

INDIA

IS~~TR~~ACTION & PROGRESS

BY
STRACHEY, G.C.S.I.

NON REVISED AND ENLARGED

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TEXT-BOOK
OF
OFFICIAL PROCEDURE.

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OF
OFFICIAL PROCEDURE

A COMPLETE PRACTICAL TREATISE ON THE
WORKING OF THE SECRETARIATS OF
THE GOVERNMENT OF INDIA.

BY
C. P. HOGAN
OF THE INDIAN FOREIGN OFFICE.

Calcutta :
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PREFACE

THE progressive development and advance of British power in India give rise to a multiplicity of administrative questions of varying degrees of importance and complexity, to the solution of which it is the province of the various departments of the State to address themselves. Where the field of administration is so vast, and the interests involved so great, such questions must press and demand speedy disposal : hence the necessity for an organised system of procedure for the efficient conduct of the work of a department.

Departmental procedure involves the idea of a *personnel* ; and this *personnel* comprises two elements—the administrative and the ministerial. These two elements must ever operate in unison in view to effective issue ; and though their spheres of action are essentially distinct, the former cannot exercise its functions except on material prepared by the latter.

Excellence of administration therefore implies efficiency in the *personnel*, and the means of securing a continuity of such efficiency. The succession of efficient administrative officers is provided for by the rules framed for the admission of candidates into the various services from which they are recruited. As to ministerial officers, they were not required to undergo any test of efficiency, the acquisition of which was left to experience that might be gained by virtue of such faculties as they possessed ; nor was the necessity for efficiency in this class of officers admitted by the State, till quite recently, when it was, to a certain extent, recognised by the promulgation of the clerical examination rules. The rules, while they made provision for general educational ability compatible with the nature

of the duties which the clerks were expected to perform, were practically useless in securing even a superficial, if not an efficient, knowledge of departmental procedure, which constitutes the essential attribute of ministerial officers. It is true that the subjects prescribed for the examination of candidates for clerkships included docketing, précis-writing and drafting; but the rules impliedly admitted that, in the absence of any textbook treating fully on the working of a department, knowledge of official procedure must necessarily be scant and meagre, inasmuch as they endeavoured to supply the deficiency, by prescribing that the candidate selected should be on probation for one year, before being confirmed in his appointment.

These rules were intended to supply efficient clerks for the two main divisions—the lower or routine, and the upper or intellectual—of the clerical service; but, despite the probationary clause, the state of affairs was hardly a whit better, and the benefit to the Government, in whose interests the rules were framed, in securing a better educated class of men, very problematical indeed. Time and practical results have exposed the fallacy of the idea, that the comparatively meagre test prescribed in the rules was well adapted to provide for the service educational ability, combined with a general knowledge of the principal classes of departmental work, which, with very little experience, would enable the candidate to acquire efficiency as a clerk, within a far shorter period than under the old régime; and the Government have at length come to recognise the shortcomings of the rules, which, though they had worked satisfactorily as regards the lower division of clerks, had not been successful as a means of recruiting for the upper division. While the general knowledge of the successful candidate for an upper-division clerkship was

scarcely, if at all, above par of that of his eligible rival in the lower division; at least so far as the requirements of the service were concerned, his knowledge of the principal departmental functions, though judged adequate by the test prescribed, was lamentably deficient, and needed, as before the issue of the rules, the same training in the school of experience, as the clerks of the lower division have to undergo. The appointment therefore of such candidates to the superior grades of the Secretariat Clerical Service, in supersession of the claims of deserving members of the lower grades, was to say the least unfair, and exercised a demoralising influence on the latter.

These facts have led to the recent revision of the rules by the abolition of the test for the upper division, and by slightly raising the standard of the test for the lower division, by the inclusion of drafting among the subjects. The revised rules require that candidates for the lower division shall possess a certain amount of knowledge of some of the principal departmental functions; and that the upper division shall be recruited by the promotion of eligible clerks from the lower, and failing these, by open competition. These requirements, and the maintenance of the probationary clause, clearly point to the necessity for a reliable and practical text-book, which shall convey precise and accurate instruction in respect of the various departmental functions, and in which the candidate for clerkship and the aspirant for promotion may find the information necessary to enable them to qualify themselves, and pass any requisite tests.

Attempts have been made to meet this want by the publication of a few so-called manuals or guide-books, by persons who have had no experience whatever of the working of an Indian secretariat; but this circumstance combined with the

limited scope of these books, and the necessarily imperfect instructions contained therein, render them practically of very little use, if any, in the acquisition of the necessary knowledge of secretariat duties. This work, which embodies the experience of over a third of a century in the first secretariat of the Government of India, was originally intended to supply the deficiencies of such publications, and to furnish an adequate text-book for clerical candidates. In the course, however, of its compilation, the idea was conceived of making it a complete practical treatise on the working of a department, and thus extending its sphere of usefulness to every class of secretariat officers. A glance at the table of contents will show the plan of the book, and the nature of the attempt that has been made: whether or not, and to what extent, the objects aimed at have been accomplished it is for the unprejudiced and impartial critic to judge.

