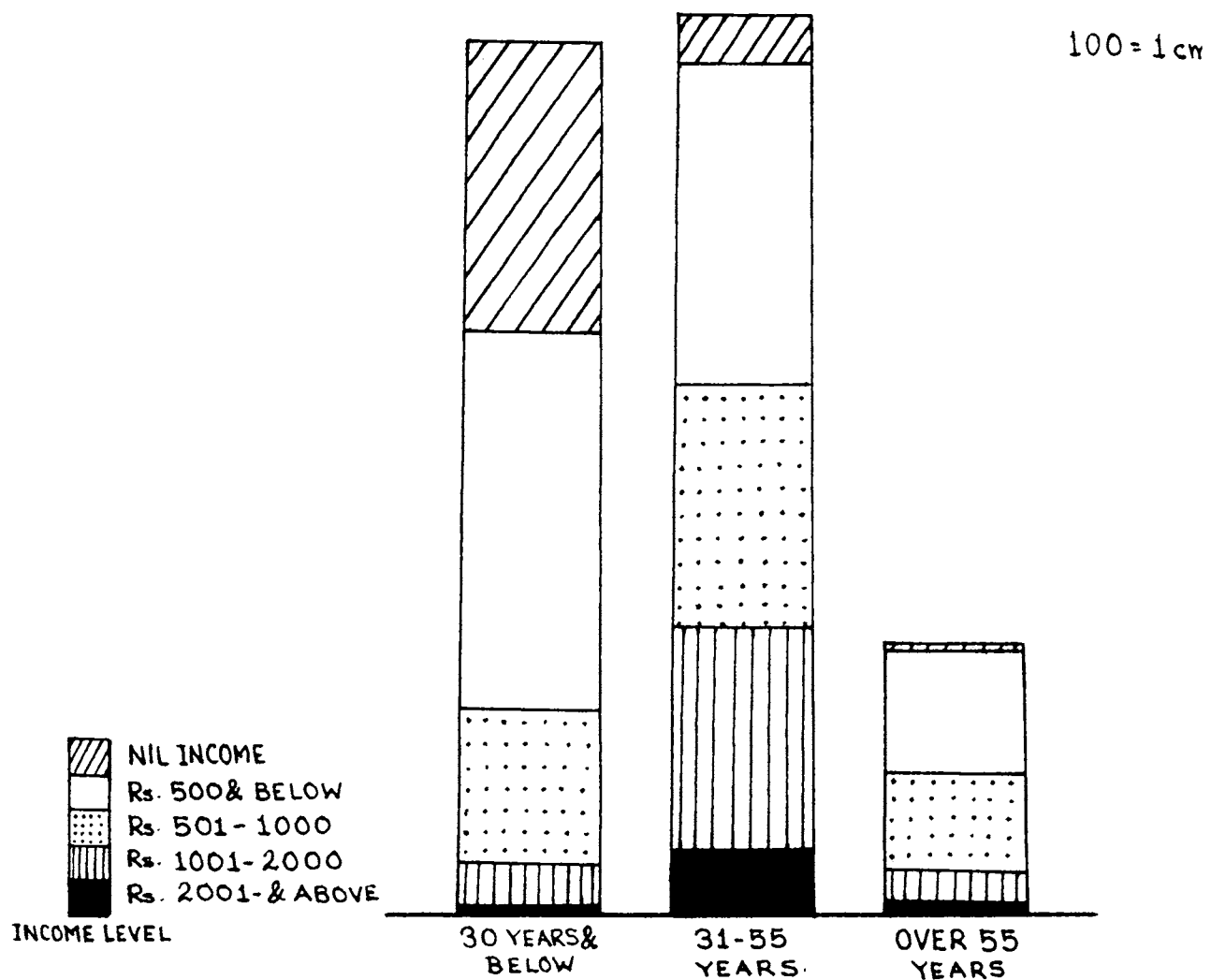


Fig.VIII-VII. Pattern of Post Office Visitors: Income & Age Composition.

8.2.14. Profile of The Post Office Visitors -Income and Education Composition

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The income and education composition of the post office visitors is given below in Table VIII-9C

TABLE VIII-9C
PROFILE OF THE POST OFFICE VISITORS
INCOME AND EDUCATION COMPOSITION

Educational level	Nil income		500 & below		501 to 1000		1001 to 2000		2000 and above		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Below SSLC	35	9	294	73	98	14	13	3	2	1	402	100
SSLC & Under graduate	307	18	740	43	445	25	206	12	33	2	1731	100
Graduates, Post-graduates & above	143	25	107	18	148	26	117	20	62	11	977	100
Professional Graduates & professional post graduates	9	5	12	6	97	31	79	42	30	16	187	100
Total	494	17	1153	40	708	25	415	14	127	4	2897	100

Among the visitors with educational level below SSLC, the dominant income group is those with income upto Rs.500/- being 73%. The nil income group is 9%. Those with income over Rs.2000 is practically negligible(1%).

Among the visitors of the educational level SSLC and undergraduates, the dominant income group is Rs.500 and below (43%). This is followed by the income group of Rs.501 to 1000. In this category also the income group Rs.2000 and above is negligible (2%). Among the post office visitors

having educational level of graduation and above, the dominant income group is Rs.501 to 1000 (26%). 20% of the visitors having graduation or higher qualification have income between Rs.1001 to Rs.2000/- In this category, the percentage of visitors with income Rs.2001/- and above is 11%

Among the visitors with educational level of professional graduation and professional post-graduation, the percentage with nil income is only 5%. Similarly, the percentage of visitors with income of Rs.500/- and below is 6. The dominant income group in this category is Rs.1001 to 2000 (42%). This is followed by the income group of Rs.501 to 1000 (31%). Compared to the visitors of other educational levels, the percentage of visitors in the income group of Rs.2001 and above in this category is more, viz., 16%. It is surprising to note that 9% of the visitors having educational level of professional graduation and professional post-graduation do not have any income. Presumably, these visitors have not indicated their income correctly.

The income and education composition of the visitors is indicated by a bar diagram given in Figure VIII-VIII.

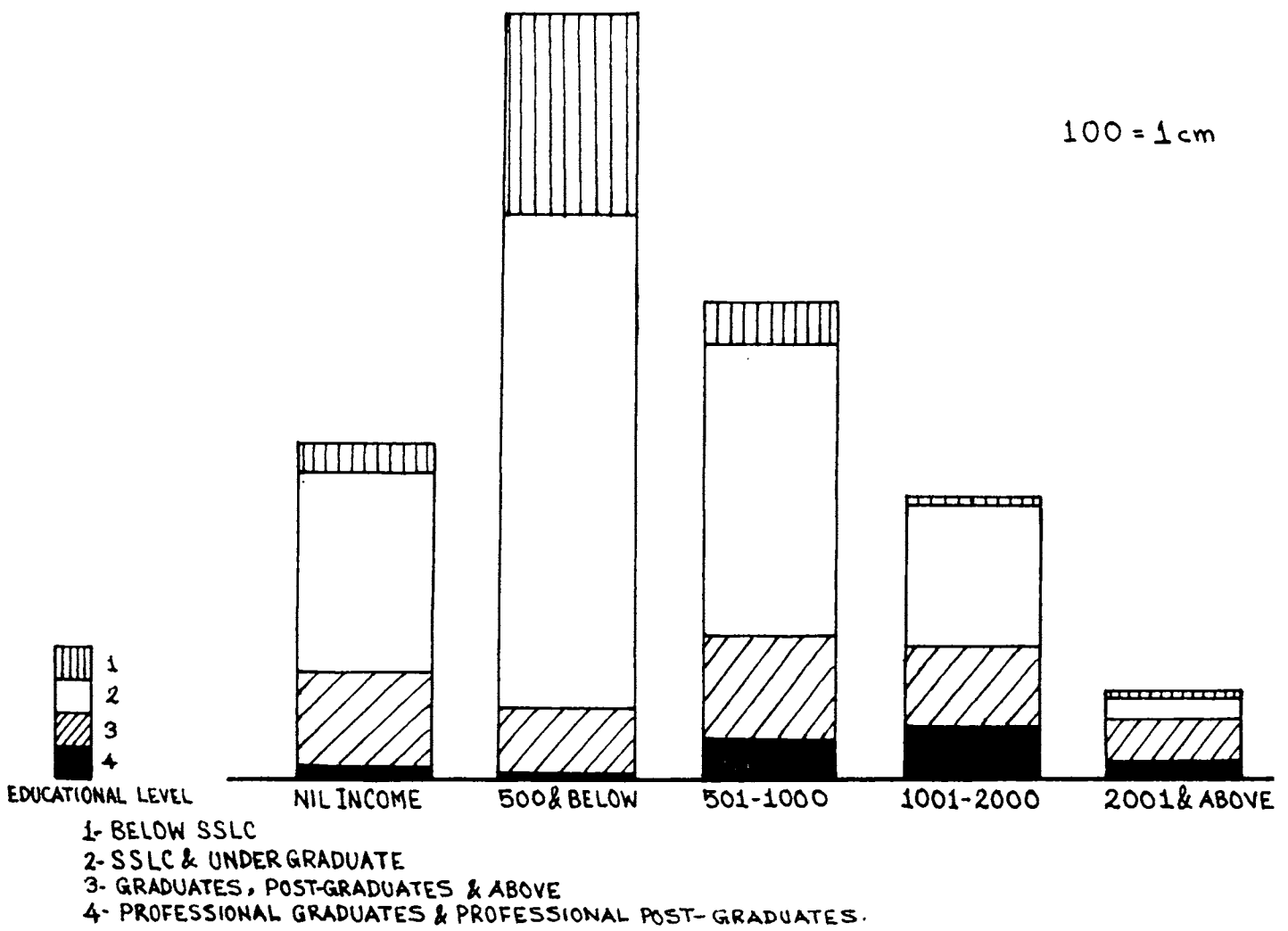


Fig.VIII-VIII . Pattern of Post Office Visitors: Income and Education Composition.

8.2.15. Profile of The Post Office Visitors - Income and Employment Composition

The income and employment composition of the post office visitors is given in Table VIII-9D below

TABLE VIII-9D
PROFILE OF THE POST OFFICE VISITORS
INCOME AND EMPLOYMENT COMPOSITION

Employment level	Nil income		500 & below		501 to 1000		1001 to 2000		2001 & above		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Unemployed	463	70	172	26	13	2	4	1	5	1	697	100
Employed	1	0	190	19	417	40	334	32	92	9	1034	100
Landlord, Pensioners & Agriculturists.	15	2	390	64	158	27	29	5	12	2	594	100
Self-employed	6	2	274	80	38	11	21	6	4	1	343	100
Business	9	3	137	51	82	31	27	10	14	5	269	100
Total	494	17	1153	40	708	25	415	14	127	4	2997	100

Among the post office visitors who are unemployed the dominant group do not have any income (70%). This is followed by 26% of visitors with income of Rs.500/- and below. These with income of over Rs.500/- are negligibly small being

2%. Among the post office visitors who are employed, the dominant income group is Rs.501-1000 (40%). This is followed by the income group of Rs.1001-2000(32%). 41% of the visitors who are employed have income over Rs.1000/-

Among the post office visitors who are landlords, pensioners and agriculturists, those with nil income are negligibly small (2%). The dominant income group is Rs.500/- and below (64%). Those with income above Rs.1000/- is also comparatively small, being 7%.

Among the visitors who are self-employed, the dominant income group is Rs.500 and below (80%). The percentage of those with nil income and above Rs.2001/- is negligibly small, being 2% and 1% respectively. Among the visitors who have given business as profession, 51% are in the income group of Rs.500 and below. This is followed by the income group of Rs.501 to 1000 (31%). This indicates that the businessmen who visit the post offices are only small businessmen like Shopkeepers etc., having comparatively lesser income. 3% of the visitors who are businessmen do not have any income. Presumably, they have not given the correct information in the responses. Only 1% have income above Rs.1000/-

The income and employment composition is represented by a bar chart given as Figure VIII-IX

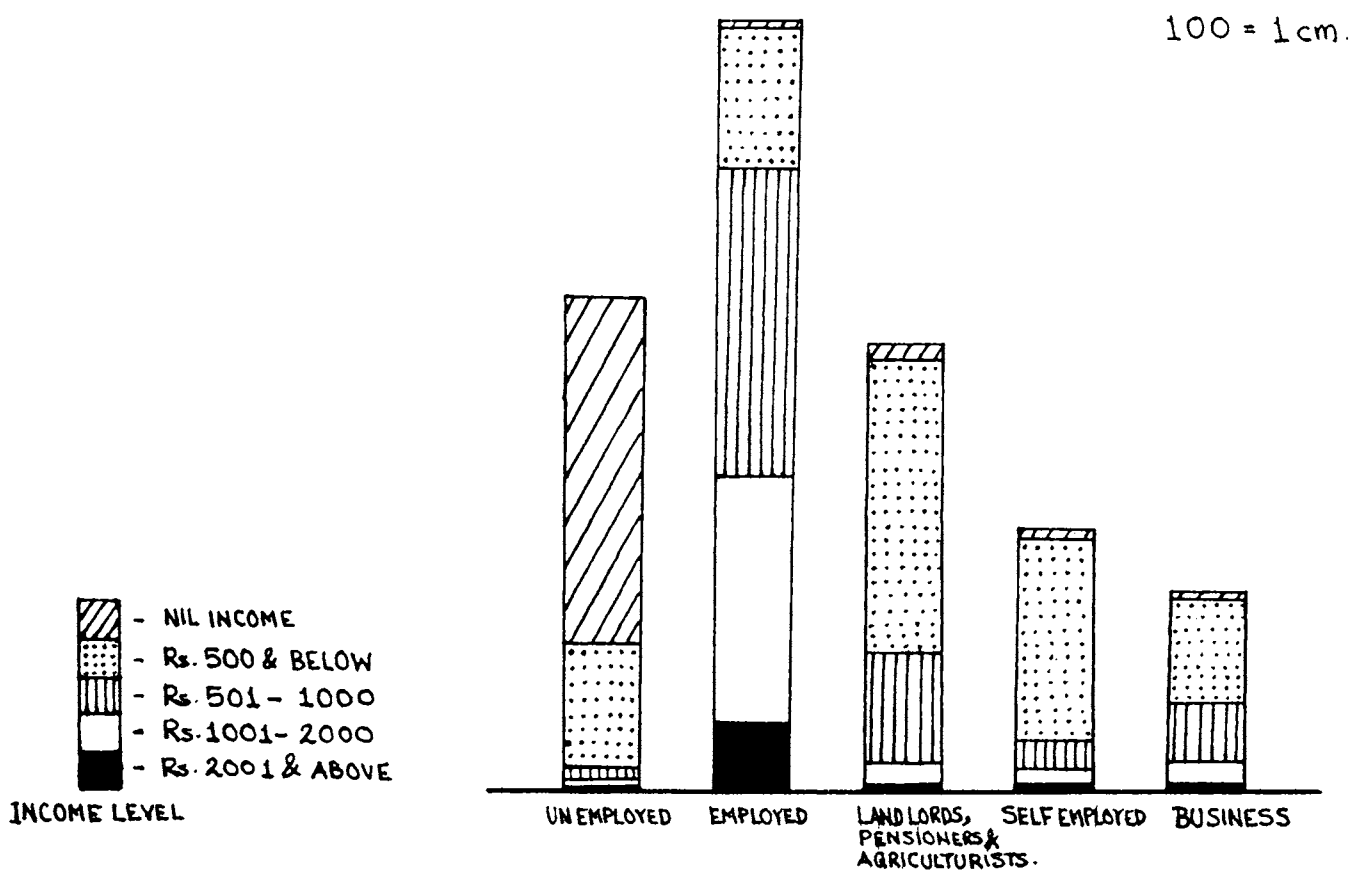


Fig.VIII-IX. Pattern of Post Office Visitors:
Income & Employment Composition.

3.2.16. The Profile In General

Responses have been obtained from over 10% of the post offices selected at random in the urban areas and in the rural areas. The visitors also have been given questionnaire by random method ensuring that no bias is involved. 73% of the questionnaire have been received back fully answered. Considering these factors the profile of the respondents can be taken to represent the profile of the post office visitors. As the survey has been conducted by taking post offices in the whole of Kerala, this can be considered as the general profile of the post office visitors of Kerala. However it cannot be considered as the profile of the post office visitors on an All India basis.

The profile of the post office visitors is represented by the pie-diagram given as Figure VIII-X.

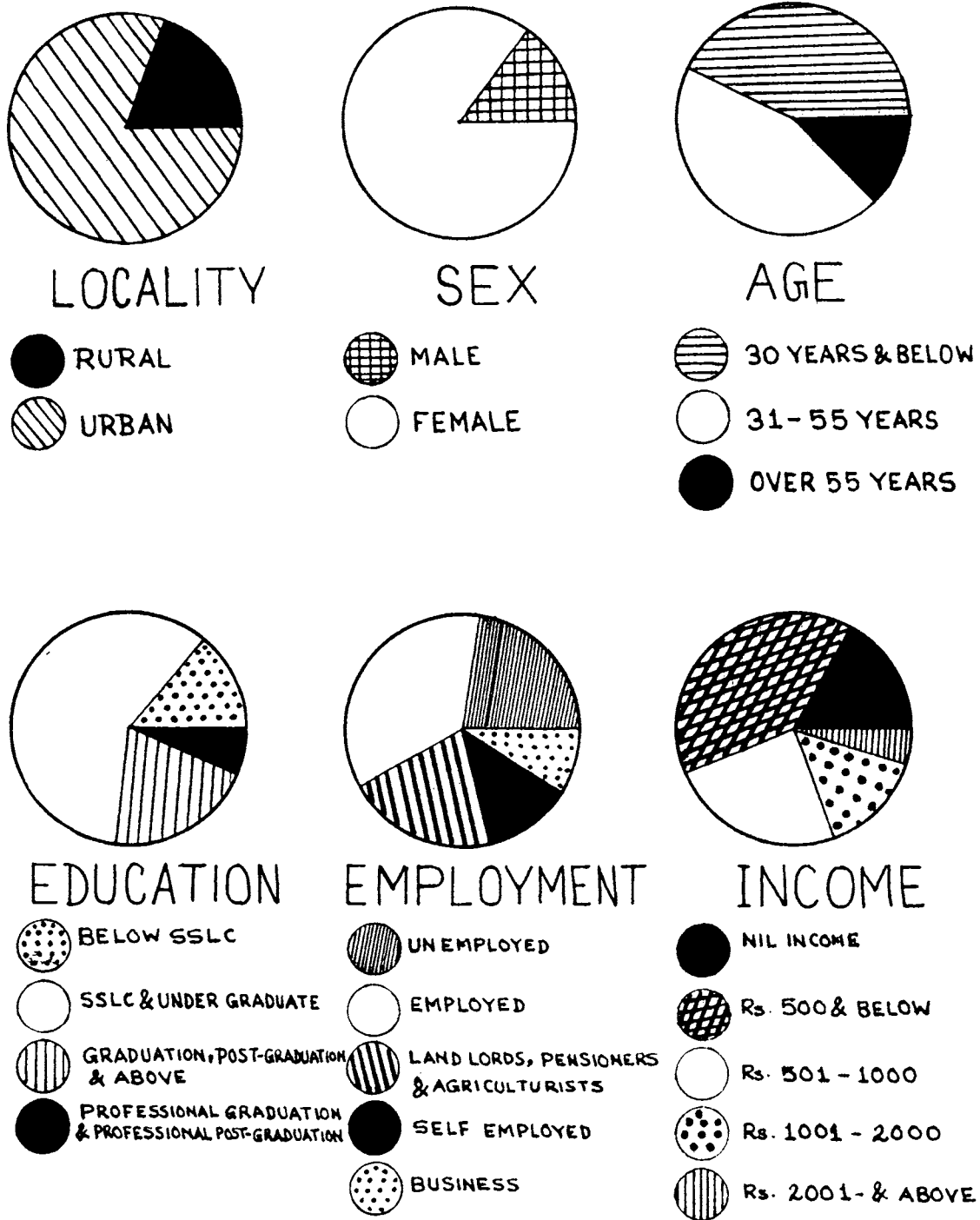


Fig.VIII-X. General Pattern of Post Office Visitors.

The general profile of the post office visitors indicate that they are the lower and middle income group of Male Members with SSLC and undergraduate educational level. The majority of these visitors are employed and they are below 55 years of age.

Among the female visitors, the majority are unemployed. There is no difference in this pattern between the visitors of urban and rural post offices.

It is seen from the profile that the higher income group and the highly educated group are not as frequent visitors to the post office as the lower income group and lower educated groups. There is also difference in the pattern of the visitors of different income groups in the urban and rural post offices. In the rural post offices the majority of the visitors belong to the lower income group viz., Rs. 500/- and below whereas in the urban post offices, the majority of the visitors belong to the middle income group viz., about Rs. 500/-

Smt. Santha Gopinath, who was an officer of the Postal Department had made a study on the customer satisfaction in the postal services to present a dissertation to the Indian Institute of Public Administration in 1974 in part fulfilment of the Advanced professional programme in Public Administration. Her finding that "the higher the income of the persons, the less is the contact with the post office" is more or less in conformity with the findings of this present study. (Santha Gopinath, 1980, P.21)

8.3.0. PUBLIC OPINION SURVEY - ANALYSIS OF THE RESPONDERS

The questionnaire contained 8 questions on the post office working, counter service and the behaviour of the staff. Totals of responses are worked out for each question separately for the purpose of analysis and the responses are given in tables.

**8.3.1. Responses To The Working Of The Post Office
(Question Number 1-A)**

This question relates to the response of the visitors (customers) to the working of the post offices. There were 5 choices for answering this question. The answers are tabled as 'Satisfactory' by grouping 'very satisfactory' and 'satisfactory' as a single category 'generally not satisfactory' and 'not at all satisfactory' are grouped together for the category 'unsatisfactory'. Of the 2897 respondents, only 2748 have answered this question. 12 visitors have not responded and 137 visitors have remained neutral indicating that they have no particular reaction. The visitors who did not respond to any one of the 5 answers are not included in the percentage calculation. Also the respondents who showed a neutral position are also not included for the percentage calculation.

The urban and rural composition of the respondents who are satisfied and not satisfied is given in Table VIII-6A.

**TABLE VIII-6A
RESPONSES TO THE WORKING OF THE POST OFFICES
URBAN AND RURAL COMPOSITION**

	Urban		Rural		Total		Remarks
	Number	%	Number	%	Number	%	
Satisfied	487	92	2040	92	2527	92	No response -12
Not satisfied	42	8	179	8	221	8	Neutral-137
Total	529	100	2219	100	2748	100	

Of the 2748 respondents, 2527 were satisfied with the working of the post office. Only 221 were not satisfied. The fact revealed in the survey that 92% of the Post Office visitors are satisfied with the working of the post offices is a point requiring special mention. Only 8% of the visitors are not satisfied with the working of the post office.

A comparison of the percentage of visitors who were satisfied and not satisfied in the urban and rural post offices indicate that there is no difference at all in the feeling of satisfaction about the working of the post offices between the urban and rural post office visitors.

χ^2 test was applied to test the difference in the levels of satisfaction. Here the degrees of freedom is 1 and the tabled value of $\chi_{0.05}^2$ at 5% level is 3.84. The observed $\chi^2 = 0.0025$, which is much less than $\chi_{0.05}^2$. Hence the difference is not significant. This means

that the level of satisfaction of the visitors to the urban and rural post offices do not significantly differ.

The responses are also divided into male, female and also as per level difference in education, employment levels and financial status.

8.3.2. Responses To The Working of Post Office - Sex Composition

The male and female composition of the respondents who were satisfied and not satisfied about the working of the post office are given below in the Table VIII-6B

TABLE VIII-6B
^{about} RESPONSES TO THE WORKING OF POST OFFICE
 SEX COMPOSITION

	Male		Female		Total		Remarks
	Number	%	Number	%	Number	%	
Satisfied	2149	91	378	96	2527	92	No response-12
Not satisfied	203	9	18	4	221	8	Neutral -137
Total	2352	100	396	100	2748	100	

Of the 2527 respondents who were satisfied with the working of the post office, 2149 were male visitors and 378 were female visitors. While 91% of the male visitors is satisfied with the working of the post office, 96% of the female visitors were satisfied. While 9% of the male visitors were unsatisfied only 4% of the female visitors were unsatisfied. This indicates that relatively the female respondents were more satisfied (96%) than the male respondents.

Here a χ^2 test was applied. The tabled value of χ_0^2 at 5% level for one degree of freedom is 3.84 and the computed $\chi^2 = 9.89$. Thus χ^2 is more than χ_0^2 . Hence the difference is significant, which confirms the above findings that there is significant difference in the level of satisfaction among males and females.

8.3.3. Responses To The Working Of Post Office - Age Composition

The respondents who were satisfied and not satisfied to the working of post office are grouped according to the three age groups and are given in Table VIII-6C

TABLE VIII-6C
RESPONSES TO THE WORKING OF POST OFFICE
AGE COMPOSITION

	30 years and below		31 to 55 years		Over 55 years		Total	
	Number	%	Number	%	Number	%	Number	%
Satisfied	1065	91	1121	92	341	95	2527	92
Not satisfied	102	9	101	8	18	5	221	8
Total	1167	100	1222	100	359	100	2748	100

It is seen that there is not much difference between the percentage of visitors who were satisfied in the age groups of 30 years and below and 31 -55 years (91% and 92% respectively). However, in the age group of 55 years, the percentage of visitors who were satisfied is slightly higher being 95%, indicating that the

visitors of over 55 years were more satisfied than the visitors of younger age groups. The observation is subjected to χ^2 test. Here the degree of freedom is 2. $\chi^2 = 5.278$ and χ_0^2 at 5% level for 2 degrees of freedom is 5.99.

χ^2 is less than χ_0^2 . The difference is not significant.

This means that among the visitors of different age groups there is no difference in the level of satisfaction on the working of the post office, or the level of satisfaction does not depend on the age of the visitor.

8.3.4. Responses To The Working Of Post Office - Education Composition

The responses indicating the satisfaction and non-satisfaction are classified according to different educational levels and given in Table VIII-6D

TABLE VIII -6D
^{about}
RESPONSES TO THE WORKING OF POST OFFICE
EDUCATION COMPOSITION

	Satisfied		Not satisfied		Total	
	Number	%	Number	%	Number	%
Below SSLC	349	93	25	7	374	100
SSLC & Under-graduate	1509	92	132	8	1641	100
Graduation, Post graduation & above	502	91	49	9	551	100
Professional graduation & professional post graduation	167	92	15	8	182	100
Total	2527	92	221	8	2748	100

It is seen that there is practically no difference in the level of satisfaction of the respondents belonging to different levels of education.

The observation is subjected to a χ^2 test. The degree of freedom is 3 in this case. Observed $\chi^2 = 1.42$. $\chi_0^2 = 7.82$ at 5% level for 3 degrees of freedom. χ^2 is less than χ_0^2 . Hence the difference is not significant. This indicates that between the visitors of different educational standards, there is no significant difference in the level of satisfaction about the working of the post office. The level of satisfaction is not influenced by the educational standards of the visitors.

8.3.5. Responses To The Working Of The Post Office - Employment Composition

The respondents who are satisfied and not satisfied about the working of the post office are grouped according to different employment levels given in Table VIII-6B

TABLE VIII-6B
RESPONSES TO THE WORKING OF POST OFFICE
EMPLOYMENT COMPOSITION

	Satisfied		Not satisfied		Total	
	Number	%	Number	%	Number	%
Unemployed	561	91	58	9	619	100
Employed	905	92	79	8	984	100
Landlords, Pensioners & Agriculturists	536	94	36	6	572	100
Self-employed Business	288 237	91 93	29 19	9 7	317 256	100 100
Total	2227	92	221	8	2748	100

Practically no difference is observed in the percentage of visitors who were satisfied belonging to unemployed, employed and self-employed categories. The percentage of visitors in the categories of Landlords, Pensioners and Agriculturists and Businessmen who were satisfied is slightly more, being 94% and 93% respectively. By and large, there is not much difference between the percentages of the visitors belonging to the different employment categories who were satisfied.

The observation is subjected to χ^2 test. Here the degree of freedom is 4 and the computed $\chi^2 = 1.96$. $\chi_0^2 = 9.488$ at 5% level. χ^2 is less than χ_0^2 . Hence the difference is not significant. This means that between visitors of different employment status, there is no significant difference in the level of satisfaction about the working of the post office. Like age, and education, employment status also does not influence the level of satisfaction.

8.3.6. Response To The Working Of The Post Office - Income Composition

The respondents who are satisfied and not satisfied are categorised into different income groups and given in Table VIII-67.

TABLE VIII-6F
 RESPONSES ^{about} TO THE WORKING OF POST OFFICE
 INCOME COMPOSITION

	Satisfied		Not satisfied		Total	
	Number	%	Number	%	Number	%
All income	418	92	37	8	455	100
Rs.500 & below	1012	92	83	8	1095	100
Rs.501-1000	615	91	59	9	674	100
Rs.1001-2000	369	92	31	8	400	100
Rs.2001 & above	113	91	11	9	124	100
Total	2527	92	221	8	2748	100

It is seen that there is practically no difference between the visitors belonging to the different income group in the level of satisfaction regarding the working of post offices.

The observation is subjected to a χ^2 test. Here the degree of freedom is 4 and the computed χ^2 is 0.195 $\chi_0^2 = 9.488$ at 5% level. χ^2 is much less than χ_0^2 . The difference is not significant. This means that the level of satisfaction about the working of the post office is not different among the visitors belonging to different income groups or of different financial status.

The above analysis shows that factors such as age, education, employment or income do not influence the level of satisfaction of visitors about the working of the post office. However female visitors appear to be generally more satisfied than male visitors.

8.3.7. The Visitors Who Are Not Satisfied

The survey has revealed that only 8% of the post office visitors are not satisfied about the working of the post office. The analysis indicated that there are significant differences in the level of satisfaction of male and female visitors whereas there is no difference at all in the level of satisfaction of the visitors considering the financial status, educational level and employment status. Further, urban and rural background of post offices also do not alter the setting. Thus it is concluded that 8% of the people who are unsatisfied are the male visitors who belong to different age groups, income groups, educational levels and employment status visiting both the urban and rural post offices. This is the profile of the 8% of post office visitors who are not satisfied with the working of the post office.

8.3.8. Responses To Question 1-B : Content Analysis

In question No.1-B, the respondents were requested to specify the areas/matters in which they were dissatisfied if they were not satisfied with the services provided by the department. A content analysis of the responses is made and the areas/matters of dissatisfaction are tabulated below indicating the percentage of frequencies (with reference to the total respondents) in bracket.

- 1) Delay/non-receipt of mails (2.73%)
- 2) Shortage of staff (0.21%)

- | | |
|--|---------|
| 3) Delay in the counter service and non-availability of proper information | (0.21%) |
| 4) Non-cooperation/improper behaviour of the staff | (0.17%) |
| 5) Difficulties with procedures and filling up of forms | (0.14%) |
| 6) Matters relating to Savings Bank, delay in clearance of cheques, issue of pass books and closure of accounts. | (0.10%) |
| 7) Miscellaneous problems like shortage of change, more postal holidays. | (0.07%) |

The content analysis reveals that the dissatisfaction is mainly due to delay in receipt of mail including telegrams and non-receipt of postal articles. It is felt that this area of the postal service needs to be improved upon to attain 100% satisfaction of the customers.

8.4.6. DIFFICULTIES EXPERIENCED IN GETTING THE POSTAL NEEDS ATTENDED TO (QUESTION: 2A)

In question 2-A, the respondents were requested to indicate whether they had felt any difficulty in getting their needs attended to. Of the 2897 respondents 37 have not answered this question. Of the 2860 responses received, 400 have indicated that they had felt difficulties whereas 2460 intimated that they had not felt any difficulty. 86% of the visitors have not felt any difficulty about the working, whereas 14% had experienced difficulties.

8.4.1. Difficulties Experienced: Urban And Rural Composition

The responses relating to the difficulties experienced by the urban and rural post office visitors are given below as Table VIII-7A

**TABLE VIII-7A
DIFFICULTIES EXPERIENCED
URBAN AND RURAL
COMPOSITION**

Responses to Question 2-A.	Urban		Rural		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	93	17	307	13	400	14	37 visitors have not responded.
No	460	83	2009	87	2460	86	
Total	553	100	2307	100	2860	100	

In the urban areas, while 83% has not felt any difficulty, in the rural areas 87% of the people have not felt difficulties. In other words, the percentage of visitors who felt difficulties is more (17%) in urban areas compared to those in the rural areas(13%).

The observation has been subjected to χ^2 test. Here the observed $\chi^2 = 4.78$, $\chi^2_c = 3.841$ at 5% level for 1 degree of freedom. χ^2 is more than χ^2_c . Hence the difference is significant. This means that the level of difficulties experienced by visitors from urban and rural areas are significantly different.

8.4.2. Difficulties Experienced & Sex Composition

The responses relating to the difficulties experienced by male and female visitors are given in Table VIII-7B

TABLE VIII-7B
DIFFICULTIES EXPERIENCED
SEX COMPOSITION

Responses to Question 2-A	Male		Female		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	364	15	36	8	400	14	37 visi- tors have not res- ponded.
No	2072	85	388	92	2460	86	
Total	2436	100	424	100	2860	100	

Of the 2436 male members, only 364 have felt difficulties. Of the 424 female visitors, 36 only had difficulties. In other words, while 15% of the male visitors had difficulties, only 8% of the female visitors had difficulties. Thus, it is seen that the female visitors experienced less difficulties in getting their requirements attended to in the post offices than their male counterparts.

The χ^2 analysis yields a value 12.22 for a χ^2 with 1 degree of freedom. This is much greater than the critical value 3.84. Hence the difference is significant. This means that the difference in the difficulties experienced by the male and female visitors of post offices is significantly different.

8.4.3. Difficulties Experienced: Age Composition

The responses relating to the difficulties experienced are grouped according to the age composition of the respondents and given below in Table VIII-70.

TABLE VIII-70
DIFFICULTIES EXPERIENCED
AGE COMPOSITION

Age	Response to Question 2-A						Remarks
	Yes		No		Total		
	Number	%	Number	%	Number	%	
30 & below	179	15	1094	85	1233	100	37 visitors have not responded
31-55 years	188	15	1075	85	1263	100	
Above 55 years	13	9	331	91	364	100	
Total	400	14	2460	86	2860	100	

It is seen that there is no change in the pattern between the age groups of 30 years and below, and 31-55 years. In both these age groups 15% of the respondents had difficulties. In the age group of above 55 years only 9% of the respondents felt difficulties. This indicates that the younger age group of 30 years and below, and the age group of 31-55 years have experienced more difficulties than the upper age group of over 55 years.

Here a χ^2 with 2 degrees of freedom is found to be 8.47, higher than the $\chi^2_0 = 5.99$. Hence for visitors of different age groups, the level of difficulties experienced in getting their needs attended to is significantly different.

8.4.4. Difficulties Experienced: Education Composition

The responses relating to the difficulties experienced according to the educational level of the visitors are given in Table VIII-7D.

TABLE VIII-7D
DIFFICULTIES EXPERIENCED
EDUCATION COMPOSITION

Education	Responses to Question 2A						Remarks
	Yes		No		Total		
	Number	%	Number	%	Number	%	
Below SSLC	58	15	337	85	395	100	37 visitors have not responded.
SSLC & Under-graduate	208	12	1701	88	1709	100	
Graduation, Post-graduation and above	115	20	458	80	573	100	
Professional graduation & professional post-graduation	19	10	164	90	183	100	
Total	400	14	2460	86	2860	100	

15% of the respondents with educational level below SSLC had felt difficulties. 12% of the respondents with education level SSLC and under-graduate had felt difficulties. 10% of the respondents with professional qualifications had felt difficulties. The dominant group that had felt the difficulties (20%) is the group of visitors with the educational level, graduation and above.

Here the computed $\chi^2 = 24.84$ with 3 degrees of freedom and $\chi^2_c = 7.815$ at 5% level. Hence the observed χ^2 is significant. This means that the reported

difficulties experienced by various educational groups in getting their needs attended to are found to be significantly different.

8.4.5. Difficulties Experienced Employment Composition

The responses relating to the experience are given in Table VIII-7E according to the employment status of the visitors.

TABLE VIII-7E
DIFFICULTIES EXPERIENCED
EMPLOYMENT COMPOSITION

Employment	Responses to Question 2A						Remarks
	Yes		No		Total		
	Number	%	Number	%	Number	%	
Unemployed	83	13	572	87	655	100	37 visitors have not responded.
Employed	158	16	858	84	1016	100	
Landlords, Pensioners & Agriculturists	70	12	517	88	587	100	
Self-employed	91	15	289	85	380	100	
Business	38	15	224	85	262	100	
Total	400	14	2460	86	2860	100	

It is seen that 13% of the unemployed, 16% of the employed, 12% of Landlords, Pensioners and Agriculturists, 15% of self-employed and 15% of businessmen respondents had felt difficulties in getting their needs attended to. There is not much variation seen in the pattern of

experience.

For this data the value of χ^2 with 4 degrees of freedom is 5.12 and $\chi^2_0 = 9.488$ at 5% level. χ^2 is less than χ^2_0 . Hence it is not significant. This shows that the employment status of the post office visitors does not in any way affect the reported difficulties experienced by them in getting their needs attended to.

8.4.6. Difficulties Experienced: Income Composition.

The responses relating to the difficulties experienced have been tabled according to the income status of the respondents and given in Table VIII-7F.

TABLE VIII-7F
DIFFICULTIES EXPERIENCED
INCOME COMPOSITION

Income	Responses to Question B-A						Remarks
	Yes Number	%	No Number	%	Total Number	%	
All income	68	14	425	86	493	100	37
Upto Rs.500	139	12	1000	88	1139	100	visitors have not responded.
Rs.501-1000	117	17	574	83	691	100	
Rs.1001-2000	97	14	353	86	450	100	
Rs.2001 & above	19	15	108	85	127	100	
Total	400	14	2460	86	2860	100	

It is seen that the percentage of visitors belonging to the income group Rs.501 to 1000, who had felt difficulties(17%) is the dominant group. The income group of respondents upto Rs.500 who had felt difficulties is only 12%. There is not much of a change in the percent-

age of the respondents who had felt difficulties and belonging to the nil income group, Rs.1001-2000 income group, and Rs.2001 and above income group respectively.

The observed χ^2 is 7.84 against $\chi^2_0 = 9.488$ for 4 degrees of freedom. Hence the χ^2 is not significant. It is inferred that the financial status of the visitors also does not have any influence over the difficulties experienced by them in getting their needs attended to in the post offices.

8.5.0. DETAILS OF THE DIFFICULTIES FELT (QUESTION 2-B)

Under question 2-B, the details of the difficulties have been specified as (1) slow working of the counter clerk, (2) difficulty in filling up the forms etc., (3) Non-availability of forms and other materials needed, (4) indifferent attitude of the staff towards customers, and (5) long queue. In addition, the respondents were requested to mention any other difficulties experienced by them. Frequencies for the various difficulties have been tabled according to the urban, rural composition, sex composition and age composition. It was done in view of the fact that the results obtained relating to the previous questions indicated that there is dependence for the satisfaction and the difficulties experienced on the urban and rural background, sex and age of visitors.

8.5.1. Details of Difficulties: Urban & Rural Composition

The frequencies of the five difficulties mentioned under Question 2-B, according to urban rural composition are given in Table VIII-8A.

TABLE VIII-8A
DETAILS OF DIFFICULTIES
URBAN AND RURAL
COMPOSITION

Difficulties	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Question 2-B(1)	25	25.2	35	12	60	15
Question 2-B(2)	12	12.1	99	34	111	29
Question 2-B(3)	22	22.2	116	40	138	35
Question 2-B(4)	18	18.1	21	7	39	10
Question 2-B(5)	22	22.2	21	7	43	11
Total	99	100	292	100	391	100

On the whole it is seen that 35% of the difficulties relate to non-availability of forms and other materials. This is followed by the difficulties relating to filling up of the forms (29%). Slow working of the counter clerks form 15% of the difficulties. 11% of the difficulties relate to queue. Indifferent attitude of the staff form only 10% of the difficulties.

It is seen that there is difference in the pattern of the nature of difficulties felt by the visitors of urban and rural post offices. In the urban area, the dominant difficulty experienced relates to slow working of the

counter clerks (25.2%). This is followed by non-availability of forms and other materials needed and the long queue (22.2%) each. Difficulties due to indifferent attitude of the staff form 18.1%. Difficulty in filling the forms is having the least percentage (12.1%). In the rural post offices, the highest percentage (40%) of difficulties relate to non-availability of forms and materials. This is followed by the difficulty in filling up forms (34%). Difficulties due to slow working of the counter clerk form only 12%. Difficulties due to long queue and indifferent attitude of staff form the least percentage (7%). Thus it is seen that the pattern of difficulties and their nature vary in the urban and rural areas.

The observation is subjected to a χ^2 test. Here the degree of freedom is 5. $\chi_{0.05}^2 = 11.07$ at 5% level for 5 degrees of freedom. Observed $\chi^2 = 50.97$. χ^2 is more than $\chi_{0.05}^2$. Hence there is significant difference. This shows that the type of difficulties experienced by the visitors to the urban and rural post offices differ significantly.

8.5.2. Details Of Difficulties: Sex Composition

Details of difficulties experienced according to the male and female composition of the visitors are given in Table VIII-8B.

TABLE VIII-BB
DETAILS OF DIFFICULTIES
SEX COMPOSITION

Difficulties	Male		Female		Total	
	Number	%	Number	%	Number	%
Question 2-B(1)	36	16	4	1	60	15
Question 2-B(2)	97	27	14	39	111	29
Question 2-B(3)	128	36	10	28	138	35
Question 2-B(4)	37	10.5	2	5	39	10
Question 2-B(5)	37	10.5	6	17	43	11
Total	395	100	36	100	391	100

It is seen that the highest percentage of difficulties (36%) for male visitors relate to non-availability of forms and other materials needed, followed by difficulty in filling up the forms.

As far as female visitors are concerned, the highest percentage of difficulties (39%) relate to difficulty in filling up forms. This is followed by difficulties due to non-availability of forms and other materials (28%).

Thus the two main difficulties experienced by both male and female visitors are non-availability of forms and difficulty in filling up of forms. No other important conclusion can be derived from the data by a statistical test as some of the cell frequencies are too small.

8.5.3. Details Of Difficulties: Age Composition

The details of difficulties according to the age composition are given in Table VIII-8C. Only two age groups are taken viz., 30 years and below and 31 years and above, considering the fact that the cell frequencies will be nil in certain cases if a separate age group of over 55 years is taken.

TABLE VIII-8C
DETAILS OF DIFFICULTIES
AGE COMPOSITION

Difficulties	30 years & below		31 years & above		Total	
	Number	%	Number	%	Number	%
Question 2-B(1)	31	17	29	14	60	15
Question 2-B(2)	42	23	69	34	111	29
Question 2-B(3)	65	35	73	36	138	35
Question 2-B(4)	25	13	14	7	39	10
Question 2-B(5)	23	12	20	9	43	11
Total	186	100	205	100	391	100

Comparing the difficulties experienced by the different age groups, it is seen that the pattern is more or less the same. The highest percentage of difficulties relate to non-availability of forms and materials followed by difficulties in filling up the forms.

A χ^2 analysis confirms the above conclusion. The observed $\chi^2 = 8.52$ with 4 degrees of freedom and $\chi_0^2 = 9.4888$ at 5% level. Hence the χ^2 is not significant. This indicates that the types of difficulties felt by the post office visitors are not affected by age differences.

8.5.4. Other Difficulties - Content Analysis Of Responses To Question Number 2-K(6)

The difficulties narrated by the respondents are tabulated according to the percentage of frequencies as given below:-

1) Non-availability of forms in Malayalam/Regional language	(0.24%)
2) Problems with Public Call Office	(0.21%)
3) Problems with the Counter Clerk/Service, like absence of staff, not getting proper guidance and lack of prompt attendance.	(0.17%)
4) Bad accommodation for Post Office	(0.17%)
5) Difficulty in Savings Bank withdrawal over Rs.250/- from Branch Post Offices.	(0.17%)
6) Delay to mail including Telegrams	(0.14%)
7) Non-availability of changes/coins	(0.10%)
8) Non-availability of materials like balance, needle and thread.	(0.07%)

- 9) Non-availability of commemorative stamps in all post offices. (0.03%)
- 10) Non-observance of queue (0.03%)
- 11) Inadequate working hours (0.03%)

It is seen that most of the difficulties narrated are more or less related to the difficulties already mentioned against items 1 to 5 of Question 2-B.

It is seen that the predominant complaint relates to non-availability of forms and other materials. This is followed by the difficulty in filling up forms. This indicates that there is need for making available all the required forms and materials in all the post offices. Further, there is need for simplification of the forms so that the difficulties in filling up the forms can be avoided.

In the study conducted by Smt. Santha Gopinath, it was found that 60% of the customers did not think that the post office rules and procedures were complicated whereas 21% thought otherwise. 19% did not respond to the concerned question (Santha Gopinath, 1980, P. 32).

It is seen that the response of the customers revealed in the present survey is not contrary to what has been revealed in the earlier survey of Smt. Gopinath (Conducted in 1974). The minor variations in the findings may be due to the time gap between the surveys and the fact that the earlier survey was conducted only in Delhi.