The book, though original in its conception and design, is in fact a systematisation of established principles of procedure obtaining in the secretariats of the Government of India: its chief end, which has been steadily kept in view, is the benefit to the State derivable from the practical training of clerks, and from harmonising the relations between administrative and ministerial officers. It is not enough that the clerk should possess complete knowledge of his duties: it is necessary that he should reduce that knowledge to practice, if efficiency is required; and nothing is better calculated to evoke hearty co-operation, which is the soul of efficiency, than harmony of relations between superiors and subordinates. Any attempt to strain those relations must inevitably result in disharmony and consequent inefficiency.

One, who has not given the matter serious consideration, is apt to underestimate the importance of the clerk, or to ignore the, by-no-means insignificant position he occupies in

the government of the State: not so the experienced administrator, who recognises in the clerk a valuable and trusty co-adjutor. If precision, equity, and uniformity are essential characteristics in the decisions of the Government,—if the disposal of questions connected with the administration of the State, needs, as it does, due consideration in the light of preceding phases of those questions, or of previous rulings or orders, or of precedents, or of special rules or regulations,—then indeed the value of the clerk, whose duty it is to furnish the material necessary thereto, can never be overestimated: administrative officers, from their necessarily brief tenure of office, could not be expected to possess the requisite knowledge of the records, nor of special rules and regulations; and any lache on the part of the clerk is calculated to seriously compromise the Government. Indeed, a no less distinguished Indian statesman than the late Sir Charles Aitchison, recognising the real position and importance of the clerk in the scheme of administration, has thus recorded his views on the subject:—"None but those who have had experience of the working of one of the large Departments of Government can well understand how much it is in the power of the clerk to facilitate or impede the work of the Government." Again, a further testimony to the importance of the clerk is borne by Mr. W. Lee-Warner, Secretary in the Political and Secret Department, India Office, London, who, on the occasion of his vacating the office of Under-Secretary in the Indian Foreign Office, thus expressed himself in his valedictory address:—"The officers could do little without the establishment, and the superintendents are the main-springs of the whole machinery." It is unnecessary to adduce additional evidence in support of an axiomatic truth. Hence, in the interests of the State, arises the necessity for a thorough train-

ing of clerks in the proper knowledge and discharge of their duties, and for the harmonious co-operation of superiors and subordinates—the two main objects which form the theme of this treatise.

In India, where the field of employment is so limited, government clerkship is the principal career to which the average youth aspires, or for which he is destined ; and this fact has been recognised by some of our colleges and schools which have already undertaken to train students for the clerical service. Hitherto, however, instructions on the subject have, in the absence of any text-book thereon, been necessarily fragmentary, and of a more or less general character ; and the Government have had to be content with such poor results as were possible under the circumstances. The present treatise will, by its introduction into the curriculum of studies of every educational institution, render possible a systematic and thorough training for government clerkships. The Government too, with such a text-book, would be justified in insisting on a more extended knowledge of secretariat duties in future candidates for admission to its service.

A distinctive feature of the book is, that its usefulness is not restricted to any special class of readers : in it, candidates for clerkships, and clerks, both junior and senior, whether aspiring to promotion, or desirous of qualifying in the details of their duties, will find ready to hand instruction and information to satisfy their respective needs : even to the administrative officer and the official expert it will doubtless prove a useful handbook of reference. Great care has been devoted to make it as complete and practical and reliable as possible ; and lucidity and accuracy have been specially aimed at, in discussing the details of the different departmental functions.

Difficulty is often experienced in obtaining any particular information, from ignorance of the source whence it may be got: special chapters have therefore been devoted to a description of the nature of the information derivable from the principal books of general reference.

Having commenced by a general description of the mechanism of administration, and discussed in detail the various functions necessary for the conduct of work in the Imperial Secretariats, through whose agency the country is administered, the treatise concludes by a description of departmental economy, that is, of the means by which the machinery of the secretariat is made to operate.

In the course of my experience I have often noticed, what appeared to me to be, defects or rather shortcomings in the existing departmental systems. Closer observation led to the conviction that no fixed principles had been followed in determining the details of the systems, which seemed to be the outcome of the exigencies of the moment. Founded on no recognised standard, arrangements of to-day, affecting whether the constitution or the economy of a department, have had to be surrendered in favour of those necessitated by the circumstances of the morrow: hence the working of the department has come to be lacking in the elements of perfection and stability, to the detriment of efficiency, and consequently, to a not inconsiderable extent, of the interests of the State.

These circumstances induced me to give the matter serious consideration, in view to detect the source of the evil, and to discover the true principles which should govern the proper organisation and management of the secretariat. On due reflection, it was patent that the deficiencies in question were attributable to the departure of the systems, if they might be so designated, or rather to their deviation,

from nature, in whose organisation alone the true principles of perfection were to be found. It was therefore 'clearly necessary that a correct departmental system must be founded on natural principles; and those principles could only be apprehended by a careful study of nature in the concrete. Perfection is more or less perceptible in every organism, in every department of nature; but its details are to be found summarised in man, who is therefore justly styled the epitome of the universe. To deduce the true organic principles applicable to the secretariat, it was necessary that the comparison should be instituted on the physical plane, that is, with the physical body of man. This I have accordingly endeavoured to do in order to ascertain the conditions requisite for the successful working of the department; and have embodied the result of the comparison in the last two chapters of this treatise, entitled *The Model Secretariat*. These chapters may be objected to as being too discursive in the treatment of the subject: but could it have been otherwise, when they aim at drawing conclusions from established first principles?