8.6.0. OPINION ON THE SERVICE ORIENTATION OF THE POST OFFICE STAFF (QUESTION NUMBER 3)

Question No.3 in the questionnaire is meant to get the opinion/observation of the respondents on the service orientation of the post office staff. Here 5 alternatives have been given about the possible attitude of the staff, viz.,

- 1) Friendly behaviour, co-operative and helpful attitude.
- 2) Friendly behaviour but not able to help due to non-availability of materials.
- 3) Unfriendly attitude but renders helpful services.
- 4) Service with indifferent (or neglectful) attitude, and
- 5) Arrogant behaviour.

The respondents were requested to explain any other opinion also.

The responses are tabulated according to urban-rural, sex and age compositions of the visitors.

Of the 2897 respondents, 270 respondents did not answer this question. 2605 respondents indicated answers given under item 1 to 5 of question number 3. 22 respondents have given other opinions. 55% of the respondents indicated that the service orientation of the post office staff is 'friendly, co-operative and helpful attitude'. This is followed by the observation

(38%) that the service orientation is 'friendly behaviour but not helpful due to non-availability of materials'. The percentage of responses relating to 'unfriendly attitude', 'service with indifferent attitude', and 'arrogant behaviour' are practically negligible(7%).

8.6.1. Opinion On Service Orientation Urban And Rural Composition

The responses about service orientation of the Post Office staff given by urban and rural post office visitors are given in Table VIII-9A.

TABLE VIII-9A
OPINION ON SERVICE ORIENTATION
URBAN AND RURAL
COMPOSITION

Question Numbers	Urban		Rural		Total	
	Number	%	Number	%	Number	%
Question No.3(1)	310	60	1131	54	1441	55
Question No.3(2)	132	25	860	41	992	38
Question No.3(3)	64	12	79	4	143	6
Question No.3(4)	11	2	11	1	22	1
Question No.3(5)	4	1	3	-	7	-
Total	521	100	2084	100	2605	100

It is seen that there is no change in the general pattern of the responses. Both the urban and rural post office visitors have recorded the dominant service orientation of the post office staff as 'friendly,

co-operative and helpful attitude'. This is followed by the observation of the attitude as 'friendly behaviour but not helpful due to non-availability of materials'. The percentage of the responses of urban and rural post office visitors differ very much. While 4% of the rural post office visitors consider the service orientation to be 'unfriendly attitude but renders helpful service', the percentage of the urban post office visitors which feels so is 12. While 44% of the rural post office visitors observe the service orientation to be 'friendly behaviour, but not helpful due to non-availability of materials', only 2% of the urban post office visitors share the same opinion.

The table contains 4 and 3 observations for certain categories. But, in view of the corresponding expected frequencies not being so small and in view of the fact that the nature of the items do not allow clubbing, χ^2 test is applied as such.

Here the computed $\chi^2 = 112.68$ and $\chi_0^2 = 9.4888$ at 5% level for 4 degrees of freedom. χ^2 is much higher than χ_0^2 . Hence the χ^2 is highly significant. This shows that the type of service orientation of the post office staff as experienced by the visitors of urban and rural post offices differ significantly.

8.6.2. Opinion On Service Orientation: Sex Composition

The responses relating to the service orientation have been presented according to male and female composition as given below in Table VIII-9B.

TABLE VIII-9B
OPINION ON SERVICE ORIENTATION
SEX COMPOSITION

Question Numbers	Male		Female		Total	
	Number	%	Number	%	Number	%
Question No.3(1)	1174	53	267	67	1441	75
Question No.3(2)	883	40	109	27	992	50
Question No.3(3)	126	6	17	4	143	6
Question No.3(4)	19	1	3	1	22	1
Question No.3(5)	5	-	2	1	7	0
Total	2207	100	398	100	2605	100

Though there is no change in the rank order of the service orientation mentioned by both the male and female visitors, it is seen that the percentages largely differ. While 53% of the male visitors observe the service orientation as "friendly behaviour, co-operative and helpful attitude", 67% of the female visitors consider it so. While 40% of the male visitors consider the service orientation as "friendly behaviour but not helpful due to non-availability of materials", only 27% of the female visitors consider it so. Only a negligible percentage of both male and female visitors consider the service orientation as service with 'indifferent

attitude' and 'arrogant behaviour'.

A χ^2 test is applied in this case also as an approximate test and the $\chi^2 = 33.08$. Here the degrees of freedom is 4, $\chi^2_0 = 9.488$ at 5% level for 4 degrees of freedom. χ^2 is more than χ^2_0 . Hence the difference is significant. This indicates that the observation of service orientation of the post office staff by the male and female visitors differ significantly.

8.6.3. Opinion On Service Orientation: Age Composition

Responses on the opinion of service orientation for the different age groups are given in Table VIII-9C.

TABLE VIII-9C
OPINION ON SERVICE ORIENTATION
AGE COMPOSITION

Responses	30 years & below		31 years & above		Total	
	Number	%	Number	%	Number	%
Question No.3(1)	605	91	836	99	1441	95
Question No.3(2)	485	42	507	35	992	38
Question No.3(3)	72	6	71	5	143	6
Question No.3(4)	11	1	11	1	22	1
Question No.3(5)	2	-	5	-	7	-
Total	1175	100	1435	100	2610	100

Considering the fact that the frequencies are small, the groups of age have been combined into two viz., 30 years and below and 31 years and above. Here also, it is seen

that the rank order of the opinion on service orientation is the same in both the age groups but the percentages relating to the opinions vary for the different age groups.

A χ^2 test is applied as an approximate test. In this case the $\chi^2 = 16.77$ and $\chi_0^2 = 9.488$ at 5% level for 4 degrees of freedom. χ^2 is more than χ_0^2 . Hence there is significant difference. This shows that the opinion on service orientation of the post office staff, of the visitors belonging to different age groups differ significantly.

8.6.4. Other Opinions & Content Analysis

The respondents were requested to express their opinions other than those mentioned in items 1 to 5 of question 3. 22 respondents have given their opinion. The opinions given are listed below and the percentage of frequencies indicated in brackets.

1) Quite good	(31.8%)
2) Democratic behaviour	(18.2%)
3) Working like all other Government Employees	(18.2%)
4) Staff at times are unfriendly	(13.6%)
5) Postmen sometimes show arrogance	(9.1%)
6) Some staff show rough behaviour	(9.1%)

It is seen that these opinions are more or less related to the opinions mentioned for items 1 to 5 of question 3.

**8.7.0. FACILITIES AVAILABLE IN POST OFFICES.
(QUESTION No. 4 A)**

Question 4A was aimed at getting responses relating to the availability of facilities for the public, like writing desk, bench, gas and public space. The respondents were requested to specify the facilities required in case they were of the opinion that the post offices they had visited did not provide the required facilities.

Of the 2897 visitors, 28 persons did not respond to this question (4-A). Of the 2869 respondents, 1826 visitors are of the opinion that the post offices they visited had the required facilities. 1043 visitors replied in the negative. On the whole, 64% of the respondents felt that the post office they had visited lacked adequate facilities, 36% only felt that the post offices they had visited had the required facilities.

In the survey conducted in 1974 by Smt. Santha Copinath, it was found that 34% of the respondents treated the amenities in post offices like writing desk, stamp dumper, gas etc. as adequate, 52% considered the facilities as inadequate and 7% remained silent. (Santha Copinath, 1980, pp.22-23). The pattern of variations between the 1974 survey and in the present

survey is insignificant in spite of the fact that the survey of Smt. Gopinath was conducted about 11 years ago and that the responses were obtained from 100 persons from Delhi only whereas the present survey (1955) covered the whole of Kerala State.

The responses have been analysed relating to the urban, rural, sex and age compositions.

8.7.1. FACILITIES IN POST OFFICES; URBAN RURAL COMPOSITION.

The responses about the facilities available in the post offices relating to the urban rural composition is given in Table VIII-10A.

TABLE VIII.10A.
FACILITIES IN POST OFFICES; URBAN RURAL COMPOSITION.

Facilities.	URBAN		RURAL		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	309	70	637	28	1026	36	30 persons have not responded.
No	169	30	1674	72	1843	64	
Total	558	100	2311	100	2869	100	

It is seen that while 70% of urban post office visitors felt that the post offices have adequate facilities, only 28% of the rural post office visitors felt so. There is wide variation regarding the opinion on the availability

of facilities by the urban and rural post office visitors.

In this case $\chi^2 = 345.68$ and $np^2 = 1,341$ at 5% level for one degree of freedom. χ^2 is much more than np^2 . The difference between χ^2 and np^2 is highly significant. This means that there is much variation in the opinions between the visitors of urban and rural post offices, about the facilities available in the post offices.

8.7.2. Facilities in Post Offices: Sex Composition.

The responses relating to the availability of facilities in post offices from the male and female respondents are given in Table VIII. 108.

TABLE VIII-108
FACILITIES IN POST OFFICES;
SEX COMPOSITION.

Facilities	Male		Female		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	839	34	187	44	1026	36	28 respondents have not responded.
No	1603	66	240	56	1843	64	
Total	2442	100	427	100	2869	100	

Of the 2442 male visitors, only 839 felt that the post offices had adequate facilities. Of the 427

female visitors, 187 only felt that the post offices had adequate facilities. In other words, while 66% of the male visitors were of the opinion that the post offices lacked facilities, only 56% of the female visitors felt accordingly. Thus it is seen that the female visitors are generally more satisfied with the availability of facilities at post offices.

A χ^2 with 1 degree of freedom in this case is $\chi^2 = 11.84$, $\chi_p^2 = 1.84$ at 5% level. χ^2 is more than χ_p^2 . Hence the opinion of the male and female visitors about the facilities available in the post office differ significantly.

8.7.3. Facilities in Post offices: Age Composition.

The responses relating to the availability of facilities in Post Offices based on different age groups of these visitors is given in Table VIII-10C.

TABLE VIII-10C
FACILITIES IN POST OFFICES:
AGE COMPOSITION.

Age	YES		NO		TOTAL		Re- marks
	Num- ber	%	Num- ber	%	Num- ber	%	
30 years & below	413	34	818	66	1231	100	28 per sons
31-65 years	455	36	823	64	1278	100	haven't responded
Above 65 yrs.	122	44	222	54	344	100	responded
Total	1020	36	1843	64	2863	100	

It is seen that while 34% of the visitors in the age group of 30 years and below were of the opinion that the post offices had adequate facilities, 36% and 44% respectively of the respondents in the age groups of 31-55 years and above 55 years shared the same opinion. This shows that the respondents belonging to the upper age group of over 55 years are more satisfied about the facilities available in post offices than the respondents belonging to younger age groups.

For this data the computed $\chi^2 = 13.97$ and $\chi^2_{0.05} = 3.841$ at 5% level for 2 degrees of freedom. χ^2 is more than $\chi^2_{0.05}$. Therefore the opinion of the post office visitors about the facilities available in the post offices differ significantly with the age of visitors.

6.7.4. The Facilities Needed: Content Analysis of Replies to Question 4-2.

1843 respondents have opined that the post offices they had visited lacked facilities. In Question 4-2, the respondents were requested to specify the facilities needed if they considered the post office lacked facilities. A respondent could point out more than one item of facility needed. A total of 2181 responses were given by 1843 visitors.

The opinions on the facilities needed in post office are listed and the percentage of frequencies indicated in brackets.

1) writing desk and bench	(86.3%)
2) Gun	(22.6%)
3) Adequate public space	(19.3%)
4) Fan for writing	(0.6%)
5) Drinking water facility	(0.3%)
6) wall clock	(0.2%)
7) Proper light	(0.1%)
8) Fan	(0.1%)
9) Needle and thread	(0.1%)
10) Good/Best-type counter	(0.1%)
11) Acknowledgment cards for foreign regis. articles.	(0.05%)

The essential requirements revealed from the responses are writing desk and bench, Gun, and adequate public space. The other factors are insignificant.

The findings are quite normal in view of the fact that in the urban areas most of the post offices are departmental, whereas in the rural areas majority of the post offices are Extra Departmental. (20). For the Extra-Departmental Post offices, the responsibility for providing accommodation lies with the Extra Departmental Sub/Branch Postmasters. (Mathuram, P. 1963, P-46).

In such post offices, usually a small room alone is available and there is no provision for public space, bench, writing desk and other such facilities. On the contrary, in the urban post offices which are departmental, there is provision for facilities like public space, writing desk, bench and gun. (Director General of Posts and Telegraphs letter No. P.L.G. 205-1/53 dated 26.9.1955; Mathuramy, P., 1962, pp. 146-147).

From the responses received, there is a clear indication that the department should consider providing certain minimum facilities like writing desk, bench, gun and public space in the rural post offices also.

2.2.6. COMPLAINTS ABOUT POSTAL SERVICES. (QUESTION. 5)

This is an elaborate question consisting of 7 parts from A to G with sub divisions. The grounds for complaints against the post office working based on the experience of the customers are the main concern here. The responses relating to each part of the question are separately analysed. In this case, a respondent has got the option of indicating complaints relating to more than one item of service based on his/her experience. It was requested in question 5, to give

a response, in case the respondent had experienced any of the difficulties mentioned in the sub divisions of question 3. Naturally, it can be presumed that those who have not responded to this question have not experienced difficulties or are not having complaints. There is also the possibility that some of them have not answered this question due to their indifference. By and large, it can be presumed that those who have not answered this question are not having any serious complaint.

2.6.1. Complaint on Non-receipt of Postal Articles.
(Question 3-A).

Question 3-A relates to complaints on non-receipt of Postal Articles by the respondents. 12 kinds of postal articles are considered in this case, namely, (1) letters, (2) Registered letters (RL), (3) Value Payable articles (VP), (4) Parcels, (5) Money Orders (MO), (6) Telegraph Money Orders (TMO), (7) Value Payable Money Orders (VPMO), (8) Telegrams, (9) Insured articles, (10) Foreign letters, (11) Magazines and publications (Mag. & Pub), and (12) Foreign Parcels (Fgn PL).

Of the total 2897 respondents 2333 have not responded to this question and it can be presumed that

they had not experienced non-receipt of postal articles. Some of them might have been indifferent in giving answer to this question. Only 564 visitors have responded to this question. They have related 937 complaints relating to the 12 different kinds of postal articles.

The highest percentage of complaints related to letters (29.76%). This is followed by complaints on non-receipt of magazines (13.64%). Complaints relating to non-receipt of Telegrams form 12.6%. This is followed by complaints relating to non-receipt of postal articles forming 11.6% of complaints. There are only very few complaints regarding non-receipt of VP articles, VP money orders and insured articles. On the whole it is heartening to note that about 81% of the respondents did not have any bad experience to relate.

6.6.2. Non-receipt of Postal Articles: Urban and Rural Comparison.

The instances of non-receipt of postal articles experienced by the visitors of urban and rural post offices are given in Table VIII, 11-A.

TABLE VIII-11 A
NON RECEIPT OF POSTAL ARTICLES:
URBAN AND RURAL
COMPOSITION

Items	Urban		Rural		Total	
	Non bar	Bank order	Non bar	Bank order	Non bar	Bank order
1. Letters	67	1	197	1	264	2
2. Registered Letters.	11	5.5	39	7	50	6.5
3. Value Pay- able.	2	11.5	13	11	15	11
4. Parcels	10	7	32	9	42	9
5. Money Orders	0	0	42	6	50	6.5
6. Telegraph Moneyorders	4	9	34	8	38	9
7. VP Money orders.	2	11.5	10	12	12	12
8. Telegrams	26	2.5	86	3	112	3
9. Insured	2	10	18	10	18	10
10. Ppn. Letters	26	1.5	77	4	103	4
11. Magazines	33	2	88	2	121	2
12. Ppn. Parcels	11	5.5	51	5	62	5
Total	203	-	604	-	807	-

The rank order of the Postal articles based on the frequency of the complaints is also indicated in the table. It is seen that the dominant item figuring in the complaints is the "Letter" both in the rural and urban areas followed by "Magazines".

As the rank orders are more stable compared to the cell frequencies and as the expected frequencies are far less than 5 in certain cells, the rank order correlation coefficient ' ρ ' is used for testing the degree of agreement between the categories.

The complaints relating to non-receipt of different kinds of postal articles are ranked according to the size to find the rank correlation coefficient (ρ). The formula is
$$\rho = 1 - \frac{6 \sum d^2}{n^3 - 1}$$
 where 'd' is the difference between the ranks and 'n' is the number of items. (John W. Best, 1963, P.400). This is the most appropriate statistical test in this case. The value of ' ρ ' between the complaints from visitors to rural and urban post offices = 0.96. The correlation is very high and also positive. This shows that the rank order of complaints of non-receipts regarding the items by the visitors from the urban and rural post offices is almost the same.

8.8.3. Non-receipt of Postal Articles: Sex Composition.

The experience related to by the male and female visitors of post offices regarding non-receipt of the 12 kinds of postal articles are given in Table VIII-II B.

**TABLE VIII - 12B
NON RECEIPT OF POSTAL ARTICLES;
SEX COMPOSITION.**

Items	Male		Female		Total	
	Non Rank bar order	Rank order	Non Rank bar order	Rank order	Non Rank bar order	Rank order
1. Letters	230	1	34	1	264	1
2. Registered letters	60	7	10	4.5	70	6.5
3. Value payable	9	11.5	6	10	15	11
4. Parcels	32	8	10	4.5	42	8
5. Money orders	43	6	8	8	50	6.5
6. Telegraph Money orders	20	9	9	6.5	29	9
7. VP Money orders	9	11.5	3	12	12	12
8. Telegrams	99	3	13	3	112	3
9. Insured	14	10	4	11	18	10
10. Fgn. Letters	86	5	17	2	103	4
11. Magazines	112	25	9	6.5	121	2
12. Fgn. Parcels	35	4	7	9	62	5
Total	757	-	130	-	887	-

The rank orders of the items are also indicated. It is seen that the letter is the dominant item about which complaints on non-receipt are related by both the male and female visitors. The second dominant item about which complaints are related by female visitors is non-receipt of foreign articles whereas the corresponding item about which complaints are related by male visitors is magazines. This is followed by complaints of non-receipt of telegrams made by both male and female visitors.

The rank correlation in this case is $\rho = 0.72$. The correlation is positive and the value is high enough to conclude that the complaints from both male and female visitors do not show any difference in the rank ordering of complaints.

2.3.4. Non-receipt of Postal Articles: Age Composition

The experience of non-receipt of the 12 kinds of postal articles by the post office visitors are tabulated according to the two age groups viz. 20 years and below and 21 years and above, and given in Table VIII-iiC. As the frequencies are very small, a separate group of age above 55 years is not taken.

TABLE VIII-11 C
NON RECEIPT OF POSTAL ARTICLES
AGE COMPOSITION.

Items	Age				Total	
	30 years & below		31 years & above			
	Num ber	Rank order	Num ber	Rank order	Num ber	Rank order
1. Letters	137	1	137	1	264	1
2. Registered letters	26	7	26	7	50	6.5
3. Value payable	6	11	9	11	15	11
4. Parcels	27	6	15	9	42	6
5. Moneyorders	23	6	27	6	50	6.5
6. Telegraph Moneyorders	17	9	21	8	38	9
7. VP Money orders	5	12	7	12	12	12
8. Telegrams	50	3	62	3	112	3
9. Insured	7	10	11	10	18	10
10. Foreign Letters	49	4	54	3	103	4
11. Magazines	69	2	53	4	122	2
12. Foreign parcels	20	5	32	5	52	5
Total	444	-	443	-	887	-

In this case also it is seen that the dominant item is non-receipt of letters related by both the age groups. In the case of the age group 21 years and above, while non-receipt of telegrams is the second dominant item, for the younger age group of 10 years and below the second dominant item is non-receipt of magazines. There are slight changes seen in the rank orders relating to the items mentioned by the respondents of the two different age groups.

The rank correlation here is $\rho = 0.9101$. This shows that the complaints from the different age groups do not show any difference in the rank order.

2.8.5. COMPLAINTS ON DELAY IN GETTING ARTICLES. (QUESTION 5-B).

Question 5-B was aimed at getting the responses relating to the experience of delay in getting the 12 different kinds of postal articles. In this case of the 2097 total respondents, 1903 have not responded to this question. Presumably they have not experienced delayed receipt of articles or they are not keen in giving any response. 994 visitors have responded to this question and 2042 complaints are related. The maximum complaints are related to delay

in getting letters which forms 27.77% of the total complaints. This is followed by complaints relating to delay in getting telegrams (11.6%). Complaints of delay in getting foreign articles follow next, forming 11.5% of the complaints. The least number of complaints on delay (less than 20% each) relate to value payable money orders (VPMO), Insured articles and VP articles.

8.2.6. Delay in Getting Articles: Urban and Rural Comparisons

Complaints related by the visitors of urban and rural post offices about the different types of postal articles are given below in Table VIII -12A. Of the 2097 respondents, only 994 have responded to this question with 2042 complaints.

TABLE VIII -12A
DELAY IN GETTING ARTICLES: URBAN
AND RURAL COMPOSITION

Items	URBAN		RURAL		TOTAL	
	Num per	Rank order	Num per	Rank order	Num per	Rank order
1. Letters	136	1	443	1	507	1
2. Registered letters	40	4	166	4	206	4
3. Value payable	6	10	39	10	45	10
4. Parcels	15	8	79	9	94	8
5. Money orders	21	7	136	5	157	5
6. Telegraph moneyorders	12	9	81	8	93	9
7. VP Money orders.	3	11.5	19	12	21	12
8. Telegrams	67	3	231	2	278	2
9. Insured	3	11.5	23	11	26	11
10. Reg. letters	50	2	209	3	259	3
11. Magazines	32	5	116	7	148	6.5
12. Reg. Parcels	21	6	136	6	148	6.5
Total	376	-	1666	-	2042	-

The rank orders are also indicated against the items. It is seen that according to the visitors of both urban and rural post offices, the dominant item of postal article about which complaint of delay is made is letters. The next dominant item delayed according to the rural post office visitors, is Telegrams whereas the second position is taken by foreign letters according to the visitors of urban post offices. Telegrams take the 3rd position of the postal items delayed according to urban post office visitors. Foreign letters take the 3rd position according to the rural post office visitors. There is no major difference in the rank orders in the urban and rural setting. Here also complaints relating to value payable money orders, insured articles and value payable articles are the least.

The rank correlation in this case is found to be $\rho = 0.96$. The value is positive and high. Hence it is inferred that the rank ordering of complaints about delay in getting different kinds of postal articles is not different in the case of urban and rural post office visitors.

8.8.7. Delay in Getting Articles: Sex Composition

Responses relating to delay in getting articles from male and female visitors are given in Table VIII -122. The rank orders are indicated against each item.