The idea of adopting the human organism as the standard of comparison, in determining the terms on which the success of an institution may be ensured, is doubtless novel, and may, by some who have not given the matter the mature consideration it deserves, be held to be far-fetched, if not absurd. But, in view of the fact, that analogy is the master-key which unriddles all mysteries, is the notion so unreasonable that an organisation to be perfect must be based on the principles which underlie the being of nature's unique master-piece—the living human organism? Indeed, the same idea is practically carried out in the political, and social, and industrial planes, in the constitution and economy of the government, of society, and of the various industrial insti-

tutions ; and surely there is no reason why the same principles may not apply with equal advantage to the departmental system.

Besides the chapters in question, there are certain other matters treated of in the course of this book, which relate rather to the duties of administrative and superior officers, than to those with which the subordinate clerk is more immediately concerned ; and yet the omission of which would materially impair its completeness and mar its utility. The views I have enunciated are the result of long years of careful study, and of personal observation and experience ; and in advancing them, I have not been influenced by any desire to give undue prominence to what may eventually prove to be erroneous. I am well aware that such as seemingly trench on the domain of existing rule and practice, or on the rights of superior officers, will be open to much controversy and unfavourable comment : indeed, I am not vain enough to for a moment imagine, or entertain the belief, that my opinions will be accepted unquestioned, especially by those who are prepossessed in favour, or tenacious, of adverse views, or who, from whatever cause, are either indisposed or unwilling to accord to others an impartial and appreciative consideration. All I ask and expect is that condemnation may be suspended till such time as those opinions have failed to withstand the crucial test of experiment.

Official phraseology, in common with the nomenclature of other sciences, is not understandable by the general reader without clear and definite explanation of the peculiar meaning attaching to the terms. These terms are interspersed throughout the body of the book ; but to obviate the labour of referring to the particular passage where any specific term is explained, in order to learn the sense in which it is employed,

or the special notion it is intended to convey, a glossary has been added of the various technical words and expressions used in the transaction of official business.

The glossary is followed by appendices containing forms and specimens illustrative of the different departmental functions, and other useful information, such as the distribution of the administrative branches and subjects dealt with by the several departments of the Government of India, the clerical examination rules, etc. Many other items, which might have been appended and which would doubtless have proved useful to secretariat officers, have had to be omitted, to avoid extending the work to undue dimensions.

Those who may be inclined to doubt the usefulness of the book from a practical stand-point, who consider that an ounce of solid practice is worth a ton of theory, should not forget that efficiency is facilitated, and so attained more quickly when practice is preceded by theoretical knowledge than otherwise, a fact which experience has abundantly proved, and which is universally recognised: the very clerical examination rules are evidence of the admission of this principle. Without such knowledge efficiency, if at all possible, can at best be but slow of acquisition: indeed there are numbers of clerks in Government offices to-day, even among the ranks of senior clerks, who, with all their experience of years, are, to say the least, sorry specimens of clerical efficiency. Besides, it must be borne in mind, that this treatise is intended for all classes of Government officials: the sphere of its utility must therefore be co-extensive with its object; and any opinion as to its general usefulness, based on its applicability to any individual class, must certainly be erroneous.

The work deals with matters of a most delicate nature, the exposition of which has been hitherto unattempted, namely, the

inner working of Indian secretariats, and official discipline, embracing the nature of the relations that ought to subsist between departmental officers, in order to secure the efficiency of a secretariat, without which the interests of the State must inevitably suffer. Diffident of my own judgment as to how far I may have erred in openly discussing these matters. I have submitted the book to the judgment of superior Government officers, whose opinions, which will be found annexed to this preface, will best speak for themselves.

• A few words of explanation are, however, I think, necessary as to my reasons for introducing into this treatise the subject of discipline, or the due regulation of the relations between the different classes of officers of a department. (In the term, "officers," I include officers, both administrative and ministerial; in other words, I use the term in its widest acceptation, in the sense in which it is employed in the various regulations of the Government.) The first and foremost reason is, that a work which is professedly a complete treatise on the working of a secretariat cannot be said to be such, if it omits to treat of the question of discipline which is undeniably an essential element in its economy. Again, in the course of my long experience, I have observed with regret not infrequent instances of a lack of harmony, nay, I might almost say, a feeling of alienation, if not of positive antagonism, between superior and subordinate officers, brought about solely, it is hoped, not so much by disregard, as perhaps by oversight, of the nature of the proper relations between the two classes, which relations alone can obviate such undesirable results. To rectify this evil, that is, to establish a proper understanding between superiors and subordinates, and thus elicit their hearty co-operation, by a careful analysis and exposition of these relations, is another strong reason which has induced me to thresh out and discuss the

subject in all its bearings. In the treatment of the subject, I have endeavoured to steer clear of dogmatism which was farthest from my intention : my remarks are entirely based on a knowledge of human nature and on the principles of equity ; and I trust that they will be accepted in the same conciliatory spirit in which they are offered.