TABLE VIII - 122
DELAY IN GETTING ARTICLES:
SEX COMPOSITION

Items	Males		Females		Total	
	Num bar	Rank order	Num bar	Rank order	Num bar	Rank order
1. Letters	494	1	83	1	577	1
2. Repl.letters	181	4	25	5.5	206	4
3. Value payable	39	10	6	10	45	10
4. Parcels	83	8.5	11	8	94	8
5. Money orders	182	3	25	5.5	207	3
6. Telegraph Moneyorders	83	8.5	10	9	93	9
7. VP Moneyorders	18	12	3	12	21	12
8. Telegrams	148	2	30	2.5	178	2
9. Insured	21	11	5	11	26	11
10. Fpa.Letters	229	3	30	2.5	259	3
11. Magazines	128	6	20	7	148	6.5
12. Fpa.Parcels	122	7	25	4	147	6.5
Total	1708	-	274	-	2042	-

It is seen that the dominant item about which delay is complained is letters according to both male and female visitors. This is followed by telegrams and foreign letters (equal percentage) according to female visitors. According to the responses from male visitors the telegram is taking the second position and foreign letters the third position. Value payable money orders, insured articles and value payable letters occupy the lowest position among the complaints.

The rank correlation in this case is $\rho = 0.95$. The value is positive and high indicating high correlation. Thus it is seen that in the case of male and female visitors to post offices, the ranking of complaints relating to delay in getting different items of postal articles is not different.

8.8.3. Delay in Getting Articles: Age Composition.

The responses relating to delay in getting articles according to the age group of the visitors are given in table VIII - 13C.

TABLE VIII -121
DELAY IN GETTING ARTICLES
AGE COMPOSITION

Items	Age				Total	
	30 years & below		31 years & above			
	Num ber	Rank order	Num ber	Rank order	Num ber	Rank order
1. Letters	263	1	204	1	507	1
2. Regd. letters	99	4	187	3	206	4
3. VP articles	18	10	27	10	45	10
4. Parcels	50	8	44	9	94	8
5. Nonorders	69	7	88	4	157	5
6. Telegraph Nonorders	39	9	54	8	93	9
7. VP Nonorder	10	12	11	12	21	12
8. Telegrams	106	3	172	5	278	3
9. Insured	14	11	12	11	26	11
10. Fgn. Letters	124	2	135	2	259	2
11. Magazines	78	6	70	6	148	6.5
12. Fgn. Parcels	79	5	69	7	148	6.5
Total	949	-	1093	-	2042	-

Of the postal articles about which there are complaints of delay, letters are occupying the dominant position according to the respondents of both the age groups namely 30 years and below and 31 years and above. Letters are followed by foreign letters. There is a slight change in the rank orders of registered letters and telegrams according to the two different age groups.

The rank correlation here is $\rho = 0.93$. The value is positive and high indicating high correlation. The inference is again, that the ranking of the complaints regarding delay in getting various items are not affected by age differences of the visitors.

3.3.9. Complaints on Abstraction of Contents.

Responses of post office visitors relating to the experience of abstraction of contents of the 5 different types of postal articles, viz. (1) Registered letters (RL), (2) Parcels, (3) Insured Articles, (4) Foreign Parcels (Fgn. PL) and (5) Registered Parcels (RP) are ascertained through the question 5-C. Of the 2897 total respondents, 2703 have not answered this question. Presumably they do not have any complaints. 194 respondents have given a total of 204 responses, as a respondent had the option of giving his complaint

relating to more than one item, complaints relating to the abstraction of contents from foreign parcels is the highest. This forms almost 50% of the total complaints relating to abstraction. Complaints of abstraction of contents from parcels come next. Complaints relating to abstraction from insured parcels are the least (5.4%). This indicates that steps should be taken by the department to ensure proper handling of the foreign parcels and inland parcels to avoid instances of pilferage.

8.8.10. Abstraction of Contents: Urban and Rural Comparison.

The responses relating to the abstraction of contents from the five categories of postal articles given by the visitors of urban and rural post offices are indicated in Table VIII-13A. The rank orders of the concerned items are also indicated.

TABLE VIII - 12a.
ABSTRACTION OF CONTENTS: URBAN &
RURAL COMPOSITION

Items	Urban		Rural		Total	
	Num ber	Rank order	Num ber	Rank order	Num ber	Rank order
1. Regl. letters	3	4	12	4	15	4
2. Periodic	13	2	39	2	52	2
3. Insert articles	2	5	9	5	11	5
4. Pgs. Periodic	37	1	76	1	103	1
5. Regl. Periodic	6	3	17	3	23	3
Total	61	-	153	-	204	-

It is seen that there is absolutely no change in the rank order of the items about which complaints are mentioned by the visitors of both the urban and rural post offices.

The rank correlation has the value of $\rho = 1.00$. There is perfect positive correlation showing that the ranking of complaints regarding abstraction of contents from different types of postal articles remain exactly the same both with the urban as well as rural post office visitors.

2.8.11. Abstraction of Contents: Sex Composition.

The responses relating to the abstraction of contents from the five types of Postal articles as reported by the male and female visitors of post offices are given in Table VIII - 132.

TABLE VIII - 132.
ABSTRACTION OF CONTENTS:
SEX COMPOSITION

Items	Male		Female		Total	
	Num bar	Rank order	Num bar	Rank order	Num bar	Rank order
1. Regd. Letters	15	4	0	5	15	4
2. Parcels	43	2	9	2	52	2
3. Insured	10	5	1	4	11	5
4. Fgn. Parcels	92	1	11	1	103	1
5. Regd. Parcels	20	3	3	3	23	3
Total	180	-	24	-	204	-

The rank order of the items are also indicated in the table. It is seen that there is no change in the rank order of the first three items. Abstraction from foreign parcels is the dominant item about which complaints are recorded by both the male and female visitors.

The rank correlation here is $\rho = 0.90$. The value is positive and the correlation is very high. Hence it can be inferred that the complaints relating to abstraction of contents from different types of postal articles are ranked in the same order by the male and female visitors of post offices.

8.8.13. Abstraction of contents: Age composition.

The responses relating to complaints on abstraction of contents from the five different types of postal articles are tabled according to the age composition of the visitors in Table VIII - 13C.

TABLE VIII - 13C.
ABSTRACTION OF CONTENTS
AGE COMPOSITION.

Items	Age				Total	
	11 & below		11 & above		Sum No.	Rank order
	Sum No.	Rank order	Sum No.	Rank order		
1. Regd. Letters	8	4	7	4.5	15	4
2. Parcels	30	2	22	2	52	2
3. Insured	4	5	7	4.5	11	5
4. Regd. Parcels	56	1	47	1	103	1
5. Regd. Parcels	15	3	8	3	23	3
Total	113	-	91	-	204	-

It is seen that there is no change in the rank order of the items about which complaints are recorded. Visitors belonging to both the age groups viz. 30 years and below, and 31 years and above, have indicated the highest rank for complaints relating to abstraction from foreign parcels. This is followed by complaints relating to parcels and registered parcels.

The rank correlation coefficient is $\rho = 0.98$. The value being positive and high, there is high correlation. Hence it is inferred that the ranking of complaints relating to abstraction of contents from different types of postal articles are the same by the visitors of different age groups.

6.2.13. Complaints relating to Savings Bank.
(Question 5-0).

Responses to Question No.5 reveal the difficulties experienced in respect of small savings schemes. There are five different categories of complaints relating to the small savings schemes mentioned as items 1 to 5 to question 5-0 namely,

- 1) Delay in getting withdrawals.
- 2) Delay in transfer of accounts.
- 3) Complaints relating to Cumulative Time Deposit (CTD).
- 4) Complaints relating to Savings Certificates.
- 5) Complaints relating to Recurring Deposits.

In addition, the respondents were requested to indicate other difficulties, if any.

Of the 2897 total respondents, 2525 have not responded, presumably they had not experienced any difficulty or they were not inclined to give any response. Only 362 respondents have answered this question. The total complaints received are 371. Some of the respondents have given complaints relating to more than one item. It is seen that the majority of the responses relate to the complaints on the delay in getting savings bank withdrawals (about 70% of the total complaints in this section). This is followed by the complaints relating to delay in transfer of accounts. (20%). Complaints relating to Savings Certificates are the least.

8.8.14. Savings Bank Complaints: Urban and Rural Composition.

Responses relating to the five different types of complaints are categorised according to the urban and rural composition and given in Table VIII -14A.

TABLE VIII- 14 A
SAVINGS BANK COMPLAINTS: URBAN AND
RURAL COMPOSITION

Complaints	Urban		Rural		Total	
	Num bar	Rank order	Num bar	Rank order	Num bar	Rank order
1. Delay in getting with- drawals.	31	1	210	1	241	1
2. Delay in trans- fer of accounts	18	2	58	2	76	2
3. Complaints re- lating to CTD.	5	3	13	4	17	4
4. Complaints on savings certifi- cates.	4	4	8	5	12	5
5. Complaints on Recurring Deposit.	3	5	22	3	25	3
Total	61	-	310	-	371	-

The rank orders of the items are also indicated in the table. It is seen that the rank of the first two items viz, delay in withdrawal and delay in transfer of accounts are the same both in the urban and rural categories. The difference in the rank for the other items between the urban and rural categories are also not much. The responses from the visitors of rural post offices show that

complaints relating to Recurring Deposits get the 3rd position. However, as far as the respondents from urban post offices are concerned, complaints on Recurring Deposit get only the 8th position, the 3rd position being taken by complaints on Cumulative Time Deposits (CTD).

The rank correlation is $\rho = 0.70$. The value is positive and high indicating that there is correlation. Hence it is concluded that between the visitors of urban and rural post offices, there is no significant difference in the rank ordering of complaints regarding small savings scheme.

8.8.15. Savings Bank Complaints: Sex Composition.

The responses on the complaints relating to the small savings schemes categorised according to the male and female composition of respondents are given in Table VIII - 14B.

TABLE VIII - 149
SAVINGS BANK COMPLAINTS:
SEX COMPOSITION

Complaints	Male		Female		Total	
	Num per	Rank order	Num per	Rank order	Num per	Rank order
1. Delay in getting withdrawals.	218	1	23	1	241	1
2. Delay in transfer of accounts.	68	2	8	2	76	2
3. Complaints relating to CTD.	15	4	1	4.5	17	4
4. Complaints on Savings Certificates	11	5	1	4.5	12	5
5. Complaints on Recurring Deposit.	21	3	4	3	25	3
Total	314	-	37	-	371	-

The rank orders of the complaints indicate that there is very little difference between the ranking of the complaints by the male and female visitors. The dominant item of complaint is the delay in withdrawals, followed by delay in transfer of accounts.

In this case $\rho = 0.98$. The value being positive and high, there is high correlation. It is inferred that there is no difference between the ranking of complaints relating to various Small Savings Schemes according to the male and female visitors of post offices.

8.8.16. Savings Bank complaints: Age Composition.

Responses relating to the five complaints are categorised according to the age composition of the respondents and are given in Table VIII-142

TABLE VIII - 142
SAVINGS BANK COMPLAINTS
AGE COMPOSITION

Complaints	Age					
	30 years & below		31 years & above		Total	
	Num bar	Rank order	Num bar	Rank order	Num- bar	Rank order
1. Delay in getting with- drawals.	89	1	133	1	241	1
2. Delay in Tfr of Accounts	44	2	32	2	76	2
3. Complaints relating to CTD.	5	5	12	4	17	4
4. Complaints on Savings cer- tificates.	7	4	5	5	12	5
5. Complaints on R.D.	9	3	16	3	25	3
Total	154	-	217	-	371	-

It is seen that practically there is no change in π in the rank order of the complaints recorded by respondents belonging to the age groups of 30 years and below, and 31 years and above. Delay in withdrawals remains the dominant complaint followed by delay in transfer of accounts according to the post office visitors belonging to both the age groups.

The rank order correlation coefficient $\rho = 0.98$. The value is positive and high, indicating high correlation. Hence it is inferred that in the ranking of complaints on the Small Savings Scheme, there is little difference according to visitors of different age groups.

8.8.17. Other Difficulties Relating to Savings Bank
Content Analysis of Responses to Question
5-D(6).

Under question 5-D(6) responses relating to the complaints on Small Savings Schemes are obtained. 31 responses were received. The Complaints mentioned are listed according to the percentage of frequencies.

- 1) The maximum amount of Savings Bank withdrawal at a time is too small. (33.2%)
- 2) Final withdrawal from S.B. not given immediately from small P.Os. (16.1%)

- | | |
|--|----------|
| 3) Savings Bank procedure is complicated and difficulties are felt for withdrawals due to slight change in signature of depositor. | (16.12%) |
| 4) Non-availability of cash for Savings Bank withdrawals. | (12.9%) |
| 5) Savings Bank interest is too low | (9.7%) |
| 6) Difficulties in filling up the forms. | (6.5%) |
| 7) Delay in getting pass book during interest posting time. | (6.5%) |

The dominant complaint mentioned against question 5-D(6) relates to the amount that can be withdrawn from Savings Bank. The maximum amount of Savings Bank withdrawal from the Branch Post offices permissible is Rs.250/- withdrawals of higher amounts are permitted only with the approval of the sub postoffice. The maximum amount of single withdrawal even from the Extra Departmental Sub Post offices when authorized is Rs.500/- only. (Dareja A.N. 1965, pp.152-153). Presumably this complaint has been given by visitors to branch post offices in the rural areas. Considering these complaints, it is felt that there is need for enhancing this limit of withdrawal in the village post offices.

6.6.18. Complaints on improper (Bad) behaviour of the Post Office Staff (Question No.54).

Question 5-E was aimed at getting responses relating to complaints on improper or bad behaviour

of the post office staff. Of the 2097 respondents, only 19 persons have responded to this question. It is felt that though the majority of visitors may not be having any such complaint, it will not be correct to infer that those who have not responded do not have any complaint. However, only a negligible percentage (0.66%) have got explicit complaints about the improper behaviour of the post office staff.

2.8.19. Improper (or) bad behaviour of Post Office Staff: URBAN AND RURAL COMPOSITION.

The responses relating to the bad behaviour of the post office staff, according to the urban and rural composition are given in Table VIII-15a.

TABLE VIII - 15a
IMPROPER (OR BAD) BEHAVIOUR OF PO STAFF:
URBAN AND RURAL COMPOSITION

	Urban		Rural		Total		Remarks
	Num ber	%	Num ber	%	Num ber	%	
Having compla- ints.	6	1.06	13	0.56	19	0.66	2098 have not res- ponded
Total visitors	564	100	2333	100	2897	100	

It is seen that the percentage of complaints on this item from urban post office visitors is slightly more than that of the rural post office visitors. But this difference is very small.

It is felt that, it will be unfair to assume that the visitors who have not responded have no complaints. Hence, the observed proportion of number of complaints to the total number of visitors is taken for testing. The difference between the proportion of complaints in urban and rural areas is tested using the standard normal test

$$Z = \frac{(P_1 - P_2)}{\sqrt{p(1-p) \left(\frac{1}{n_1} + \frac{1}{n_2} \right)}} \quad \text{where } P_1 \text{ and } P_2 \text{ are}$$

the proportions in the urban and rural groups and 'p' the proportion for the combined group. n_1 and n_2 are the number of visitors from urban and rural areas.

For the data $Z = 1.20$ which is less than 1.96, the 5% critical value of Z . The observed Z is not significant. Hence there is no significant difference in the proportion of complaints on the improper behaviour of the post office staff from the visitors of urban and rural post offices.

6.8.20. Improper (or bad) behaviour of Post office Staff: Sex Composition.

The responses relating to complaints on improper behaviour, according to the male and female composition of the respondents are given in Table VIII-15 B.

TABLE VIII - 15B
IMPROPER (OR BAD) BEHAVIOUR OF
POST OFFICE STAFF
SEX COMPOSITION

	Male		Female		Total		Re- marks
	Num ber	%	Num ber	%	Num ber	%	
Having complaints	17	0.69	2	0.67	19	0.66	4% 2878 have not res- ponded
Total	2468	100	429	100	2897	100	

It is seen that there is only a negligible difference between the percentage of complaints recorded by male and female visitors.

In this case $Z = 0.52$ which is less than 1.96 at the 5% critical value. Hence there is no significant difference in the proportions of complaints from males and females.

8.8.21. Improper (or bad) Behaviour of Post Office Staff: Age Composition.

The responses relating to improper (or bad) behaviour according to the age composition of the respondents are given in Table VIII-15 C.

TABLE VIII - 11 C
IMPROPER (OR BAD) BEHAVIOUR OF
POST OFFICE STAFF:
AGE COMPOSITION

	Age				Total	
	30 years & below		31 years & above		Number	%
	Number	%	Number	%		
Having complaints	10	0.81	9	0.54	19	0.66
Total	1241	100	1656	100	2897	100

In this case also it is seen that there is negligible difference in the percentage of complaints between the respondents of the two different age groups.

Computed value of $Z = 0.9$ is less than 1.96. Hence Z is not found significant, at 5% level implying no significant difference in the proportion of complaints on the improper behaviour of staff from the visitors belonging to different age groups.

8.2.22. Complaints on slow working of the Post Office staff. (Question 3-F)

Question 3-F sought for the responses relating to the complaints on the very slow working of

the post office staff. Of the 2897 respondents, only 93 visitors have responded. This forms only a very minor percentage of the respondents. (3.21%)

8.8.23. Complaints on slow working of the Post Office Staff: Urban and Rural Composition

The responses relating to the complaints on slow working of the post office staff from the visitors of urban and rural post offices are given in Table VIII-16A.

TABLE VIII -16A
COMPLAINTS ON SLOW WORKING OF THE POST OFFICE STAFF: URBAN AND RURAL COMPOSITION

Response	Urban		Rural		Total		Remarks
	Num ber	%	Num ber	%	Num ber	%	
Having complaints	41	7.27	52	2.23	93	3.21	2804 visitors have not responded
Total	564	100	2333	100	2897	100	

It is seen that while 7.27% of the urban visitors have complaints only 2.23% of the rural post office visitors have complaints.

It is felt that the presumption that the visitors who have remained silent on this question have no complaints, will not be fair. Hence the

proportion of the number of complaints to the total number of visitors is taken for testing. Here also the Z test is applied which is the proper criterion for testing the difference between observed proportions.

In this case $Z = 0.0747$. This is less than 1.96, the critical value of Z at 5% level significance. Hence it is inferred that the proportions of complaints on slow working of post office staff do not differ between the visitors of urban and rural post offices.

3.8.24. Complaints on slow working of the Post Office Staff: Sex Composition.

The responses relating to complaints on slow working, according to the sex composition of the respondents, are given in the Table VIII - 162.

TABLE VIII - 162
COMPLAINTS ON SLOW WORKING OF THE POST OFFICE STAFF: SEX COMPOSITION

Response	Male		Female		Total		Remarks
	Num Per	%	Num Per	%	Num Per	%	
Having complaints	87	3.53	6	1.40	93	3.21	2804 visitors have not responded
Total	2468	100	429	100	2897	100	

It is seen that the percentage of male visitors having complaints is a little over the percentage of female visitors.

Here also Z test is applied and the computed $Z = 0.0056$ which is less than 1.96, the standard value of Z at 5% level of significance. Hence it is inferred that the proportions of the complaints in this regard do not differ between the male and female visitors of post offices.

8.8.23. Complaints on slow working of the Post Office Staffs Age Composition.

The responses relating to the complaints on slow working, according to the age groups of 30 years and below and 31 years and above, are given in Table VIII -16C.

TABLE VIII - 16C
COMPLAINTS ON SLOW WORKING OF THE POST OFFICE STAFFS AGE COMPOSITION

Responses	30 years & below		31 years & above		Total		Remarks
	Num ber	%	Num ber	%	Num ber	%	
Having complaints	46	1.7	47	2.04	93	2.21	2004 visitors haven't responded.
Total	1241	100	1656	100	2897	100	

It is seen that there is not much difference between the responses on this complaint by the visitors of the two different age groups.

Here also, the Z test is applied and the observed value of Z is $Z = 0.0021$ which is less than 1.96. Hence the proportions of the complaints in this regard do not differ significantly between the visitors of different age groups.

8.9.26. Other Complaints. (Question 5 - G)

The visitors were requested to give their responses relating to complaints on the five specific items, viz.,

- 1) Postal Order
- 2) Working of Public Call Office (PCO) (Telephone)
- 3) Working of Postal Life Insurance (PLI)
- 4) Recorded Delivery letters and
- 5) Identity Card.

In addition, responses on complaints other than on these five items were also sought for under item 6 of question 5-G. Of the total 2897 respondents, only 473 have responded to this question. A respondent had the option and giving response on complaint about more than one item. 483 complaints were received in total. It is seen that the

highest percentage (78%) of complaints related to the working of Public call office (PCO) (Telephone). This is followed by complaints relating to Postal Orders (14%). The complaints relating to other items are extremely small (between 2% to 4%). Even though the public telephones are fixed in the post office, the line maintenance is done by the Telecommunication Department. The Telecommunication Department can consider action for improving the working of the Public Call Offices.

8.8.27. Other Complaints: Urban and Rural Composition.

The complaints relating to the five items mentioned under question 8-3 according to the urban and rural composition are given in Table VIII -17A.

TABLE VIII - 17A
OTHER COMPLAINTS: URBAN AND RURAL
COMPOSITION

Item	Urban			Rural			Total			Re- marks
	Num ber	%	Rank or- der	Num ber	%	Rank or- der	Num ber	%	Rank or- der	
1. Postal Order	5	6.41	2	62	15.30	2	67	13.67	2	Of the total 2097, only 473 have re- spon- ded
2. PCO	67	85.90	1	309	76.30	1	376	77.65	1	
3. Postal Life Insur- ance.	2	2.56	4	18	4.45	3	20	4.14	3	
4. Resor- ded De- livery.	3	3.85	3	9	2.22	4	12	2.48	4	
5. Identity Card	1	1.28	5	7	1.73	5	8	1.66	5	
Total	78	100	-	405	100	-	483	100	-	

The rank order of the complaints are also indicated. It is seen that there is not much change in the rank order of the complaints made by the urban and rural post office visitors. The complaints relating to the public call office are dominant in both the categories namely urban and rural.

In this case the ρ test is used. Here $\rho = 0.96$. The value is positive and very high indicating high correlation. Hence it may be inferred that regarding the proportions of the complaints on items

like postal order, Public call office, Postal Life insurance, Recorded delivery and Identity Cards, there is no significant difference between the visitors of urban and rural post offices.

8.8.28. Other Complaints: Sex Composition.

The responses relating to other complaints according to the sex composition of the respondents are given in Table VIII - 17B.