Considering its subject matter, and that it professes to give clear, precise, and practical instructions for the performance of secretariat duties, and aims at harmonising the relations between superior and subordinate officers, this treatise could only have been written by a clerk ; for, none but such an one can fully apprehend the details and intricacies of the various clerical functions, nor can any other realise the difficulties and disabilities, and sympathise in the vicissitudes, of a clerk's position, nor declare what shall constitute the true basis of harmony between superiors and subordinates, so far as the ministerial body is concerned. Hence, upon its merits or demerits, as an accurate and trustworthy guide to the efficient discharge of departmental duties, none other, save he who is, or has once been, an able and experienced clerk, is capable of pronouncing a true verdict. I accordingly append the opinions of the registrars and senior clerks of some of the secretariats of the Government of India.

In committing this work, such as it is, to the generous criticism of the reader, I would express the hope that he will treat with indulgence the errors and imperfections which are the necessary concomitants of every first attempt at methodisation ; and that, in arriving at a proper estimate of its value, he will merge the personality of the writer in the importance of its subject, and permit no illiberal sentiment to influence or warp his judgment. I might have been deterred from its accomplishment had I anticipated, at the outset, the difficulties

which beset the task, and the labour it has cost me. To devote every leisure moment, to sacrifice the well-earned repose, after the daily fatiguing labours of a clerical life, to forego every social pleasure and enjoyment, and to toil, often far into the night, from day to day, and from month to month, without intermission, at a self-imposed task, after all perhaps of doubtful issue, were indeed a strain which, apart from the mental discipline involved in its special character and literary execution, not any and every one may be able or disposed to bear : to fully realise its harassing nature, I can only say—

Expertus disces quam gravis iste labor.

I shall, however, consider myself amply recompensed for all my trouble, if the work but succeeds in fulfilling its mission of conveying a more extended knowledge of official duties, and of establishing on a firm basis, what is of far graver import, though unhappily so frequently ignored, a harmonious co-operation between the superior and subordinate officers of the department—the principal, if not the only effective, means of securing the highest interests of the State in whose service I have expended the best years of my life.

I have but to add that, in seeking the opinions of Government officers and of my colleagues in the service, I was well aware I was asking them to undertake a very irksome and laborious task. Their ready and ungrudging response to my appeal has, however, far surpassed my expectations ; for, many have supplemented their testimony with kind advice and valuable suggestions that have materially contributed to the completeness and accuracy of this work. To them all, I take this opportunity of tendering my grateful acknowledgments.

SIMLA :
GLENHOGAN,
The 30th March 1896.)

C. P. HOGAN,

OPINIONS

(1)

At last I am able to give you an answer with respect to your book. I regret very much that it has been so long delayed, but I could not write conscientiously without reading the book carefully *through*, and as I could only do so at long intervals the process was necessarily very slow. I did not think it right to give an off-hand opinion.

I am now able to say that having studied the book carefully it seems to me calculated to be very useful. There is, of course, a great deal in it with which I am not familiar, and I have myself learnt a great deal from the book which I did not know about the details of office work. But it is, so far as my knowledge goes, both accurate and thorough, and I hope that the Government will see their way to adopt it as an official manual. That is, however, a matter on which the Secretaries will have to form their own opinion.—*The Hon'ble Sir A. E. MILLER, K.T., C.S.I., Q.C., Member of the Council of the Governor-General.*

(2)

I am very sorry to have delayed so long in replying to your letter of the 8th ultimo. The draft copy of your work duly came to hand, and I have read it with much interest.

You have succeeded in preparing a most useful manual for Officers and Assistants, and I only wish that when I was *Attaché* or even Under-Secretary in the Foreign Office, such a work had been procurable. It would have saved me much time and trouble in mastering all the minutiae of office routine.

I congratulate you on the arrangement of your book and, so far as I am able to judge after so long a separation from the Foreign Office, on the completeness and accuracy of the information conveyed in it regarding official routine and procedure.

Your work will be invaluable to Assistants, and I trust that you will succeed in getting it adopted by Government as an official manual, or as a text-book for the examination of Assistants.

Please put me down as a subscriber for a copy when the complete work is issued.—COL. P. D. HENDERSON, C. S. I., *Resident in Mysore.*

(3)

I have been through the book and think that it shows an accurate familiarity with the subjects discussed, and a power of clearly expressing your meaning. When it is published I shall be glad to order a copy for my library.—*The Hon'ble MR. W. LEE-WARNER, C. S. I., I. C. S., Secy. to the Govt of Bombay, Poltl. Dept., and an Addl. Member of the Council of the Governor-General for making Laws and Regulations (now Secy., Poltl. and Secret. Dept., India Office, London)*

(4)

I am sorry I have not till now been able to give an opinion on your book.