TABLE VIII - 17B
OTHER COMPLAINTS: SEX COMPOSITION

Item	Male			Female			Total			Remarks
	Num ber	%	Rank or- der	Num ber	%	Rank or- der	Num ber	%	Rank or- der	
1. Postal order	59	14.01	2	6	12.90	2	67	13.67	2	Of the 2897 respon- dents only 473 have respon- ded.
2. Public Call Office	331	78.62	1	45	72.58	1	376	77.85	1	
3. P.L.I.	14	3.33	3	6	3.68	3	20	4.14	3	
4. Reco- rded Dly.	11	2.61	4	1	1.61	5	12	2.48	4	
5. Identi- ty card	6	1.43	5	2	3.23	4	8	1.66	5	
Total	421	100	-	62	100	-	483	100	-	

The rank order of the items are also indicated. It is seen that practically there is no change in the rank order of the items indicated by the male and female visitors. The computed rank correlation coefficient is $\rho = 0.98$. The value is positive and high, indicating high correlation. Hence it is inferred that regarding the proportions of complaints on the items mentioned in question 5-8, there is no significant difference between the male and female visitors.

8.8.19. Other Complaints: Age Composition.

The responses relating to the other complaints according to the age composition of the respondents are given in Table VIII - 170.

TABLE VIII - 17C
OTHER COMPLAINTS: AGE COMPOSITION

Items	30 years & below			31 years & above			Total			Re- mark
	Num ber	%	Rank order	Num ber	%	Rank order	Num ber	%	Rank order	
1. Postal Card s	44	17.89	2	23	9.70	2	67	13.87	2	Or th total 3997 respo ndent only 673 have respo nded.
2. Public Call Office	182	73.98	1	194	81.86	1	376	77.85	1	
3. P.L.I.	12	4.88	3	8	3.38	3	20	4.14	3	
4. Recorded Delivery.	5	2.03	4	7	2.98	4	12	2.48	4	
5. Identity Card.	3	1.22	5	5	2.11	5	8	1.66	5	
Total	246	100	-	237	100	-	483	100	-	

The age groups taken are 30 years and below and 31 years and above. The rank orders are also indicated. It is seen that there is absolutely no change in the rank orders of the complaints recorded by the respondents of the two different age groups and hence there is perfect positive correlation between the two ranks. It is inferred that regarding the proportions of complaints on the five items mentioned in question 5-9, there is no difference at all between the visitors of post offices belonging to the different age groups.

6.8.30. Other Items: Content Analysis of Question 5-9(6).

The respondents have mentioned some complaints about items other than those mentioned under question 5-9. There are 25 responses. They are tabulated below and the percentage of frequencies indicated in brackets.

- | | |
|--|---------|
| 1) Non-availability of postal order of all denominations. | (43.5%) |
| 2) Irregular delivery of Postal articles. | (20%) |
| 3) Non-working of the Telegraph line | (12%) |
| 4) Difficulty in getting window delivery for want of permanent staff for identification. | (4.3%) |
| 5) Non-availability of telephone directories of other districts. | (4.3%) |
| 6) Careless handling of parcels | (4.3%) |
| 7) Inadequate publicity for Postal Life Insurance. | (4.3%) |

Complaints relating to postal orders especially regarding non-availability of all denominations of postal orders are high. Postal orders are not sold at present from branch Post Offices. The department may re-consider the policy and examine the possibility of supplying the postal orders in the branch post offices at least on a selective basis. The installation and maintenance of the telegraph lines are done by the

Telecommunication Department, even though the telegraph service is provided by the post offices. In view of the complaints, the telegraph service needs to be improved upon.

6.9.6. COMPARISON OF THE RESPONSES RELATING TO COMPLAINTS WITH THE COMPLAINT STATEMENT FIGURES.

The Postal department, being a public utility department, is very sensitive to public complaints. There is a regular system of dealing with public complaints and every post office is authorised to receive complaints from the public. The complaint cases dealt with in each postal and RMS Division and Regional Office are consolidated and quarterly statements prepared which are again consolidated in the Postmaster General's Office for analysis. The complaint statements received from all the postal circles are consolidated in the Postal Directorate and analysed there.

The percentage of complaints with reference to the traffic handled is taken as an index of the quality of the service. (Director General, P&T letter No.36-2/77.P.Comp. dt. 15.3.1979 and DG P&T letter No.36/A,Review/80-81/PC dt. 14.12.81; DO P&T, P&T Manual, vol. VIII (3rd Edition) 1979, P.7).

The details of complaints received and the traffic handled during the period from 1981-82 to 1983-84 relating to Kerala Postal Circle are given below in Table VIII -18.

TABLE VIII -18
ANALYSIS OF COMPLAINTS RECEIVED
IN RELATION TO TRAFFIC
IN KERALA CIRCLE.

Year	Total Traffic	Total No. of Complaints.	Percentage of complaints with reference to traffic.
1981-82	8818 lakhs	23874	.00277%
1982-83	8310 "	24046	.00289%
1983-84	9198 "	23431	.00256%

(Source: P&T Board letter No. 35-2/Review/83-84/PC dated 31.10.84 - Annexure VI).

The figures indicate that the percentage of complaints with reference to the traffic is extremely small indicating a satisfactory position of the services. The survey conducted revealed that 91% of the visitors are satisfied with the postal services in Kerala. This finding is in agreement with the state of affairs revealed through the analysis of the complaints recorded in Kerala.

8.9.1. Comparison of the Complaint Figures of 1985 with the Survey Responses.

The details of complaints received for the four quarters ending 31.3.1985, 30.6.1985, 30.9.1985 and 31.12.1985 relating to the various postal services are compiled from the concerned quarterly statement files and given along with the survey responses on complaints relating to the concerned services in Table VIII - 18A. The rank orders are also indicated.

TABLE VIII - 18 A
COMPARISON OF COMPLAINT FIGURES &
SURVEY FIGURES

Sl No.	Class	No. of complaints received during the quarter ending				Total	Rank order	No. of cpts. by sur- vey.	Rank order
		31/3 85	30/6 85	30/9 85	31/12 85				
1.	Inland unregd. Mails.								
a)	Magazines & periodicals	136	76	136	141	489	7	269	5
b)	Others.	311	323	290	337	1261	3	831	1
2.	Recorded Delivery.	58	25	30	27	140	11	12	11
3.	Regd. and INS. Letters	2180	1833	1922	2067	6002	1	326	4
4.	Parcels	217	174	222	229	842	5	221	6
5.	VPL & VPP	33	26	47	29	145	10	93	9
6.	Foreign Mails	318	238	368	269	1189	4	675	2
7.	Telegraph Moneyorders	150	173	159	111	593	6	131	8
8.	Moneyorders	1795	1756	1857	1694	7102	2	307	7
9.	Savings Bank	81	74	110	98	363	8	371	3
10.	Bad beha- vior.	Not avbl.	52	42	49	192*	9	19	10

*Average worked out.

(Source: PWJ Kerala, Files CPT/OE/III/85-86;
 CPT/O. II/85-86; CPT/O-1/85;
 CPT/O. III/85)

Complaints relating to registered and insured letters are ranked No.1 in respect of complaints recorded during the year 1985 in the Kerala circle. This is followed by complaints relating to Money orders. The third position is taken by complaints on ordinary articles. The fourth position is taken by complaints on foreign mails. This is followed by complaints on parcels and Telegraph Money orders. The complaints on recorded delivery have the lowest rank.

From the complaints related by the respondents in the survey, it is seen that the first position is taken by complaints on ordinary articles. The second position is taken by complaints on foreign mail, the third position is taken by complaints on Savings Bank and the fourth position is taken by complaints on registered and insured articles. The complaints on recorded delivery have only the last position. From the observed variation in the rank orders it is to be presumed that the members of public are always not keen to send written complaints about unregistered mail whereas they are very particular in sending written complaints

relating to accountable articles such as insured articles, registered articles and money orders.

The rank order correlation (ρ) worked out in this case is 0.66. As the value is positive and high there is correlation indicating that there is not much of a difference between the rank orders of the complaints registered in the Kerala Circle and as revealed through the survey responses.

6.9.2. Complaints on Delay in Delivery of Parcels: Comparison of Figures.

Complaint figures recorded in the circle during 1965 relating to delay in delivery of unregistered articles, registered and insured letters, parcels, VP Parcels, VP Letters and foreign mail and complaints relating to delay in payment of Money orders and Telegraph Money Orders during the four quarters are given in Table VIII - 100 along with the complaint figures indicated by the respondents in the survey in respect of the corresponding services.

TABLE VIII - 10 B
COMPARISON OF COMPLAINT FIGURES AND SURVEY FIGURES:
DELAY IN DELIVERY OR PAYMENTS

Sl No.	Class	No. of Cpl. cases closed during the Qtr. ending				Total	Re- mk Cpl. Cmt	Sur- vey fig Cmt	Re- mk Cpl. Cmt
		11/85	10/85	9/85	11/85				
1.	Unrecd. articles (including re- corded delay.)	174	166	137	141	618	3	715	1
2.	Regd. & Insured letters.	238	185	177	144	744	2	232	3
3.	Parcels	35	32	35	31	133	6	94	5
4.	VFL & VFP	7	8	13	7	35	7	66	7
5.	Foreign Mails	96	70	104	72	342	4	407	2
6.	Telegraph Money Orders.	61	57	58	33	209	5	93	6
7.	Money Orders	243	197	189	134	763	1	157	4

Source: FMS Kangle Files CPT/Q2/III/85-86; CPT/Q,II/85-86;
 CPT/Q-I/85; CPT/Q,III/85.

Among the complaints recorded in the Kerala circle on delay in delivery or payments, the first position is taken by money order complaints, complaints on registered and insured articles have the second position. The third position is for complaints on unregistered articles. This is followed by complaints on foreign mails, and Telegraph Money orders. The last position is taken by complaints on Value Payable Parcels and value payable letters.

The responses relating to the complaints of the survey reveal that the complaints on unregistered articles have the first position in the rank order. This is followed by complaints on foreign mails. The third position is taken by complaints on registered and insured articles. The complaints on Money order have got fourth position. The last position is taken by complaints on value payable parcels and value payable letters.

Here also it is to be presumed that the members of the public do not generally prefer written complaints about delay in delivery of ordinary articles.

But they have related their complaints in the survey responses. There are only slight changes in the rank orders of the complaints recorded in the Circle and those revealed through the survey responses.

The rank correlation in this case is $\rho = 0.94$. The value is high and positive indicating high correlation. It is inferred that there is no difference in the rank orders of the complaints relating to delay in delivery or payments, registered in the Kerala Circle and revealed through the survey responses.

8.9.3. Complaints on Loss of Articles: Comparison of Figures.

Complaints received during 1985 in the Kerala Circle relating to loss of unregistered articles, registered and insured articles, parcels, value payable letters and value payable parcels, foreign mails, telegraph money orders and Money orders are given in Table VIII - 18C along with the complaints related through the survey responses.

TABLE VIII - 182
COMPARISON OF COMPLAINT FIGURES AND SURVEY
FIGURES; CASES OF LOSS

Sl No.	Class	Number of complaints closed during the quarter ending				Total	No of Or- ders	Sur- vey fig- ures	No of Or- ders
		31/3 85	30/6 85	30/9 85	31/12 85				
1.	Unrecd. articles (including recorded delivery)	74	72	61	73	280	2	305	1
2.	Regd. & Insured letters.	17	79	19	65	180	3	68	3
3.	Parcels	5	5	4	9	23	7	42	5
4.	Value Payable letters and VPPs.	7	9	9	10	35	6	27	7
5.	Foreign mails	27	27	31	31	116	5	165	2
6.	Telegraph Moneyorders.	31	41	25	22	119	4	38	6
7.	Money orders	126	96	74	122	418	1	59	4

Sources: FMS Kerala, Files CPT/OH/III/85-86; CPT/O II/85-86
 CPT/O-1/85; CPT/O, III/85.

The rank orders are also indicated. It is seen that among the complaints recorded in the circle, the first position is taken by complaints on money orders. This is followed by complaints on unregistered articles, followed by complaints on registered and insured letters. Complaints on loss of foreign articles have got the fifth position, the fourth position being taken by complaints on Telegraph Money orders.

From the survey responses relating to complaints on loss of articles, the first position is taken by complaints on unregistered articles. This is followed by complaints on loss of foreign mails. The third position is taken by complaints on registered and insured letters. It is seen that there is only a slight change in the rank orders of the complaints recorded in the Circle and revealed by the survey responses.

The rank correlation here is $\rho = 0.92$. The value is very high and positive, indicating high correlation. Hence it is inferred that there is no significant difference between the rank orders of complaints on loss of postal articles registered in the circle and revealed through the survey responses.

8.9.4. Complaints on Abstraction: Comparison of Figures.

Complaint figures recorded in the circle during 1985 relating to abstraction of contents from registered and insured letters, parcels and foreign mails are given in Table VIII - 180 along with the complaint figures relating to abstraction revealed through the survey responses on the corresponding items.

TABLE VIII - 180
COMPARISON OF COMPLAINT FIGURES AND SURVEY
FIGURES: ABSTRACTION CASES

Sl NO.	Class	No. of complaint cases closed during the year ending				Total	Re	Sur	Re
		31/3 85	30/6 85	30/9 85	31/12 85		mk Co- der	vey Fig ures	mk Co- der
1.	Regd. & Insured letters,	13	7	11	11	42	3	26	3
2.	Parcels	33	25	35	31	124	1	75	3
3.	Foreign Mails	20	11	14	16	61	2	103	1

(Source: PMS Kataka Files CPT/OR/III/85-86; CPT/Q.II/85-86;
 CPT/Q.I/85; CPT/Q.III/85).

The rank orders are also indicated in the table. It is seen that the complaints on abstraction from parcels recorded in the circle, take the first position, followed by complaints on foreign mails. From the survey figures however, the first position is taken by complaints on foreign mail followed by complaints of abstraction from parcels.

The rank correlation coefficient in this case is $\rho = 0.92$, which is high and positive indicating high correlation. Hence it can be inferred that there is no significant difference in the rank orders of the complaints relating to abstraction of contents from registered and insured letters, parcels and foreign mails, registered in the circle and revealed through the survey responses.

8.10.0. COMPLIMENTS ABOUT THE WORKING AND SERVICE OF THE POSTAL DEPARTMENT (QUESTION 6 A)

Question No.6-A was meant for getting the responses of the visitors on their compliments about the working and service of the postal Department. Of the 2897 visitors, only 186 visitors have not responded to this question. Of the 2741 respondents, 1884 have indicated that they would like to mention compliments about the service. It is heartening to note that 68% of the respondents have given compliments about the working and services of the Department.

8.10.1. Compliments on Services Urban and Rural

The responses on the compliments on service based on urban and rural composition is given in Table VIII - 19 A.

TABLE VIII - 12 A
COMPLIMENTS ON SERVICE: URBAN &
RURAL COMPOSITION

Responses to question (%)	Urban		Rural		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	346	68	1508	68	1854	68	156 visi- tors have not res- ponded.
No	166	32	721	32	887	32	
Total	512	100	2229	100	2741	100	

It is seen that the percentage of respondents who have given compliments regarding postal services are the same among urban and rural post office visitors.

Even without any statistical test, the table is self-explanatory. The proportion of the compliments on the service and the working of the Postal Department does not differ between the visitors of urban and rural post offices.

8.10.2. Compliments on Service: Sex Composition.

Compliments on service given by male and female visitors of post offices are given in Table VIII - 12B.

TABLE VIII - 12B
COMPLIMENTS ON SERVICES:
SEX COMPOSITION.

Responses to Qn. 6-A	Male		Female		Total		Remarks
	Number	%	Number	%	Number	%	
Yes	1553	67	301	⁷⁴ 222	1854	68	156 visi- tors have not res- ponded.
No	779	33	108	26	887	32	
Total	2332	100	409	100	2741	100	

It is seen that while 74% of the female visitors have given compliments about the services, only 67% of the male visitors are giving compliments indicating that the female visitors are more happy with the services rendered by the Department.

Here χ^2 test is applied. The degree of freedom is 1 and the observed $\chi^2 = 10.944$. $\chi_0^2 = 3.841$ at 5% level. Hence the observed χ^2 is significant. We conclude that there is significant difference in the proportion of compliments on the service of the Postal department between the male and female visitors.

8.10.3. Compliments on Services: Age Composition.

The responses on the compliments on service according to the age composition of the visitors are given in Table VIII - 12C.

TABLE VIII - 195
COMPLIMENTS ON SERVICE;
AGE COMPOSITION.

Age	Response to Question 6-A						Remarks
	YES		NO		Total		
	Number	%	Number	%	Number	%	
30 years & below	730	61	463	39	1193	100	156 visitors have not responded
31-35 years	808	73	326	27	1211	100	
Over 35 years	239	71	98	29	337	100	
Total	1854	68	887	32	2741	100	

It is seen that 61% of the respondents in the age group of 30 years and below have given compliments on the working of the Department. The percentage of those giving compliments in the age group of 31 to 35 years is 73. Among those above 35 years of age, 71% have given compliments. Thus it is seen that the respondents of the upper age group (of 31 years and above) are more happy with the services of the department than the respondents of the younger age group of 30 years and below.

In this case a χ^2 test is applied. Observed $\chi^2 = 40.31$ and $\chi_0^2 = 5.991$ at 5% level for 2 degrees of freedom. χ^2 is greater than χ_0^2 . Hence the difference is significant. It is inferred that there is significant difference on the proportion of compliments on the service of the Postal Department between the visitors of different age groups.

8.10.4. Grounds for the compliments of service.
(Question 6-8).

Question 6-8 sought for the grounds for giving compliments by the respondents. Three items were specified, namely:

- 1) Efficient functioning of the department;
- 2) Co-operative attitude of the post office staff;
- 3) Corruption free service.

In addition, under item (4) of question 6-8 the respondents were given the option to indicate any other qualities based on which they were giving compliments on the service of the Postal Department.

Of the 2769 visitors responded to this question, 1269 indicated the "co-operative attitude of the post office staff" as the ground for giving compliments. In other words, 45% of the respondents have given compliment for the co-operative attitude of the post office staff. This is followed by 939 respondents (34%)

giving compliments for the corruption-free service of the department. 581 respondents (21%) have given compliments to the department for its efficient functioning.

8.10.5. Reasons for Compliments: Urban and Rural Composition.

The grounds on giving compliments indicated under items 1 to 3 of Question 6-B are listed as efficiency, co-operation and honesty and tabulated according to the urban and rural composition of the respondents in Table VIII -20A.

TABLE VIII - 20A
REASONS FOR COMPLIMENTS: URBAN AND RURAL COMPOSITION

Item	Urban		Rural		Total		Remarks
	No.	%	No.	%	No.	%	
1. Efficiency	93	21	488	21	581	21	156 visitors have not responded.
2. Co-operation.	196	43	1053	45	1249	45	
3. Honesty	161	36	778	34	939	34	
Total	450	100	2319	100	2769	100	

It is seen that 21% of both the urban and rural post office visitors have given compliments for efficiency. There is slight change in the percentage of

those giving compliments on the ground of co-operation and honesty between the urban and rural post office visitors, while 43% of the urban post office visitors give compliments for co-operation, the percentage of rural post office visitors giving compliments for this ground is 45. Similarly, while 36% of the urban post office visitors give compliments for honesty, the percentage of rural post office visitors giving compliments for this reason is 34.

The observation is subjected to χ^2 test. The computed $\chi^2 = 0.17$ and $\chi^2_{0.05} = 3.991$ at 5% level for 2 degrees of freedom. χ^2 is less than $\chi^2_{0.05}$. The difference is not significant. Hence there is no significant difference in the grounds for compliments between the visitors of urban and rural post offices.

8.10.6. Reasons for Compliments: Sex Composition.

The responses on the reasons for giving compliments, according to the sex composition of the visitors are given in Table VIII - 20H.

TABLE VIII - 20H
REASONS FOR COMPLIMENTS: SEX COMPOSITION

Items	Male		Female		Total		Remarks
	No.	%	No.	%	No.	%	
1. Efficiency	406	21	95	21	501	21	156 visitors have not responded
2. Co-operation	1045	45	204	45	1249	45	
3. Honesty	785	34	154	34	939	34	
Total	2316	100	453	100	2769	100	

The table shows that there is absolutely no difference seen in the percentage of the male and female visitors complimenting on the different reasons.

8.10.7. Reasons for Compliments: Age Composition.

The reasons for giving compliments according to the age composition of the respondents are given in Table VIII -200.

TABLE VIII -200
REASONS FOR COMPLIMENTS
AGE COMPOSITION.

Item,	Age						Total		Remarks
	30 yrs & 31-35 yrs. below,		Over 35 years		No.	%			
	No.	%	No.	%			No.	%	
1). Efficiency.	239	21	237	19	105	28	581	21	156 visitors have not responded
2). Co-operation	515	46	500	45	154	41	1249	45	
3). Honesty	362	33	460	36	117	31	939	34	
Total	1116	100	1277	100	276	100	2769	100	

It is seen that there is difference in the percentage of visitors belonging to the three different age groups giving compliments on the different grounds namely, efficiency, cooperation and honesty.

This observation is subjected to χ^2 test. The degree of freedom = 4, with observed $\chi^2 = 17.30$.

$\chi^2 = 9.488$ at 5% level for 4 degrees of freedom,
 χ^2 is greater than χ^2_{table} . The difference is significant.
 Hence it can be inferred that there is significant
 difference in the grounds for giving compliments by
 visitors of post offices belonging to the different
 age groups.

8.10.8. Other Qualities: Content Analysis of Q.6-2(4).

The responses on the reasons for giving compliments other than those mentioned in item 1 to 3 of Question 6-2 are compiled and listed below. The percentage of frequencies are also indicated in brackets. It is noticed that though many respondents had answered this question, the grounds mentioned are more or less same as those listed as 1 to 3 of Question 6-2. 20 responses are received in this regard.

- | | |
|---|-------|
| 1) Excellent functioning of the department compared to other departments. | (24%) |
| 2) Responsible work of the post office staff who are poorly paid | (20%) |
| 3) Humanitarian consideration by staff members. | (18%) |
| 4) Prompt delivery service though delivery areas are vast. | (12%) |
| 5) Prompt system in enquiring public complaints and taking immediate action and giving replies. | (10%) |
| 6) Better discipline compared to many other departments. | (6%) |

- 7) No political interference, (4%)
- 8) Fraudulent people are immediately dealt with and nobody is being saved by taking bribes, (4%)
- 9) A far better service compared to foreign postal services especially African Postal Service, (2%)
- 10) Low cost of post-cards, (2%)

Generally it is seen that the visitors have given high compliments on the service and working of the department.