I think it will be decidedly useful to clerks beginning work in any of the Government of India secretariats.

* * * * *

C L TUPPER, Esq., I. C. S., *Chief Secy to the Govt of the Punjab (now 2nd. Finl. Comr., Punjab).*

(5)

I have read your book with much interest. It contains a great deal of useful information. I am not sufficiently acquainted with the inner working of the secretariats to be able to form a valuable opinion as to the accuracy and completeness of the details embodied in it. But there can be no question as to the value of such a work to many persons joining a Government office, and I can suggest no amendments of importance.

* * * * *

* The appendices with Forms, Specimens, etc., will add much to the value of the book for purposes of reference.—A H. T. MARTINDALE, Esq., I. C. S., *Commr. of Ajmere.*

(6)

* * * * *

It seems to me that it (the work) should be very useful to anybody desiring to become a thoroughly efficient clerk in a Government office, and I would strongly recommend a candidate for such an appointment to make himself master of the rules and principles laid down for his guidance.

G. R. IRWIN, Esq., I. C. S., *Political Agent, Jhallawar.*

(7)

I return with thanks your book which I have read with interest: it should prove useful to young clerks in teaching them the details of office routine.—COL SIR A. C. TALBOT, K C I E, *Depy. Secy to the Govt. of India, Foreign Dept. (now Offg Resident, Kashmir)*

(8)

I think your treatise will be useful to many people

I wish it all success —J. A. CRAWFORD, ESQ., *Revenue Commr., Baluchistan.*

(9)

I return your book with thanks It appears to be a very careful and complete account of the processes in the Government departments, and I think it should be very useful for new men, and that it will be no less useful for men with experience in the service, as furnishing them with reasons for many processes which they go through mechanically without quite understanding their real object and import.

* * * * *

J. E. O'CONNOR, ESQ., C I E, *Director-General of Statistics, and ex-officio Asst. Secy. to the Govt. of India, Dept of Finance and Commerce*

(10)

I have been thro' your manual and think it might be very useful
* * * * * it is clear
you have taken a great deal of trouble in its compilation, and I should be glad to hear it proved a success —CAPTAIN H. DALY, C I E, *Asst. (now Offg. Depy.) Secy. to the Govt. of India, Foreign Dept*

(11)

I am much obliged to you for showing me the proof of your treatise on the working of Indian secretariats The work contains a mass of useful information, which must have given you great trouble in getting together. I am sure that it will be valuable to all who now are, or are likely to be hereafter, employed in any of the Government offices.

It ought to command a steady sale.—E. H. S. CLARKE, ESQ., *Asst. Secy. to the Govt. of India, Foreign Dept.*

(12)

I am very sorry that I have been unable to give an opinion before this on your book:

It is indeed an excellent compilation and contains a vast amount of information which I have no doubt will prove very useful not only to young men who are anxious to enter the Secretariat Offices of the Government of India, but also to persons who are already in the service of Government.—C. H. SAMPTON, Esq., *Registrar Home Dept*

(13)

I return herewith the copy of your Government of India Secretariat Office Manual, which seems to me to give full detail of the work of those offices besides information on points connected with that work.

The book gives proof of your intimate knowledge of the subject; and while the experienced hand will find it very useful for reference, the junior must find himself well repaid by a careful study of its contents.—MAJOR B. L. FREEMAN, V.D., *Registrar, Public Works Dept.*

(14)

I read through your book at Simla, and it struck me as being a very useful work indeed, particularly so for the younger men in our offices.

H. HESLITINE, Esq., *Supdt., (now Registrar,) Dept. of Finance and Commerce*

(15)

The book is a careful compilation and contains useful information.

A. B. WILSON, Esq., *Registrar, Legislative Dept*

(16)

I have read your book carefully and with much interest. In my opinion it would be a most valuable guide for all secretariat men—officers and clerks. It must have given you a great deal of trouble to compile, and I think you have succeeded in putting together a most useful work, which I should be glad to see as the Office Manual of the Foreign Department.—A. J. ROLLO, Esq., *Supdt., Foreign Office.*

(17)

I have read your treatise with much interest and now return it with thanks. The book contains a great deal of useful information clearly and

well put together ; and will, I feel sure, be of great help to clerks in the government secretariats, more especially to beginners who, so far as I know, have no other adequate means of acquainting themselves with the processes which have to be got through in a secretariat—a want which your book amply supplies. Any clerk starting life in a government secretariat will, I believe, the sooner pass through his probationary course and become an efficient hand with the aid of your useful and complete Manual, than without its help.—J. L. MILNE, Esq, *Supdt, Home Dept.*

(18)

I have read your treatise with much care and interest. In my opinion, though the subject is most important and intricate, your treatment of it, *i.e.*, your arrangement and codification of the rules and principles governing the conduct of official business in large offices, leaves nothing to be desired. I can suggest no improvement worthy the name. The accuracy and completeness of your instructions render the work invaluable to all classes of public servants employed in the secretariats, and the book will be exceptionally useful to the recruit seeking such employment. I think it would be most appropriate as a text-book for the examination of candidates for the Government of India secretariats.

As to its literary execution, I consider that the language you have employed is so happily expressed as to be understandable by any person of ordinary education and intelligence. Your explanations of every branch of public business are clear and exhaustive.

I may add that if I had had your book in 1889-90, when employed in re-organising the system of work in the Assam Secretariat, my task would have been much simpler and easier than I found it.—W. SPENCER, Esq., *Supdt., Foreign Office.*

(19)

(From a Veteran Secretariat Clerk.)

This book I know has cost its writer
Nights of weary, patient toil ;
But its contents are all the brighter,
For the use of "midnight oil."

It treats a subject dry as ashes,
In a terse and limpid style,
Illuming as with lightning flashes,
What in darkness lay erstwhile.

In words that one's attention fether,
 It leads all who wish to learn,
 From "Receipt" to responsive "Letter,"
 Or to "Resolution" stern.

It takes them onward from the "Docket,"
 To the "Precis," "Note," and "Draft ;"
 And puts into their mental pocket
 Things else helpful to their craft.

I "Records" a lore that but rarely
 In a cleric you will find,
 And is an "Index," if judged squarely,
 Of a deep, observant mind

would therefore commend its study,
 (Though my counsel meet with sneers),
 To clerks whose cheeks with youth are ruddy,
 And to those of riper years

Nay, for its wealth of useful knowledge,
 It should take a text-book's place
 In every public school and college,
 That will train the coming race —J. W. B

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INTRODUCTION.

SUGGESTIONS ON THE USE OF THIS TREATISE.

As the book professes to be an exhaustive treatise, in which is described the entire machinery by means whereof India is administered by the British Government, the rules and principles therein codified, and the instructions and information which it contains, must be specially useful to the various classes of officers, whether administrative or ministerial, as well as to aspiring candidates for clerkships. It will therefore serve a good purpose to make a few suggestions as to the parts of the book wherein each class may find matter adapted to its requirements.

Administrative Officers.—Information on points connected with the government of the State will be found in chapter (I) which deals with the mechanism of administration. In chapter (III), are codified the rules and principles relating to the several classes of correspondence in vogue in secretariat offices; while certain other miscellaneous procedure, with which it is necessary that the officers should be acquainted, are treated of in chapter (XIX). The chapter (XX) on *Departmental Economy* is recommended for perusal. special attention is however drawn to section (3). This section (3), which treats of departmental supervision, shows the respective duties of superintendents of branches, and of registrars or chief-clerks; and it is imperative that administrative officers should be well informed as to these duties, as any serious departure from their legitimate exercise, in relation to subordinates, is eminently calculated to lead to a rupture of harmony between superiors and subordinates, so fatal to hearty co-operation, which is a

main element of efficiency, and consequently so detrimental to the interests of the State. Chapter (XXI) deals with discipline, that is the due regulation of the relations between departmental officers, which is so essential to harmony. A careful analysis of the basic principles of discipline is followed, in sections (3) and (4), by a similar analysis of the principles of harmony which ought to subsist between superiors and subordinates. Section (4) contains moreover an exposition of the various means resorted to by unprincipled subordinates to promote their own selfish, if not worse, purposes; and it is highly necessary that unwary superiors should be warned betimes, and guarded against such machinations. There are, besides, various points relating to the details of the departmental system, of which it were well that administrative officers should be informed: these will be found interspersed in the course of the treatise.

Registrar or Chief-Clerk.—Of the working of the departmental machinery the registrar or chief clerk should possess a complete knowledge—he is however concerned in a particular manner with chapters (XIX), (XX), and (XXI) which treat of certain necessary procedure of a miscellaneous character, and of the economy or management of the department. As the ultimate referee in all matters connected with the working of the secretariat, it goes without saying that he should be a thorough master of the departmental system; he must have a clear insight into all its parts, so as to be able to remove any obstacle or impediment that may clog its action. He should also make a special study of the principles of harmonious co-operation, which is the key-stone of discipline and efficiency.

Superintendent.—Not unlike the registrar or chief-clerk, the superintendent must be thoroughly acquainted with all the intricacies of the departmental system. Though under

a functional classification of the work of a secretariat, the superintendent is chiefly concerned with the particular function with which his branch is accredited, yet, in view of his status, or of the possibility of his transfer to another branch, it is but reasonable to expect that he should possess more than a mere general knowledge of the work of the department. While therefore he will find complete information on the subject in the course of the treatise, chapters (xx) and (xxi) are recommended for his careful study, as indicative of the principles on which alone a branch may be efficiently conducted.

Senior Clerk.—If the work of the department is 'subjectively' classified, the senior clerk is required to be conversant with *all* the details of the departmental system; even under a functional classification, though only a thorough knowledge of the special function of his own branch is what is strictly requisite for him, he ought to acquire proficiency in respect of such other functions also as are suited to his capacity, nay of the whole departmental system, with a view to his promotion, and possibly consequent transfer to branches accredited with other functions. Hence, for him, a study of the entire treatise would be very helpful: chapter (xx), which treats of the economy of the department, is specially commended to his attention.