8.12.6. SERVICES GENERALLY MADE USE OF - (QUESTION 7)

In question 7, 19 categories of services offered by the Postal Department are mentioned and the visitors were requested to give their responses relating to the services generally made use of by them. The items are: (1) Letters; (2) Parcels; (3) Certificate of Posting(CP); (4) Post box/Post bag (PB/bag); (5) Franking Machines (FM); (6) Business Reply Post (BRP); (7) Postal Identity Cards (PIC); (8) Quick Mail Service (QMS); (9) Registration (Regn); (10) Money Order (MO); (11) Value Payable Letters (VPL); (12) Value Payable Parcels (VPP); (13) Postal Life Insurance (PLI); (14) Postal Order; (15) Philately stamps/First Day covers(Phil/PIC); (16) Recorded Delivery (R.Dly); (17) savings Bank (SB); (18) Cumulative Time Deposit(CTD);

(19) Time Deposit(TD); (20) Recurring Deposit (RD);
(21) National Savings Certificates VI Issue (NSC VI);
(22) National Savings Certificates VII Issue (NSC VII);
(23) Social Security Certificates (SSC); (24) Public
Provident Fund Account (PPF); (25) Railway Pension
Payment (Rly.Pen.); (26) Sale of Passport Forms (PPForm);
(27) Telephone Facility (PCB); (28) Telegraph Facility
(Telegraph); and (29) Telephone Revenue Payment (TRC);.

Here a respondent could name more than one service generally availed of by them. In addition, in item 30 of Question-7 the respondents were requested to indicate any service other than those mentioned at items 1 to 29. Only 41 respondents have not answered this question. Remaining 2056 respondents have given a total of 17109 responses relating to the various services.

The responses received are tabulated along with the rank orders of the services. It is seen that the service which is utilized by the highest number of visitors is 'Letter'. This is followed by Money order, Registration, Parcel and Savings Bank in that order of precedence. The other services take lower positions only in the rank order.

8.11.1. Services Made Use of: Urban and Rural Composition

The responses relating to the services made use of according to the urban and rural composition are given in Table VIII - 21A.

TABLE VIII - 21 A
SERVICES MADE USE OF: URBAN AND RURAL COMPOSITION.

Item of service	Urban		Rural		Total	
	Number	Rank Order	Number	Rank Order	Number	Rank Order
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Letters	923	1	2105	1	2628	1
2. Parcels	274	4	1263	4	1537	4
3. Certificate of posting	170	9	903	6	1073	7
4. Postbox/Bag.	51	17	161	18	212	18
5. Franking Mach.	33	22.5	32	26	65	25
6. Business Reply Post	24	25	76	23	100	23
7. Postal Identity cards	33	22.5	54	24	87	24
8. Quick Mail service	118	10	182	17	300	15
9. Registration	418	2	1799	3	2217	3
10. Money order	375	3	1867	2	2242	2
11. VP Letters	93	14	575	12	668	12
12. VP Parcels	99	13	616	11	715	11
13. P.L.I.	35	21	93	22	128	22

(1)	(2)	(3)	(4)	(5)	(6)	(7)
14. Postal Order	225	7	734	9	959	9
15. Philately stamps/First Day covers	46	18	109	20	155	20
16. Recorded Dly.	42	19	109	15.5	231	16
17. Savings Bank	219	8	1198	8	1417	8
18. C.T.D.	64	15	262	13	327	13
19. Time Deposit	31	24	244	14	275	16
20. R.D.	100	12	677	10	777	10
21. N.S.C. VI issue	59	16	117	19	176	19
22. N.S.C. VII issue	21	26	35	23	96	26
23. S.S.C.	13	28	17	29	30	28
24. P.P.F.	14	27	18	28	32	27
25. Rly. Pen. Pyl.	9	29	20	27	29	29
26. Sale of Pass- port forms	39	20	104	21	143	21
27. Telephone facility	250	5	852	4	1102	4
28. Telegraph facility	248	6	796	8	1044	8
29. Telephone Revenue Pyl.	113	11	189	15.5	202	14

(41 visitors have not answered this question)

It is seen that there is slight difference in the rank orders of the services utilized by the visitors of urban and rural post offices.

In this case, a ρ test is used and the observed $\rho = 0.70$. The value is positive and high, showing high correlation. This indicates that there is definite correlation between the two categories. It is inferred that regarding the order of utilisation of the various postal services by the urban and rural post office visitors, there is no significant difference.

8.11.2. Services Made Use of: Sex Composition.

The responses relating to the services made use of, according to the male and female composition are given in Table VIII - 21 B. The rank orders are also indicated.

TABLE VIII - 21 B
SERVICES MADE USE OF: SEX COMPOSITION

Item of service,	Male		Female		Total	
	Num ber	Rank order	Num ber	Rank order	Num- ber	Rank order
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Letters	2218	1	410	1	2628	1
2. Parcels	1310	4	227	5	1537	4
3. Cert. of posting	928	7	145	8	1073	7

(1)	(2)	(3)	(4)	(5)	(6)	(7)
4. Post box/ Post bag.	185	18	27	18.5	212	18
5. Franking Mach.	55	25	10	25.5	65	25
6. Business Reply post	89	23	11	24	100	23
7. Postal Identity Card	72	24	15	23	87	24
8. G.M.S.	265	14	35	16	300	15
9. Registration	1908	3	309	3	2217	3
10. Money order	1909	2	333	2	2242	2
11. V.P.L.	584	12	84	12	648	12
12. V.P.P.	628	10	87	11	715	11
13. P.L.I.	106	23	22	21	128	22
14. Postal Order	823	9	156	10	959	9
15. Phil. stamps/ P.D.C.	131	20	24	20	155	20
16. Recorded Dly.	197	17	34	17	231	16
17. Savings Bank	1183	5	234	4	1417	5
18. C.T.D.	267	13	60	13	327	13
19. Time Deposit	221	16	54	14	275	16
20. R.D.	624	11	153	6	777	10
21. MSC VI issue	149	19	27	18.5	176	19
22. MSC VII issue	46	26	10	25.5	56	26
23. S.S.C.	21	29	9	27	30	28
24. P.P.F.	25	27	7	28	32	27
25. Rly. Pension Pmt.	23	28	6	29	29	29
26. Sale of Pass- port forms	123	21	30	22	143	21
27. Telephone faci- lity	954	6	148	7	1102	6
28. Telegraph facility	902	8	142	9	1044	8
29. T.R.C.	258	15	44	15	302	14

(61 visitors have not answered this question)

It is seen that there is not much difference between the rank orders of the various services made use of by the male and female visitors.

In this case $\rho = 0.86$ which is positive and high. This shows that there is definite positive correlation. Hence it can be inferred that regarding the male and female visitors of post offices, there is no significant difference in the order of utilisation of the various services provided by the post office.

8.11.3. Services Made Use of: Age Composition.

The responses relating to the services made use of according to the age composition of the visitors are given in Table VIII - 21C.

TABLE VIII - 21C
SERVICES MADE USE OF: AGE COMPOSITION

Items	30 years & below		31 years & above		Total	
	Num ber	Rank order	Num ber	Rank or- der	Num ber	Rank Order
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Letters	1100	1	1520	1	2620	1
2. Parcels	630	4	879	4	1509	4
3. Cert. of posting	481	8	592	8	1073	7
4. Post box/bag	106	16	106	19	212	18
5. Franking mach.	26	25	39	24	65	23
6. Business reply post	55	23	45	23	100	23

(1)	(2)	(3)	(4)	(5)	(6)	(7)
7. Postal Identity cards	52	24	35	26	67	24
8. G.M.S.	145	13	155	16	300	15
9. Registration	950	3	1267	2	2317	3
10. Money order	991	2	1251	3	2342	2
11. V.P.L.	311	11	357	12	688	12
12. V.P.P.	330	10	385	11	715	11
13. P.L.I.	64	22	64	20	120	22
14. Postal order	482	7	477	10	950	9
15. Phil. stamps/FDC.	102	18	53	21	155	20
16. Recorded Diy.	97	19	134	17	231	16
17. Savings Bank	618	5	799	5	1417	5
18. C.T.D.	104	17	223	13	327	13
19. T.D.	116	15	159	15	275	16
20. R.D.	290	12	467	9	777	10
21. NSC VI issue	69	21	107	18	176	19
22. NSC VII issue	18	26	38	23	56	26
23. S.S.C.	16	28	14	28.5	30	28
24. P.P.P.	17	27	15	27	32	29
25. Diy. Pen. Pyl.	15	29	14	28.5	29	29
26. Sale of Passport forms	95	20	67	22	143	21
27. Telephone Facility	494	6	605	7	1102	6
28. Telegraph Facility	434	9	610	6	1044	8
29. Tel. Revenue Pyl.	141	14	161	14	302	14

(41 visitors have not responded to this question)

Only two age groups viz. 30 years and below and 31 years and above are taken for consideration. It is seen that there are only certain minor differences in the rank order of the services utilised by the visitors belonging to the different age groups.

In this case also the rank correlation is tested. Here $\rho = 0.97$ which is positive and high. This shows definite positive correlation. It is inferred that between the post office visitors belonging to the two age groups, there is no significant difference in the order of utilisation of the various services provided by the post offices.

8.11.4. The Ranking of the Services Utilised.

A list of different services along with the rank order of utilisation of services according to the urban and rural composition, sex composition and age composition are given in Table VIII -21D.

TABLE VIII - 212
RANK ORDER OF SERVICES UTILISED

Rank or order	30 & below	31 & above	Urban	Rural	Male	Female	General
	1 _a	2 _a	3 _a	4 _a	5 _a	6 _a	7 _a
1.	Letters	Letters	Letters	Letters	Letters	Letters	Letters
2.	M.O.	Regn.	Regn.	M.O.	M.O.	M.O.	M.O.
3.	Regn.	M.O.	M.O.	Regn.	Regn.	Regn.	Regn.
4.	Parcel	Parcel	Parcel	Parcel	Parcel	S.B.	Parcel
5.	S.B.	S.B.	P.C.O.	S.B.	S.B.	Parcel	S.B.
6.	P.C.O.	T.graph	T.graph	UCP	POD	R.D	P.C.O.
7.	I.P.O.	P.C.O.	I.P.O.	P.C.O.	C.P.	P.C.O.	C.P.
8.	C.P.	C.P.	S.B.	Tgraph	Tgraph	C.P.	Tgraph
9.	Tgraph	R.D.	C.P.	I.P.O.	I.P.O.	Tgraph	I.P.O.
10.	V.P.P.	I.P.O.	O.N.S.	R.D.	V.P.P.	I.P.O.	R.D.
11.	V.P.L.	V.P.P.	T.R.C.	V.P.P.	R.D.	V.P.P.	V.P.P.
12.	R.D.	V.P.L.	R.D.	V.P.L.	V.P.L.	V.P.L.	V.P.L.
13.	O.N.S.	C.T.D.	V.P.P.	C.T.D.	C.T.D.	C.T.D.	C.T.D.
14.	T.R.C.	T.R.C.	V.P.L.	T.D.	O.N.S.	T.D.	T.R.C.
15.	T.D.	T.D.	C.T.D.	R.Dly. TRC.	T.R.C.	T.R.C.	O.N.S.
16.	PA/bag	O.N.S.	N.S.C.VI.	O.N.S.	T.D.	O.N.S.	T.D.
17.	C.T.D.	R.Dly.	PA/bag.	PA/bag	R.Dly.	PA/bag R.Dly N.S.C.VI	R.Dly.
18.	PHI/PDC	N.S.C.VI	PHI/PDC	N.S.C.VI	PA/bag	PHI/PDC	PA/bag

1	2	3	4	5	6	7	8
19.	R.Diy.	FR/bag	R.Diy.	PHL/FDC	NSC.VI	P.L.I.	N.S.C.VI.
20.	PPform	P.L.I.	PPform	PPform	PHL/FDC	PPform	PHL/FDC
21.	NSC.VI	PHL/FDC	P.L.I.	P.L.I.	PP form	P.I.C.	PPform
22.	P.L.I.	PPform	FR/P.I.e	B.R.P.	P.L.I.	B.R.P.	P.L.I.
23.	B.R.P.	B.R.P.	T.D.	P.I.C.	B.R.P.	F.M. NSC.VII	B.R.P.
24.	P.I.C.	F.M.	B.R.P.	NSC.VII	P.I.C.	S.S.C.	P.I.C.
25.	F.M.	NSC.VII	NSC.VII	F.M.	F.M.	P.P.F.	F.M.
26.	NSC.VII	P.I.C.	P.P.F.	Rly.Pen.	NSC.VII	Rly.Pen	NSC.VII
27.	P.P.F.	S.S.C	S.S.C	P.P.F.	P.P.F	P.P.F.	P.P.F.
28.	S.S.C.		Rly.Pen	S.S.C	Rly.Pen		S.S.C.
29.	Rly.Pen				S.S.C		Rly.Pen

In the order of priority, the first ten services generally utilized are letters, Money orders, Registration, Parcel, Savings Bank, Public Call Office, Certificate of Posting, Telegraph facility, Postal Orders and Recurring Deposit. The five services which are least utilized are Railway Pension, social security certificates, Public Provident Fund Account, National Savings Certificate-7th Issue and Franking Machines in the order of precedence.

In the urban areas, Quick Mail Service is one of the top ten services utilized whereas in the rural areas Recurring Deposit is one of the top ten services utilized.

Quick Mail service facility is available only in the urban areas and hence the high utilisation of this service in the urban areas.

While making a comparison of the services utilised by the male and female visitors, it is seen that Recurring Deposit is the sixth item of service utilised in the order of priority by the female visitors whereas this service is the 11th in the order of priority of utilisation by male visitors. The value payable post is one of the top ten services utilised by the male visitors.

It is interesting to note that even with all the expansion of the banking facilities, the money order service is occupying the second position in the rank order of utilisation. In the urban areas, the rank order of utilisation of money order is third whereas in the rural areas the rank order is second. Another interesting feature observed is that the rank order of utilisation of Savings Bank is higher (being fifth) in the rural areas, whereas it is lower (being eighth) in the urban areas, indicating that the Savings Bank is a service more utilised in the rural areas than in the urban areas. It is also interesting to note that the services like Savings Bank and Recurring Deposit are utilised more by the female visitors than by the male visitors.

Certain services are least utilised like Railway Pension payments; social security Certificates, public Provident Fund Account, National Savings Certificates VII Issue, Franking Machines and Postal Identity Card. The reasons for the less utilisation of such services can be non-availability of such services in all Post offices/areas, availability of alternate facilities/services; inadequate publicity for such services; and the fact that some of the services cater to the needs of selected group of customers only. For example, the Railway Pension payment benefits only a group of Railway Pensioners; and the machine service benefits the business firms. In the case of National Savings Certificate VII Issue and Social Security Certificate schemes, alternate schemes or services are available. There is less publicity for the services like Postal Identity Card and such services are available only from selected post offices.

The services which are least utilised may be subjected to a review to decide on their continuation or for restriction of such services in selected areas/offices only where there is a demand for such services. The services which are less utilised due to lack of publicity can be made popular by taking proper publicity measures. The Franking machines service is seen to be less utilised even in the urban areas. Proper publicity is needed in this regard.

Improving the quality of the services which are more utilised by the members of public, is also a matter for the consideration of the Department.

8.11.5. Other services. (Question 7(20)).

Item 20 of Question 7 sought for the services other than those mentioned from 1 to 19, generally made use of. There was practically no response relating to the other services made use of. The services of the enquiry counter is mentioned by one respondent. A suggestion has been made by another respondent that the sale of ventilators should be undertaken by the post office.

8.12.0. GENERAL SUGGESTIONS. (QUESTION 8).

Question 8 broadly sought for the personal data of the respondents and certain general information. Part (10) of question No.8 sought for the suggestions on the working of the post office. Many suggestions have come up but some of them are mere repetition of what has already been stated while answering the questions. 175 responses are received in all which are listed below, along with the percentage of frequencies.

- | | |
|--|---------|
| 1) More Public Call Offices needed | (25.7%) |
| 2) Accommodation for post offices should be improved and better public space provided. | (13.1%) |
| 3. Delay in delivery of letters to be avoided. | (11.4%) |

4) Adequate staff should be provided	(7.4%)
5) Telegraph facility in Branch Post offices needed,	(6.9%)
6) Postal Orders to be supplied from Branch Post offices,	(5.1%)
7) Philatelic stamps should be made available from more postoffices	(3.4%)
8) Adequate stock of stamps and stationery needed in all postoffices	(2.9%)
9) Facilities like toilet for public, drinking water etc. to be provided	(2.9%)
10) Limit of Savings Bank withdrawals in Branch POs to be enhanced	(2.9%)
11) Allowances to staff to be revised	(2.9%)
12) Round the clock working of telegraph branch needed,	(2.3%)
13) Forms should be provided in vernacular,	(2.3%)
14) Night working of Railway Mail service needed,	(1.7%)
15) Telephone bill payment facility needed in all post offices,	(1.7%)
16) Bilingual forms to be avoided,	(1.1%)
17) STD facilities in all post offices needed,	(1.1%)
18) Publicity for the functioning of the department needed,	(1.1%)
19) In post offices a literate clerk should be earmarked to help the public in filling up of forms,	(0.6%)
20) Strikes and go-slow to be avoided,	(0.6%)
21) Over unionisation and union work in offices to be banned,	(0.6%)

- 22) Co-operation between a staff and public found in small post offices is not there in big post offices. Hence instead of opening big offices small offices should be opened. (0.6%)
- 23) New recruits should be trained in courteous behaviour (0.6%)
- 24) Working hours of branch post offices should be increased. (0.6%)
- 25) Uniforms should be supplied to Extra Departmental staff. (0.6%)

The dominant suggestion relates to the opening of more public call offices. This is a matter to be considered by the Department of Telecommunications. The percentage of frequencies of other suggestions are comparatively very small.

8.13.0. A BRIEF SUMMARY OF THE FINDINGS.

The general profile of the Post office visitors indicate that the majority are the lower middle income male members with SSC and under-graduate educational level. The majority of the visitors are employed and they are below 55 years of age. Among the female visitors, majority are unemployed. Between urban and rural visitors, there is difference in the pattern. It is noticed that the higher income groups and highly educated groups are not as frequent visitors as the lower income groups and lower educated groups. There is difference in the pattern of visitors of different income groups in the urban and rural post offices.

92% of the post office visitors are satisfied with the working of the post offices. The female visitors are more satisfied with the working. Excepting the difference in the sex of the visitors, no other factors like age, education, employment or income influenced the level of satisfaction of the post office visitors.

The 8% of the visitors who are not satisfied are the male visitors belonging to the different age groups, income groups, educational levels and employment levels visiting both the urban and rural post offices.

68% of the visitors have not felt any difficulty in getting their postal needs attended to. Excepting employment and income, difference in other factors like sex, age, education and urban and rural background of the visitors influence the level of difficulties felt in getting the postal needs attended to.

59% of the visitors have indicated the service orientation of the Post office staff as friendly, cooperative and helpful attitude. Only 7% of the respondents indicated the service orientation of the post office staff to be arrogant and indifferent. The opinion on service orientation of the post office staff is influenced by difference in age, sex and urban & rural back-ground of the post office visitors.

36% of the visitors consider the facilities available in the post offices to be adequate, while 70% of the urban post office visitors consider the facilities to be adequate only 28% of the rural post office visitors consider the facilities to be sufficient. The opinion on the facilities available in the post offices differs with difference in sex, age, and urban & rural background of the post office visitors.

The highest percentage of the complaints about the non-receipt of postal articles relate to letters followed by magazines. The highest percentage of complaints on delay relate to letters, followed by Telegrams. The highest percentage of complaints on abstraction relates to foreign parcels, followed by inland parcels. 70% of the complaints on Savings bank relate to delay in getting withdrawals. This is followed by complaints on delay in transfer of accounts. It is heartening to note that there is only a negligible percentage of complaints on improper or bad behaviour and slow working of the post office staff.

It is seen that difference in age, sex and urban & rural background of the visitors do not affect the rank ordering of the different services about which complaints are related.

A comparison of the complaints recorded in the Kerala Postal Circle during 1965 with the survey responses on complaints indicate that the pattern of complaints is more or less similar.

68% of the visitors have given compliments about the working of the Postal Department. While 45% of the visitors have given compliments for the co-operative attitude of the staff, 34% have given compliments for corruption-free service and 21% have given compliments for the efficient functioning.

It is seen that excluding the urban and rural back-ground of the visitors, differences in sex, and age influence the compliments given about the working of the Postal Department. The grounds for giving compliments are influenced by difference in age of the visitors. But differences in sex and urban and rural back-ground of the visitors do not have any influence.

The top ten services which are utilised by the members of the public are letters, money orders, registration, parcels, Savings Bank, Public Call office, Recurring Deposit, Certificate of Posting, Telegraph and Indian Postal orders. In the urban areas, Quick Mail Service and in the rural areas, Recurring Deposit are among the top ten services utilised. Considering the importance and high utilisation of these services, the department should take steps to improve the quality of these services.

CHAPTER - IX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

CHAPTER - IX**9.0.0. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS****9.1.0. SUMMARY OF THE STUDY****9.1.1. Scope of the Study**

A management study of any organization presupposes the knowledge of the historic evolution, its objectives, structure and functions. The vast domain of the operations carried out by the Department of Posts makes it almost impossible to cover all aspects of such a system in a study of this nature. Hence, the researcher has confined his study to (1) the historical evolution of the Postal Systems with a special reference to India, (2) the structural changes in the Indian Postal Organisation from 1766 to 1985, (3) the functions of the Indian Postal Department in a historical perspective, (4) the evolution of the postal system in Kerala with special reference to objectives, functions and structure, (5) the problem areas in organisation and management of the Kerala Postal Circle, (6) the perceptions of the employees of Kerala Postal Circle on Human Resource Management practices and (7) customer satisfaction on postal services with a purpose to recommend systems, methods and practices

for more effective and efficient management of the Department.

9.1.2. Methodology

A balanced descriptive-~~and~~-analytical approach has been adopted instead of a complete descriptive or analytical study. Historical materials and published and unpublished data have been freely used for the study. Primary data have been collected on Human Resource Management Practices and Customer Satisfaction through questionnaires. It is gratifying to record that responses from 6% of the total staff of the Kerala Postal Circle could be obtained for analysis. For the survey on Customer Satisfaction responses were received from 2897 customers (visitors to Post Offices) which formed 73.82% of the total visitors to whom questionnaires were given. The data received are presented in tables in the respective Chapters. The responses have been subjected to statistical tests to arrive at valid conclusions.

9.1.3. Limitations of the Study

The vastness of the Indian Postal Organisation with its chequered history of many centuries, did create certain problems in the collection of data for the study. Literature on the postal history is rare and very little. Access to all the documents of the Department was also not

possible. This is the main limitation on the historical aspect of the study reported in this thesis.

Each aspect of management of the Postal Organization in India can be subjected to a detailed study with the purpose of recommending ways and means for improving the efficiency and effectiveness. The Researcher did not attempt at such a detailed study of each and every aspect of management. On the other hand, the scope was confined to identification of management problems in the organization with reference to Kerala Postal Circle only. However detailed analysis of the problems relating to perception of the employees on Human Resource Management Practices and Customer Satisfaction on postal services have been attempted at with empirical data directly collected by the Researcher. Considering the size, complexity and vastness of the organization the management problems identified and discussed under Chapter VI are not comprehensive and exhaustive. This is inevitable. However these limitations in no way reduces the relevance and significance of the findings reported in this thesis.