Junior clerks, who are expected to perform simple duties of a more or less routine character, should have a proper idea of official routine, and be acquainted with the elementary principles of the various departmental functions. The portions of the book best adapted to their requirements are chapters (ii), (iv), v, (vi §§ [4—9]), (ix), (x), (xii §§ [4 & 5]), (xix § i), and (xx § 2 [c]): the relations of subordinates towards their superiors will be found discussed in chapter (xxi § 4).

Candidate for clerkship.—The clerical examination

rules require that the candidate for the lower division of clerkships shall possess a certain amount of general knowledge of the principal departmental functions: of course the more accurate such knowledge, the greater are the chances of his success. He is therefore recommended to make a careful study of the following portions of this work:—Chapters (IV § 2), (VI §§ [4—9]), (VII), (VIII), (IX), and (X). For appointments in the upper division of clerkships, when thrown open to general competition, the candidate should be well up in the details of all the departmental functions, as expounded in chapters (II—X), (XII), (XIII), (XIX § 1), (XX § 2 [c]) and (XXI).

This work, as has been already stated elsewhere, was originally intended to supply a complete, and practical, and reliable guide to the working of a secretariat of the Government of India. As the Indian departmental system is about the most complete, if properly conducted, that could be devised, it would doubtless be advantageous if a similar system were introduced, *mutatis mutandis*, in all subordinate offices, and in the secretariats of local governments and administrations: this treatise would doubtless afford material help towards the accomplishment of such an objet.



CHAPTER I

THE MECHANISM OF ADMINISTRATION IN INDIA.

Before entering upon an exposition of the means by which the government is conducted, we shall endeavour at the outset to explain the system of administration obtaining in India, and the correlation of its parts, which weld together into a consistent whole, the component elements that constitute the British Empire in the East.

2. Preliminary however to discussing the details of the administrative machinery, it is necessary to form an accurate idea of the chief controlling authority, without which it is impossible to comprehend in its integrity the complex process of administration.

§ 1.—*Constitution of Government.*

(a)—The India Council.

3. As a dependency of the British Crown, India is primarily ruled by the Queen of England under the style of Empress of India, a title assumed by her in 1877, as declaratory of the supremacy of the British Government over all the Native States in India.

4. The Home Government of India is conducted through a Member of the British Cabinet, the Secretary of State for India, aided by his Council, known as the Council of India.

5. Of the members of the Council, fifteen in number, who are appointed by the Secretary of State, twelve hold office for a term of ten years, which may however, for special reasons, be extended for five years more : the remaining three, having professional or other special qualifications, may be appointed for life.

6. The majority of members must be persons who have held high office or resided in India for at least ten years and who have not left India more than ten years before their appointment.

7. As a rule every order proposed to be made by the Secretary of State, must be laid before the Council prior to its issue.

8. The Secretary of State may, however, make the order—

(a) when the question at issue is considered urgent, in which case he must record his reasons for doing so ;

(b) when extraordinary expenditure is involved ;

(c) when the questions dealt with affect the relations of the government with Foreign Powers, such as making war or peace, and prescribing the policy to be followed towards Native States ; and generally.

(d) in matters in which secrecy is necessary.

9. But no grant or appropriation of any part of the revenues of India may be made without the concurrence of a majority of votes at a meeting of the Council ; the power however of the Council in controlling expenditure can only be exercised in regard to the ordinary business of the administration.

~~10.~~—The Viceregal Council.

10. In India the head of the government is the Governor-General, generally a statesman of established reputation in Europe, who is appointed by the Crown, and whose tenure of office, though not limited to any specific term, custom has fixed at five years. Since the transfer of the government to the Crown, the Governor-General is also styled Viceroy, but the term is not recognised by law.

11. The Governor-General also is aided in the government of the country by a Council, which may be compared to the Cabinet of a constitutional country, and which, in its functions, is of a two-fold character—executive and legislative.

12. The supreme authority in India consequently vests in the Governor-General in Council subject to the control of the Secretary of State in England : and every executive order and legal statute issues in the name of the Governor-General in Council.

13. The Ordinary or Executive Council of the Governor-General is composed of six members, who are appointed by the Crown, and whose term of office extends ordinarily to five years.

14. When required to pass legislative enactments, the Council, which is then styled the Legislative Council, is augmented by not less than ten, nor more than sixteen extra members, who are nominated by the Governor-General.

15. These additional members, of whom not more than six may be officials, are selected from officials and representatives of the non-official European and Native communities of provinces ; and hold office for a term of two years.

16. The Commander-in-Chief in India, who is the chief military authority in the country, is formally an extraordinary member of the Viceregal Council, and takes precedence at the Council next after the Governor-General.

17. So are the Governors of Madras and Bombay, when the Council, which may be held at any place in India, meets within their presidencies.

18. The Lieutenant-Governor or Chief Commissioner of any province in which the Council may assemble, also acts as an additional member.

19. The members of the Executive Council are virtually Cabinet Ministers, as their ordinary duties are rather those of administrators than of councillors. With the Governor-General at their head, they preside over the several departments of the State, to wit—

- (1) The Foreign Department.
- (2) The Home Department.
- (3) The Revenue and Agricultural Department.
- (4) The Public Works Department.
- (5) The Military Department.
- (6) The Legislative Department.
- (7) The Department of Finance and Commerce.