9.1.4. Summary of Chapter II: Evolution of the Postal System with special reference to India.

The system of sending communications existed in many ancient countries. In India postal systems existed from the time immemorial. The system has developed further.

It is interesting to note that the postal system collaborated closely with the Imperial Secret Service during the Mughal period, thus assuming a new dimension to its role and functions. Radical changes have taken place to the postal system under the British and additional services were introduced during their time. Many of the Prudatory States in India had maintained separate postal systems which were amalgamated with the Indian Posts & Telegraphs Department with the Federal and Financial integration.

9.1.5. Summary of Chapter III : Structural Changes of the Indian Postal Organisation from 1766 to 1965

The structure of the Postal Department has undergone various changes over the years. The Postal Organisation of 1766 with a postal writer and an assistant had grown to a large Department necessitating a Director General to be its head in 1854. The separate Posts and Telegraphs Departments were united in 1914 but again got separated in 1965 after the long association of 71 years.

9.1.6. Summary of Chapter IV : Functions of the Postal Department in a Historical Perspective.

The post offices had to perform a large number of postal and non-postal functions over the years. Considering the vastness of the organization encompassing even the remote parts of the country, the Government could easily reach the masses through the post offices. In addition to the primary functions of the Department like

letter post, parcel post, registration, insurance, money order and postal order services, the post offices have performed a variety of Agency functions like Postal Life Insurance and Savings Bank. Some of the functions have since been discontinued and in their place new functions were added. The Postal Department also performs the staff functions like planning, materials management, research and development, vigilance, investigation, personnel management and financial management. Today, the services are rendered to the public through a network of 1,44,718 post offices and over 6 lakhs employees.

9.1.7. Summary of Chapter VI Evolution of Postal System in Kerala

The present Kerala State is comprised of the erstwhile Travancore and Cochin native states and portions of Malabar under the then Madras Presidency. The native States of Travancore and Cochin had separate well organized and efficient postal systems called 'Anchal'. In the Malabar area postal services were provided by the British Post Offices. Side by side with the Anchal Offices, British post offices also existed in the Travancore area. The Travancore Anchal Department was one of the best managed departments of the State providing cheaper and efficient services in stiff competition with the British post offices. With the integration of the Travancore and Cochin States, the Anchal systems were united. Even after

independence, the Anchal System continued on an agency basis till 1951 during which year it was integrated with Indian P&T Department.

In 1961 Kerala Circle was formed and this has marked an era of developmental activities. Today, every Revenue Village in Kerala has got a post office and most of the villages are having more than one post office. Kerala Circle renders service to the public through 4791 post offices.

9.1.8. Summary of Chapter VI : Organisation and Management of Kerala Postal Circle : Problem Areas

The Kerala Postal Circle is divided into 3 Postal Regions under which 24 Postal Divisions, 3 RMS Divisions, 3 Postal Stores Depots, one Postal Stamp Depot and one Mail Motor Service are functioning. The Circle is headed by the Postmaster General under whom the Regional Directors hold charge of the Regions. The divisions are in charge of divisional superintendents. The problem areas of management of the Kerala Postal Circle are relating to the organisational structure of the Headquarters Region and Circle Office, dual control, processing of mail, seasonal heavy work, internal communication due to frequent changes in the rules and procedures and review and control.

9.1.9. Summary of Chapter VII : Human Resource Management Practices : Survey on Perceptions of the Employees

The survey on the perceptions of the employees of the Kerala Postal Circle has revealed that some of the areas of personnel management practices needed changes for better employee performance and satisfaction.

9.1.10. Summary of Chapter VIII : Customer Satisfaction

The survey conducted on customer satisfaction revealed a very satisfactory position. Ninetytwo per cent of the respondents (visitors) were satisfied with the services rendered by the post offices in Kerala.

9.2.0. CONCLUSIONS

Conclusions drawn from Chapters VI, VII and VIII are presented below. It may be noted that these three Chapters are empirical studies based on the secondary and primary data collected by the researcher.

9.2.1. Objectives of the Department are not spelled out and transformed into goals and targets. (6.5.0.)*

9.2.2. Due to multifarious functions and concentration on agency functions involving monetary transactions, adequate attention was found lacking for primary functions. (6.6.0)

*This number in bracket refers to the section in which details are given.

9.2.3. Changes in the rules and procedures are very frequent and hence the communication system within the organization requires to be strengthened. (6.11.0).

9.2.4. The structural set up is not adequate to handle the adhoc and seasonal enormous increases in traffic. (6.10.1.)

9.2.5. Better systems and methods are needed for handling the problems of mail processing such as innumerable sizes of articles, poor percentage of articles bearing PIN code, addressing system in different languages and in manuscripts. (6.9.0).

9.2.6. The dual control of the staff in the Sorting Offices, Town Sub Offices and Head Post Offices leads to dilution of authority of the immediate superiors. (6.7.3. to 6.7.6.)

9.2.7. Duplication of staff functions are existing at the Circle and Regional levels. (6.7.2).

9.2.8. The present structure of the Circle office and Headquarters Region requires change for better effectiveness. (6.7.1).

9.2.9. The employees perceive the recruitment policy of the Extra Departmental Agents as unscientific. The recruitment system of the Postal Assistants/Sorting Assis-

tants and Inspectors of Post Offices and Railway Mail Service, is perceived as scientific. (7.2.2. & 7.2.3).

9.2.10. Employees are not happy over the training programme for Extra Departmental Agents and Postmen. (7.3.3. & 7.3.4.).

9.2.11. All employees except Supervisors and Group C Operative staff are not happy over the transfer policy of the Extra Departmental Agents. (7.4.2. & 7.4.3.)

9.2.12. Employees are not happy over the promotion policy of Extra Departmental Agents to the Postmen/Group D/Mail Guard/Mailmen; of Assistant Superintendents to Higher Selection Grade-I (HSG-I); of Higher Selection Grade II (HSG-II) to Higher Selection Grade I (HSG-I); and of Lower selection Grade (LSC) to Higher Selection Grade II (HSG-II). (7.5.2. & 7.5.3.)

9.2.13. The performance appraisal system in respect of Postmen, Group D and Extra Departmental Agents, is not considered scientific by all the employees. However, satisfaction is expressed in respect of the appraisal system for the cadres for which self-appraisal is available. (7.6.2. & 7.6.3.)

9.2.14. The staff on the whole are unhappy with the welfare schemes. However the departmental staff,

especially Supervisors, have expressed satisfaction about the relaxation recruitment scheme and Leave Travel Concession scheme. (7.7.2. & 7.7.3.)

9.2.15. The staff in general are unhappy over the grievance handling system. However, Extra Departmental Sub Postmasters/Branch Postmasters and the Group D staff considered the system to be just average. (7.8.2. & 7.8.3.)

9.2.16. The Group C and Group D staff are not happy over the disciplinary procedures. (7.9.2. & 7.9.3.)

9.2.17. The union management relations are not satisfactory. However, this is not due to inter-personal relations existing in the Circle but due to other reasons. (7.14.6 & 7.14.7.)

9.2.18. The relations of the staff with the public are satisfactory. (7.12.0. & 7.13.0.)

9.2.19. The wage structure is perceived as unscientific by all categories of employees. (7.10.2. & 7.10.3.)

9.2.20. The incentive available are perceived as totally unscientific. Supervisors are highly unsatisfied with the incentives available. (7.11.2. & 7.11.3.)

9.2.21. The study on the profile of the post office visitors indicated that the higher income group and highly

educated group are not as frequent visitors to the post office as the lower income groups and the lower educated groups. The majority of the visitors in the Rural post offices belong to the lower income group (Rs.500/- and below) whereas in the urban post offices the majority of the visitors belong to the middle income group (Rs.501/- to Rs.1000/-). (8.2.16.)

9.2.22. 98% of post office visitors are satisfied with the working of the post offices. (8.3.1.)

9.2.23. The female visitors are more satisfied than the male visitors. (8.3.2.)

9.2.24. 86% of the visitors have not experienced any difficulty in getting their postal needs attended to. (8.4.0).

9.2.25. In the urban area, the dominant difficulty experienced was related to slow working of the counter clerks whereas in the rural area, the dominant difficulty was related to non-availability of forms and materials. (8.5.1.)

9.2.26. 55% of the post office visitors consider the service orientation of the staff as friendly, co-operative and helpful. 38% consider the attitude as friendly but not able to help due to non-availability of materials. This indicates high satisfaction of the customers on the service orientation of the post office staff. (8.6.0.)

9.2.27. Complaints on improper or bad behaviour of staff are negligible. (8.6.0. & 8.8.18.)

9.2.28. While 70% of the visitors in the urban post offices considered the facilities to be adequate, only 20% of the visitors in the rural post offices considered the facilities to be adequate. (8.7.1.)

9.2.29. The majority of the complaints on 'non-receipt and delay' related to the item of letters. (8.8.1 & 8.8.5.)

9.2.30. The higher percentage of complaints about 'abstraction of contents' related to the foreign parcels. (8.8.9.)

9.2.31. Majority of the complaints on Savings Bank is about delay in getting withdrawals. (8.8.13.)

9.2.32. Complaints on the working of the Public Call Office are very high. (8.8.25.)

9.2.33. The pattern of complaints revealed in the complaint figures of the Kerala Postal Circle of 1985 and that revealed through the survey responses are significantly correlated. (8.9.0., 8.9.1., 8.9.2., 8.9.3. and 8.9.4.)

9.2.34. 60% of the visitors have given complaints about the working and services of the postal department. 4% of the visitors have complimented for the co-operative

attitude of the staff, 3% have complimented for corruption-free services. 2% have complimented for efficient functioning. (S.10.0. & S.10.4.)

9.2.35. The top ten services which are utilized by the public are Letters, Money Order (MO), Registration, Parcel, Savings Bank (SB), Public Call Office (PCO), Certificate of Posting, Telegraph, Indian Postal Order (IPO) and Recurring Deposit (RD). In the urban area, the Quick Mail Service and in the rural area, Recurring Deposit are among the top ten services. (S.11.0., S.11.1. & S.11.4.)

9.2.36. The services which are least utilized are, Railway Pension, 10 year Social Security Certificates, Public Provident Fund, National Savings Certificates VII issue and Franking Machines. (S.11.4.)

9.2.37. There is a great demand for more public call offices. (S.12.0.)

9.2.38. There is demand for improving post office accommodation and public space. (S.12.0. & S.13.0.)

9.2.39. There is demand for sale of Postal Orders from Rural Post Offices. (S.8.30.)

9.2.40. The use of Postal Index Number is still not popular. (S.9.4.)

9.3.0.

**RECOMMENDATIONS AND
SUGGESTIONS**

The postal authorities (Government of India) can take steps to improve the efficiency of the Department if they focus attention on the problem areas identified, perceptions of the employees on Human Resource Management Practices and the response of the beneficiaries (customers). Recommendations and suggestions based on the studies of the Researcher are given below.

9.3.1. The objectives of the Department should be clearly spelled out and transformed into goals and targets and communicated to the officers at different levels. The system of management by objectives is to be adopted for achieving better effectiveness and efficiency.

9.3.2. Handling mail is the primary and most important function of the department. Adequate attention should be paid to this function of the department. The agency functions and other miscellaneous functions should not result in the lack of attention to the primary function of mail handling. In post offices where the set up is not adequate, multifarious functions should not be entrusted by diluting the primary function of mail handling. In places where other Government Agencies are available for the performance of functions (non-postal) like Banking, the need for performance of such functions at the cost of the primary function should be subjected to a review and

if need be, such miscellaneous and agency functions should be withdrawn. Delay to mails is a main item of complaint revealed in the study. Steps are needed to be taken for not only avoiding the delay, but also for improving the speed of the mail movement by adopting better systems and methods.

9.3.3. The internal communication system needs to be strengthened. The manuals and books on work procedures should be issued with a periodicity of, say 2 years, indicating the latest position. This can be ensured by decentralisation of the work of printing of the Manuals. Selected Circles can be entrusted with the work of updating, revising, printing and supplying the Manuals to all the Circles in India. Guidelines on work procedures should be communicated in simple language by giving the full information, without necessitating to refer to all previous communications on the subject. The language also should be as simple as possible.

9.3.4. Proper structural set up should be built up for handling adhoc and seasonal enormous increases in the traffic. To handle adhoc and seasonal increases, adhoc systems are needed. A group of men from voluntary organisations or Mahila Samaj, can be selected and given a basic knowledge of the sorting work so that their services can be secured at short notice, on honorarium-basis, for

handling the seasonal traffic, under the supervision of departmental officers. Another system will be an incentive scheme for the departmental staff based on the out-turn for handling the seasonal traffic and unexpected increases in traffic. This system is particularly recommended for the items of work like booking of bulk money orders. Bulk money orders are generally received during the last week of the month from State Government relating to different welfare schemes of the Government.

9.3.5. Better systems and methods should be evolved for the processing of mails. It should be made compulsory on the part of the bulk-mailers to use franking and also to present the articles in direction-wise sorted bundles as approved by the Department.

To make the sorting work easier, standardisation of the postal article is needed. Mechanical sorting should be introduced on a selective basis as soon as the standardisation is introduced.

9.3.6. The sorting offices should be reorganised to work continuously in the pattern of the Head Post Offices with a single set instead of a number of sets, to ensure optimum utilisation of man-power for sorting work and for avoiding unnecessary handling of bags.

9.3.7. Popularisation of PIN code is essential. For this, the senders of articles should be encouraged to give their Postal Index Number in the address portion invariably. PIN code directories should be freely made available in all the post offices and effective publicity through the visual media should be introduced.

9.3.8. In localities where heavy postings are there direction-wise letter boxes (multiple letter boxes) should be planted. This will ensure the grouping of the postal articles at the stage of posting itself.

9.3.9. During Christmas, New Year and such other seasons special letter boxes should be planted with special identification marks for the exclusive posting of greeting mail. The bags containing the seasonal mails should be given distinguishing tag labels for easy identification.

9.3.10. To avoid pilferage and to ensure security to foreign parcels, the transmission and handling of foreign parcels should be streamlined.

9.3.11. Difficulties and delay in getting Savings Bank withdrawals especially in the rural areas, should be avoided. This can be ensured by simplification of the procedures and by enhancing the maximum limit of withdrawals from the rural post offices. To avoid delay in transfer of the Savings Bank accounts, the procedures should be simplified.

9.3.12. The Postal Order facility should be made available at least on a selective basis in the rural post offices.

9.3.13. Forms and materials should be made available in the post offices by streamlining the procurement and distribution system.

9.3.14. Provision of the forms printed in local language especially in the rural post offices should be considered.

9.3.15. Facilities like public space and writing desk should be made available in the rural post offices also at least on a selective basis.

9.3.16. The transmission and delivery of telegrams should be improved upon to avoid delay. For delivery of telegrams adequate set up should be considered.

9.3.17. The working of the Public Call Offices, especially in the rural areas, should be improved upon. This is an area for improvement to be considered by the Department of Telecommunications.

9.3.18. Special attention is to be paid to the top ten services, namely, Letters, Money Order, Registration, Parcel, Savings Bank, Public Call Office, Recurring Deposit, Certificate of Posting, Telegraph and Indian Postal Order.

9.3.19. Special care should be taken of Quick Mail

Service and Certificate of Posting in the urban areas.

9.3.20. The Money Order Service, being the second top service utilised by the public, should be continued and improved upon.

9.3.21. The Department may consider the question of discontinuing certain services which are least utilised like Railway Pension payment, Issue of Social Security Certificates, Public Provident Fund and National Savings Certificates VII issue. Otherwise provision of the services only in selected areas/regions where there is demand may be considered.

9.3.22. Franking machine service is not popular even in urban areas. The Department should take steps to popularise this service. It should be made obligatory on the part of the bulk mailers and institutions to use franking machines. Giving attractive incentives can also be considered.

9.3.23. The dual control existing in the set up of the Sorting Offices, Town Sub Offices and Head Post Offices should be avoided by restructuring the set up. The Sorting Offices should be brought in charge of the Assistant Superintendents MS (ASMS) wherever an ASMS is available, to whom the subordinate staff should be reporting including the Head Sorting Assistant. The Sorting Assistants

should be reporting to the Head Sorting Assistant and not to the Head Record Officer.

In the Town Sub Offices, the subordinate staff should report to the concerned Sub Postmasters (SPMs) who are the immediate superiors. If need be, the status of the SPMs may be raised by posting the officials of the appropriate rank in charge of post offices.

9.3.24. In the Head Post Offices also, the subordinate staff should report to the Head Postmaster. The present appraisal system should be thoroughly revised ensuring that the immediate superiors appraise the performance of their direct subordinates.

9.3.25. A review on the functional areas of the Regional Office and the Circle Office should be conducted to demarcate the areas of operation in order to avoid duplication and overlapping functions.

9.3.26. The Headquarters Region should be reorganised and separated from the Circle Office for better effectiveness.

9.3.27. The recruitment practice of the Extra Departmental Agents should be subjected to a review, as it is perceived as unscientific by the staff.

9.3.28. The training programme for Extra Departmental Agents and Postmen should also be reviewed. The need for an institutional training for these categories of staff may be considered.

9.3.29. The transfer policy of the Extra Departmental Agents may also be considered.

9.3.30. The promotion policy of Assistant Superintendents to Higher Selection Grade I, Higher Selection Grade II staff to Higher Selection Grade I, Lower Selection Grade staff to Higher Selection Grade II and Extra Departmental Agents to Postman/Group D/Mail Guards/Mailmen may be revised after a detailed study.

9.3.31. Performance appraisal system of postmen/Group D/ Extra Departmental Agents may be reviewed and made scientific.

9.3.32. The welfare schemes need to be improved upon as they are perceived presently as unscientific. Liberalising the Medical facilities, Leave Travel Concession and provision of adequate quarters are some of the areas where improvements are indicated.

9.3.33. A proper grievance handling machinery may be set up.

9.3.34. Disciplinary procedures for Group C operative and Group D staff may be revised.

9.3.35. The general conditions of service may be improved upon for better union management relations.

9.3.36. Wage structure may be revised.

9.3.37. Proper incentive schemes may be introduced especially for the supervisory cadre.

9.4.0. SCOPE FOR FURTHER RESEARCH

9.4.1. Role of the Postal Services

"The post is generally overlooked or neglected in national development planning; its usefulness is only felt when the services it performs are suddenly lacking. However, it is an essential factor in economic, social and cultural development and is part of the fundamental infrastructure, in the same way as roads, rail and tele-communications". (Universal Postal Union, 1982, P.5).

With large number of points of contact with the public, post is essential instrument of communication namely personal letters, printed papers, recorded data and other articles of all kinds and a medium to send money. It is a factor of national unity and a means of administration and communication with other countries. By performing services like commercial exchanges aiding international

trade, developing tourism and promoting small savings the post helps the economic development. It is a factor of social development by transmitting blind literature free, aiding family planning, promoting thrift and helping the social and welfare measures of the Government. It is also a factor in the cultural development by adding the exchange of ideas and distribution of information. However, with all these, the post is facing today the competition of the modern technology. Hence there is a need for raising the standards and cutting the costs and also for integrating the modern technology in the postal operations. (Universal Postal Union, Memorandum on the Role of the Post as a factor in Economic, Social and Cultural Development, 1982, pp.7-47). In this background of the role of postal services the future of the Post is to be considered. There is scope for detailed research on the postal services of the future in the background of the potentialities of the Post and the threats of technology the Post is going to face.

9-b-2. Postal Services in 2000 A.D.

In the report of the Consultative Council for Postal studies, presented before the 19th Congress Hamburg 1984, it has been brought out that until the past few years the organization and methods of the Post had developed very little and basically the Post remained

labour intensive service. There is a competition for the postal service in view of the fact that the local monopoly of post is no longer sufficient protection, and using the excuse of foreign standards of service, parallel services by private agencies are cropping up. This is in addition to the threat from the technological growth of other communication means. The post of the 2000 AD has to prepare to face a new situation. (Universal Postal Union, 1986, PP.23-24).

The acceptance of the postal services of the 2000 AD will depend on the standard of services. In view of the large number of Courier Services coming up in the market, the post of 2000 AD will be facing a tough competition. Obviously the services will have to be re-organised to meet this challenge. In many of the foreign countries faster means of communication have been introduced. "Intelpost", a facsimile service linked to normal and express postal services, ensures a guaranteed 2 hour door-to-door delivery service of the copies of customer's messages or documents. (Australian Postal Commission Annual Report 1986 year ended 30th June 1986, P.51). A similar service called Intelpost (the high speed electronic mail) is provided by Malaysian Postal Administration also. (Operations Division Malaysian Postal Headquarters, Intelpost, August 1986, P.2). Poslaju is yet another

service of the Malaysian Postal Administration with an international service designed especially to cater to the demands of business needs for rapid and reliable transmission of documents, packets, samples, and other materials to the clients and associates overseas. (Postal Headquarters, Malaysia, Postaaju (Pamphlet) 1982). Indian Postal Administration also will have to consider the introduction of similar services to meet the requirements of the future, adopting the technological developments. This is an area where further detailed research is considered necessary.

There is need for conducting further research on the future requirements of the customers by market surveys and studies. The Australian Post for example is now marketing post pack range having 20 products like padded, bonded and gusseted bags, mailing boxes and tubes, bubble wrap and packing tapes. (Australian Postal Commission Annual Report 1984 year ended 30th June 1984, P.51). The need for marketing new items by the post offices in India will have to be surveyed by making further researches and studies to provide additional facilities and services to the customers and also to make the Indian Postal System on par with other postal systems of the world.

9.4.3. Types and Number of Post Offices in 2000 AD

Another area where the further research is considered possible is on the type of post offices and

the number of post offices required in the 2000 AD.

According to Madhoo Parashar and B.K. Kulkarni who have undertaken studies on Postal Communication on behalf of Tata Economic Consultancy Services, the traffic in both postal and registered articles in 2000 AD will be over five times the traffic in 1970-71. The number of Money Orders will be twice the traffic in 1970-71. Postal Orders will be six times. The aggregate postal traffic will increase from 12 pieces per capita in 1970-71 to 25 pieces in 2000 AD. The quantitative terms, the requirement of post offices in 2000 AD has been estimated as 3,60,000 post offices. The requirement has been worked out based on the area and population norms. (Madhoo Parashar and Kulkarni K. file, 1970, pp.19-21.)

The estimation of the requirement of post offices has been made based on the present rate of growth of post offices, requirements and the present norms. In as much as the norms are subjected to change by the policies of the Department, it is felt that there is scope for further studies, keeping in view the new policies of the Department. At the time when the study has been made by Madhoo Parashar and B.K. Kulkarni there was no system of Postal Agency. Now that the Postal Agency System has been introduced, there is a need for further research in this area.

**9.4.4. Possible Areas of further Research
revealed by the Present Study**

The findings reported in this thesis have indicated certain areas where customers are not satisfied. Delay to mail is a predominant complaint. Further research will be needed to ascertain the actual needs of the people and the requirements of the clientele belonging to various categories. The requirements of the urban population belonging to different categories of business men, professionals, etc. and the requirements of the rural population may have to be separately ascertained to consider whether there will be need for introduction of 2 types of services, one a faster and costly one and another a cheaper but not faster.

For improving the efficiency of the services, adoption of latest techniques and methods will also be needed like standardisation, simplification, mechanisation and modernisation.

Modernisation The scope for modernisation of postal service includes structural and functional modernisation, decentralisation of budgeting, accounting, monitoring of expenditure through performance budgeting, redefining the roles, duties and responsibility of officers of various levels, re-organisation of the set up of the Department, operational modernisation for handling peak hour traffic

and enormity in traffic are some of the areas where studies are needed. (Srinivasan S., 1982, PP.12-14).

Significations Simplification of work procedures, rules and regulations for optimum efficiency is another area where detailed research is possible.

Motivational Systems Further research ^{is} needed to explore the possibility of introducing effective motivational system such as (1) an incentive system and (2) opportunity of participation at the shop-floor through delegation and introduction of MBO as an appraisal system.

Adoption of adhoc systems To meet the adhoc increase, adhoc organisational structure also might be needed. There is scope for research on the effectiveness of adhoc system in postal services; i.e., the effectiveness of adhoc organisational structure like agency system to meet adhoc problems relating to seasonal increase in mail, bulk booking of money orders and other such rush in traffic.

Cost Benefit Analysis There is a problem of dichotomy in the concept of managing postal services as a public utility service without cost considerations and a compulsion to adopt commercial principles. (Srinivasan S., 1982, P.12). In other words, the question is whether Postal service is a social service or a commercial service. The postal administration cannot fix up tariffs depending on

the operational cost because it is an essential service meant for the common man. (Singh B.P., 1983, PP.79-80).

According to Dr. H. Bhaskara Rao, Director Operations Research Group and consultant Asian Development Bank, Manila "social responsibility aspect continues to guide the postal service. The main consideration while expanding the service is not viability - in fact financial 'losses' upto 75-90% of the operational costs are deliberately taken into account for some areas. The national importance of the postal service to remain within the reach of all by fixing moderate rates is a factor in influencing the tariff policy". (Bhaskara Rao H., 1983, P.57). Keeping the broad policy of the Government in view, it is possible to make a social cost benefit analysis of the different functions of the department.

In the present set up, the post offices all over the country perform the same type of functions. Practically there is no difference in the types of services provided by the rural and urban post offices at present. It will be necessary to decide on the need for building uniform standard throughout the country and as to what should be the standards with regard to number of delivery in urban and rural, average transmission time of letters, parcels, hours of opening of post offices and so on. It will also be necessary to determine the priority between the regions

or sectors like public, commercial and house-holders. The priority between different services like letter post, parcel post, printed matters and so on will have to be considered. (International Bureau of Universal Postal Union - Model Postal Development Plan 1969, P.8).

To summarise, the areas for further research on Management of Postal Services in India are:-

(1) Avoiding delay in the mail transmission - systems and methods for improvement of mail processing and transmission;

(2) Possibility of modernisation, simplification and standardisation for improving the efficiency of various functions at all levels;

(3) Possibility of differential functions/ differential services to clientele belonging to urban Vs rural and other various categories;

(4) Exploring the possibility of introducing new motivational systems in the organisation in the form of incentive schemes and employee participation;

(5) Studying the efficiency of adhoc structures or matrix organisation for dealing with adhoc problems especially of a seasonal enormous increase in traffic;

(6) Social cost benefit analysis of Postal Services;

(7) Structural and functional changes in Postal Services in the year 2000 AD; and

(8) Efficiency improvement systems and methods such as application of computer and other technological innovations.

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ANNEXURE - I

TABLES

TABLE III-2

DETAILS OF POST OFFICES, LETTER BOXES
AND RURAL POSTOFFICES

	1962-63	63-64	64-65	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74
Post Offices	69	86	280	347	200	467	394	263	226	218	200	234
Letter Boxes	89	71	28	302	288	134	167	916	255	288	322	314
Rural Post-offices	-	-	-	-	-	137	227	345	237	247	251	189

Source: Annual Report of the Post Office of India for an Historical Survey of its
List, Progress, Regulation and General Administration, Calcutta: India Office, 1974, P. 129(a)

ANNEXURE - I

TABLE V-1
HEAD ANCHAL OFFICES IN THE ANCHAL DIVISIONS IN 1937
(TRIPAVOORE ANCHAL)

Sl. No.	Anchal Division	Name of the Anchal Office	No. of Sub Anchal Offices
1.	Painanabhapuram	1. Enoothapandi	2
		2. Sathindram	6
		3. Nagercoil	5
		4. Eraniel	2
		5. Thochalay	6
		6. Nanthikara	14
2.	Trivandrum	7. Noyyattinkara	8
		8. Chalay	7
		9. Trivandrum	12
		10. Nedumangal	6
		11. Attingal	11
3.	Quilon	12. Quilon-I	11
		13. Quilon-Piravagai	
		14. Kottarakkara	15
		15. Punalur	4
		16. Shencottah	4

ANNEXURE X**TABLE V-4 (Continued)**

Sl. No.	Amhal Division	Name of the Amhal Office	No. of Sub Amhal Offices
4.	Marvellikara	17. Adoor	9
		18. Puthanathitta	11
		19. Palanayathalangara	6
		20. Marvellikara	9
		21. Haripad	5
		22. Kayankulam	4
		23. Changanoor	6
5.	Alleppey	24. Tiruvalla	29
		25. Alleppey	12
		26. Changanasherry	11
		27. Sthertalla	8
6.	Kottayam	28. Kottayam	31
		29. Pala	11
		30. Vyoona	7
7.	Marattupuzha	31. Marattupuzha	9
		32. Thodupuzha	5
		33. Perambalur	6
		34. Alwaye	9
		35. Parur	6
8.	High Range	36. Ponnada	6
		37. Deviclan	5

(Source: Travancore Government, Travancore Directory 1938
 Trivandrum : Travancore Government, 1937, pp. 558-560).

TABLE VII - 1

DEPARTMENTAL STAFF: DIFFERENT CATEGORIES AND PAY SCALES

Sl. No.	Group	Name of Post	Scale of Pay Range	Reference/Source
(1)	(2)	(3)	(4)	(5)
1.	A	Secretary, Dept. of Posts. (Director General & Chairman, Postal Board)	3500 (Fixed)	(C) DG P&T No. 23-17/65 PL II dt. 21.5.66
2.	A	Members, Postal Board	3000 (Fixed)	(a) N.A.A. 1974 P.12 (b) N.P. (DE) No. 267 (E) dt. 14.6.74 & DG P&T No. 1/67/74/ PAP dt. 24.6.74
3.	A	Dy. Director General Postal Board	1) 2500-125/2-2750 2) 2250-125/2-2500	(b) N.P. (DE) No. 267 (E) dt. 14.6.74 & DG P&T No. 1/67/74/ PAP dt. 24.6.74
4.	A	Dy. Director General, Finance/ Accounts.	1) 2500-125/2-2750 2) 2250-125/2-2500	(b) N.P. (DE) No. 105 dt. 1.5.74 & DG P&T No. 1-60/74- PAP dt. 9.9.74
5.	A	Chief Engineer, Civil Wing	2500-125/2-2750	(e) OMR 212 (E) dt. 11.7.74 & DG P&T No. 2-67/74 dt. 23.7.74.
6.	A	Dy. Director General, Vigilance/Efficiency Bureau	2250-125/2-2500	-do-
7.	A	Postmaster General (Level I)	2500-125/2-2750	(e) OMR 267 (E) dt. 14.6.74 DG P&T No. 1/67/74/PAP dt. 24.6.74. -do-
8.	A	Controller, Foreign Post, Director, Postal Staff College	2500-125/2-2750	-do-
9.	A	Postmaster General (Level II) Addl. Postmaster General	2250-125/2-2500	-do-

(1)	(2)	(3)	(4)	(5)
10.	A	Secretary, Postal Board	1500-00-1800-100-2000	(a) CSR 312(E) dated 11.7.74
11.	A	Director, Medical	-do-	(a) DOP&T No. 1-47/74, PAP dt. 23.7.74
12.	A	Director Finance/Accounts	-do-	(a) CSR 105 dt. 1.5.74 & DG P&T No. 1-40/74 PAP dt. 9.9.74.
13.	A	Director, Motor Vehicles, Welfare, Philately.	1500-00-1800.	(a) CSR 312(E) dt. 11.7.74 and DG PT No. 1-47/74 PAP dt. 23.7.74.
14.	A	Director Postal Services, Postal Staff College, Training Centre.	1500-00-1800-200-3000.	(a) CSR 267(E) dt. 14.6.84 & DOP&T No. 1/47/74 PAP dt. 24.8.74.
15.	A	Superintending Engineer (Civil wing)	1500-00-1800-200-3000	(a) CSR 312(E) dt. 11.7.74 & DG PT No. 1/47/74 PAP dt. 23.7.74.
16.	A	Senior Architect (Civil wing)	-do-	-do-
17.	A	Presidency Postmaster, Bombay/Calcutta	1100-00-1700	(a) CSR 267(E) dt. 14.6.74 & DG PT No. 1/47/74 PAP dt. 24.6.84.
18.	A	Presidency Postmaster Madras (Postmaster CL.I)	1100-00-1600	-do-
19.	A	Asst. Director General Asst. Postmaster General SSPOs (senior scale) SAsAs (senior scale)	1100-00-1600	-do-
20.	A	Asst./Chief A/c Officer/ Dy Director (P.L.I)	-do-	(a) CSR 105 dt. 1.5.74 & DG P&T No. 1-40/74 PAP dt. 9.9.74.

(1) (2) (3) (4) (5)

21.	A	Costs Accounts Officer	1100-50-1000	(e)	CSR 105 dt. 1.3.74 & DG PT No. 1-00/74 PAP dt. 9.9.74
22.	A	Executive Engineer(Civil)	-do-	(e)	CSR 217 (E) dt. 9.5.74 PP 974-975.
23.	A	Senior Medical Officer	-do-	-do-	-do-
24.	A	Senior Manager, M.M.S.	-do-	-do-	-do-
25.	A	A SPSOs and S.M.S.	700-00-900/00-1100- 50-1300	(e)	CSR 267 (E) dt. 14.6.74 DG PT No. 1/67/74 PAP dt. 24.6.74.
26.	A	Manager, M.M.S.	700-00-900/00-1100- 50-1300	(e)	CSR 702 (E) dt. 30.12.74 DG PT No. 2/26/73.PC/ PAP dt. 23.6.75.
27.	A	Asst. Chief Accounts Officer	-do-	(e)	CSR 105 dt. 1.3.74 DG PT No. 1-00/74.PAP dt. 9.9.84.
28.	B	Administrative Officer	800-00-1000/00-1200	(e)	CSR 119 (E) dt. 28.2.86 DG PT No. 1-25/74 dt. 19.3.84.
29.	B	Accounts Officer	-do-	-do-	-do-
30.	B	Asst. Cost Accounts Officer	-do-	-do-	-do-
31.	B	Asst. of P.O.	610-30-740-35-810/28- 800-00-1000/00-1200	(e)	CSR 409 (E) dt. 13.11.73 DG PT No. 1-2/73-PAP dt. 7.12.83.
32.	B	Dy. Supt. of P.O.	-do-	-do-	-do-
33.	B	Supt. P.O.	-do-	-do-	-do-
34.	B	Dy. Supt. P.O.	-do-	-do-	-do-
35.	B	Asst. Director	-do-	-do-	-do-
36.	B	Supt. Postal Stores Depot	-do-	-do-	-do-
37.	B	Welfare Officer	-do-	-do-	-do-
38.	B	Hindi Officer	-do-	-do-	-do-
39.	B	Section Officer in P.O.	-do-	-do-	-do-
40.	B	Senior Postmaster	-do-	-do-	-do-
41.	B	Asst. Engineer (slabs)	-do-	-do-	-do-
42.	B	Asst. Engineer (Civil wing)	-do-	-do-	-do-

(1)	(2)	(3)	(4)	(5)
38.	B	Junior Analyst	650-30-740-25-810/25-890-40-1000/40-1200	(a) CSR 119(E) dt. 28.2.76 DG PT No. 1-25/74-PAP dt. 19.3.84.
39.	C	Manager, MLO Bombay and Calcutta.	700-30-760-35-900	(a) CSR 119(E) dt. 28.2.86 DG PT No. 1-25/74 PAP dt. 19.3.84.
40.	C	Other Managers of MLOs	550-20-650-25-750	-do-
41.	C	Higher Selection Grade Asstt.	-do-	-do-
42.	C	Head Asstt. PEO Resid./ Calcutta and Sales Office, Allgairh.	-do-	-do-
43.	C	MEO in Foreign Post	550-30-650-25-750.	-do-
44.	C	Head Record Officer(MSO,I)	700-30-760-35-900	-do-
45.	C	Postmaster (MSO I)	-do-	-do-
46.	C	Jr. Accounts Officer	900-20-700/25-900	-do-
47.	C	Asst. Supt. of POC	550-25-750/30-900	-do-
48.	C	Asst. Supt. RMS	-do-	-do-
49.	C	Office Superintendent 1)	700-30-760-35-900	(a) CSR 261(E) dt. 9.8.76 DG PT No. 1-43-PXI dt. 11.10.2974. -do-
			550-20-650-25-750	-do-
50.	C	Head Assistant	550-20-650-25-750	-do-
			425-15-600/15-660-20-700	-do-
51.	C	Dy. Manager/Asst. Manager, Returned Letter Offices.	-do-	-do-

52.	C	Technical Analyst	550-35-750/30-000	(e) OAR 119(E) dt. 28.2.86 DC PT No. 1-25/74 PNP dt. 19.3.76.
53.	C	Research Assistant (Hindi)	-do-	-do-
54.	C	Hindi Assistant	425-15-000/15-000-30- 700/25-000	-do-
55.	C	Sub editor	470-15-000/20-000/25-750	-do-
56.	C	Senior Draftsman	1) 425-15-000/15-000-20-700 2) 330-10-300/12-500/15-500	-do-
57.	C	Investigator	425-15-000/15-000-20-700	-do-
58.	C	Postmaster (HIS, II)	550-30-000-35-750	-do-
59.	C	Asst. Presidency Postmaster	-do-	-do-
60.	C	Dy. Postmaster	-do-	-do-
61.	C	Dy. Sub Postmaster	-do-	-do-
62.	C	Sub Record Officer (HIS, II)	-do-	(e) OAR 119(E) dt. 28.2.86 DC PT No. 1-25/74 PNP dt. 19.3.86. -do-
63.	C	Record Officer	-do-	-do-
64.	C	Supervisor	-do-	-do-
65.	C	SOI (postal)	425-15-000/15-000-20-700	-do-
66.	C	SOI (HIS)	-do-	-do-
67.	C	Manager PEO Jammu	-do-	-do-
68.	C	Dy. Manager/Asst Manager PEO	-do-	-do-
69.	C	LSD DPM, APN, SPN, DYSM	-do-	-do-
70.	C	Sub Record Officer/Record	-do-	-do-
71.	C	Development Officer PLY Officer	-do-	-do-
72.	C	St. Asstt/ S.G. DCC	-do-	-do-

(1)	(2)	(3)	(4)	(5)
72.	C	Dr. Asstt/MS	330-10-390/12-500/15-560	
74.	C	Computer	-do-	
75.	C	PO & RNS Accountant	380-12-440/15-560/20-630	(e) DG PT No. 31-31/74 PEI dt. 10.1.77
76.	C	Senior Care Taker	330-8-378-10-400/10-490	(e) CSR 119(E) dt. 28.2.86
77.	C	Phn/signallers/MS, SPM/TTX/Asst. TTX/PO & RNS Asstt Instructors in Local TTY. Centres/Platform Inspectors/Head Sorters/Machineman (print) Operator (P&D Call)	250-8-300/8-340-10-360-10-420/12-480	-do-
78.	C	L.D.C.	260-6-290/6-326-8-366/8-390-10-490.	(c) CSR 499(E) dt. 13.11.73 DG PT No. 1-2/73, PAP dt. 7.12.73.
79.	C	Hindi Supervisor	500-20-700/25-900	(c) CSR 10(E) dt. 11.1.74 DG PT No. 1-2/74, PAP dt. 13.2.74.
80.	C	Asst. Hindi Supervisor	-do-	-do-
81.	C	Technicians (Sel. Grade) Ordinary	360-12-500-15-530 260-8-300/8-340-10-360-12-420/12-480	-do-
82.	C	Wdg. Overseers/J.L. (SR) Ordinary -	550-25-750/30-900 425-15-500/15-560-30-700	(c) CSR 10(E) dt. 11.1.74 MSDG's No. -do-
83.	C	Pressman (Hyd. Press)	360-12-500/15-560	-do-
84.	C	Sr. Proof Reader	-do-	-do-
85.	C	Jr. Proof Reader	330-8-378-10-400/10-490	-do-
86.	C	Copy holder	260-6-326/8-350	-do-
87.	C	Compositor	-do-	-do-
88.	C	Machineman	-do-	-do-

(1)	(2)	(3)	(4)	(5)
89.	C	Programmer	260-6-326/b-390	(e) CSR 10(E) dt. 11.1.84 DO PT No. 1-2/74, PAD dt. 13.2.76. -do-
90.	C	Distributor	-do-	-do-
91.	C	RM Superintendent	455-15-860/20-700	-do-
92.	C	Electrician	330-8-370-10-400/10-400	-do-
93.	C	Operator/works Assistant	260-6-326/b-390	-do-
94.	C	Mechanics/Plumber/drummer	-do-	-do-
95.	C	Carpenter/maison/Plumber	-do-	-do-
96.	C	Linerman/Painter	-do-	-do-
97.	C	Asst. Operator/Asst. Painter	210-4-226/4-250/5-390	-do-
98.	C	Asst. Drummer/Asst. Carpenter	-do-	-do-
99.	C	Asst. Maizon/Asst. Plumber	-do-	-do-
100.	C	Notes	-do-	-do-
101.	C	Tuner	320-6-326-b-390-10-000	(c) CSR 273 dt. 13.11.73 DO PT No. 1-2/74, PAD dt. 30.1.76. -do-
102.	C	Electrician/Wyrum	260-6-326/b-390	-do-
103.	C	Tin Copper Smith/Carpenter	-do-	-do-
104.	C	Joiner/Blacksmith	-do-	-do-
105.	C	Painter/L.V. Electrician	-do-	-do-
106.	C	Welder(all skilled)	-do-	-do-
107.	C	Staff Car Driver	-do-	-do-
108.	C	Dispatch Rider	-do-	-do-
109.	C	Counter (RMS)	230-4-250/5-370	-do-

(1)	(2)	(3)	(4)	(5)
110.	C	Head Postman/Overseer/Sup. Postman/Head Post/Co.O./No. Dptl. SPM/Head Mail Guard/Mail Inspect.	200-6-336/e-350	(e) DG PT No. 1-4/77/PAT (11) PAP dt. 7.6.78
111.	C	Postman/Village Post/Mail Guard/Stamp Vendor	210-4-250-270	(e) OSA 119 (2) dt. 20.2.74 DG PT No. 1-25/74, PAP dt. 19.3.74.
112.	C	Customer Operator	200-6-336/e-350	(b) DOP OM No. 2862A/2/MSOC(e) dt. 20.5.78.
	D	-do-	210-4-250/5-270	-do-
113.	D	Janitor (S.O)	210-4-250/5-270	(e) OSA 119 (2) dt. 20.2.74 DG PT No. 1-25/74
114.	D	Daftary	210-4-350	(e) DG PT No. 15-14/74, 12 (SPO-1) dt. 22.6.75
115.	D	Painter/Carpenter/Bindery/Asst. Mechanic	210-4-336/e-350-5-350	(e) OSA 10 (2) dt. 11.1.74 DG PT No. 1-74-PAP (2) dt. 11.2.74.
116.	D	Chaudhari (Directorate)	210-4-250/5-270	-do-
117.	D	Mail Post/Checkdar	196-3-230/3-232	(e) OSA 499 (2) dt. 11.11.73 DG PT No. 1-2473 dt. 7.12.1973.
118.	D	Boy Post/boy messenger	160-3-270	(a) OSA 119 (2) dt. 20.2.74 DG PT No. 1-25/74
119.	D	Khalsa/holder	196-3-230/3-232	(e) OSA 119 (2) dt. 11.1.74 DG PT No. 1-74-PAP (2) dt. 11.2.74

Sources/Refs a) Accountant General, P.W. Annual of Appointments and Allowances of the Officers of the Indian Post Department, Fourth Edition, Accountant General P.W. New Delhi, 1976, P.P. 12-13; P.P. 25-28)
 b) Ministry of Finance (Dept. of Expenditure) Notifications.
 c) DG, P.W. Letters/orders commencing quarterly notifications.

ANNEXURE - I

TABLE VII-7
ROTATION OF CHARGES : TENURE OF POSTS

Sl. No.	Post	Tenure
1.	Superintendent of Post Offices	4 years
2.	Superintendent of Railway Mail Service	4 years
3.	Assistant Superintendent of Post Offices	4 years
4.	Assistant Superintendent of Railway Mail Service.	4 years
5.	Head Clerks in Divisional Offices	4 years
6.	Investigating Inspectors	4 years
7.	Head Clerks in Circle Office	4 years
8.	Clerks in General Post Offices and Senior Post Offices	4 years
9.	Clerks in Divisional Offices	4 years
10.	Clerks in correspondence and Accounts branches of Head Post Offices	4 years
11.	Group D, Clerks and lower selection grade clerks in Foreign Post Offices (in general branches).	4 years
12.	Group D, clerks and Lower Selection Grade Clerks of foreign post in stores and shipping post.	3 years
13.	Non-posted Head Postmasters, sub postmasters and clerks in post offices having one clerk besides the sub postmaster	3 years
14.	Post office clerks who handle cash or valuables.	1 year
15.	Clerks in charge of Savings Bank and Sub Accounts Departments	6 months

Sl. No.	Post	Tenure
16.	Sorting Clerks in SMS Divisional Offices.	8 years
17.	Sorting Assistants and Selection Grade Assistants	4 years
18.	Accountants	4 years
19.	Clerks in Returned Letter Office handling cash or valuables	1 year

Source: DO P&T, Posts and Telegraph Manual, Volume IV, Establishments, (Fifth Edition) New Delhi: Posts and Telegraphs Department, 1978, pp.57-58).

ANNEXURE - II

FIGURES