20. The Governor-General has immediate charge of the Foreign Department, which controls the political relations of the Government of India with Foreign States.

21. Three of the members must have served in India for at least ten years : of these two are covenanted civilians, and have charge of the Home Department, the Revenue and Agricultural Department, and the Public Works Department, the first two departments being controlled by one member ; the third is a military officer, and holds charge of the Military Department.

22. Of the two remaining members, one who must be a barrister-at-law, or a Member of the Faculty of Advocates in Scotland, of not less than five years' standing, presides over the Legislative Department ; the other controls the Department of Finance and Commerce.

23. The Home Department regulates the internal administration of the State : the functions of the other departments, and the branches of the administration with which they are severally concerned, are indicated by their respective designations.

(c)—Business in Council.

24. Besides the Member of Council, who may be said to represent a Secretary of State, the department over which he presides has a Secretary, who holds a position similar to that of an Under-Secretary in England.

25. The power to dispose of ordinary matters within the province of a department rests with the Member in charge, or is delegated by him to the Secretary whose other duties are—

- (a) to place every case before the Governor-General, or the Member in charge of his Department, in a complete form, ready for final decision, *i.e.*, accompanied by a note, with his own opinion recorded thereon ;
- (b) to send the business of his Department to the Member in charge, for first perusal and initiation of orders ;
- (c) to send papers of special importance at once to the Governor-General, who will initiate orders himself or send them for initiation by the Member in charge ;
- (d) to see that no papers come before Council without having been previously seen by all the Members ;
- (e) to attend meetings of the Council if necessary.

26. In matters of greater moment, the papers, with the Member's orders or opinion, are submitted to the Governor-General for approval : and if concurred in by the Governor-General, orders are issued accordingly.

27. If the views of the Member are not approved, or, if owing to the importance of the matter, or for any reason, it is considered desirable to do so, the Governor-General directs the papers to be circulated to all or certain of the members, or to be brought up in Council for discussion.

28. Ordinarily when a question comes before the Council, it is decided in accordance with the opinions of the majority of members. But the Governor-General is empowered by law to act on his own opinion alone, whenever the safety, tranquillity, or interests of the British possessions in India may, in his judgment, be essentially affected.

29. Measures for legislation are submitted to the Government of India in the shape of proposed enactments.

30. These are then submitted by the department concerned for consideration by the Governor-General and Law Member, and afterwards circulated to the other members of the Executive Council, previous to being laid before the Legislative Council as draft Acts or Bills.

31. Committees are next appointed by the Legislative Council to consider each Bill, which after publication in the *Gazette of India*, in the manner prescribed, is either rejected, or modified, or passed into law.

32. Legislative enactments, which were before 1833 known as Regulations, are now called Acts; but such as are passed under the provision of the Statute, 33 Vic., c. 3, still retain the original designation.

33. Every Act requires the assent of the Governor-General; but a passed Act may be disallowed by the Secretary of State for India, though his assent is not necessary to its validation.

34. Apart from these legislative powers, the Governor-General in Council, that is the Executive Council, is empowered to make Regulations having the force of law for Non-Regulation

Provinces, of which we shall presently have to speak more at length.

35. In case of urgent necessity, the Governor-General can, on his own authority and without reference to his Council, make enactments which have the force of law for six months.

36. The Executive Council of the Governor-General usually meets once a week : the Legislative Council, as occasion may require.

37. Strangers may be admitted to the meetings of the Legislative Council ; and further publicity is ensured by the proviso that Bills must be published in the *Gazette of India* a certain number of times.

38. The system of Government as set forth in the foregoing paragraphs dates from the transfer of India in 1858 from the East India Company to the Crown ; and is regulated by Acts of Parliament—21 & 22 Vic., c. 106 (*An Act for the better Government of India*), and 24 & 25 Vic., c. 67, and 55 & 56 Vic., c. 14 (*The Indian Councils Acts, 1861 & 1892*), which may be referred to for further particulars.

39. Having described the constitution and powers of the Supreme Government—the main spring, as it were, of the entire administrative machinery—we are in a position to consider the details, and to comprehend *its modus operandi*, which we shall now proceed to discuss.

§ 2.—Territorial Division of India.

40. In view to a clear understanding of the process of administration in India, it is necessary in the beginning, by a general definition of its boundaries, to convey an idea of the geographical position and the extent of the country, and to describe its political divisions.

41. India may be said to represent in form a great irregular triangle having for its base, on the north, the vast Himalayan

ranges, and at its apex, Cape Comorin, the extreme point on the south ; the main portions of its western and eastern sides being washed by the Arabian Sea and the Bay of Bengal respectively.

42. This tract, which is situated between $8^{\circ} 4'$ and $36^{\circ} 15'$ north latitude, and $66^{\circ} 44'$ and $99^{\circ} 30'$ east longitude, and covers an area of 1,388,730 square miles, may be divided territorially into—

I.—British India.

II.—Native States.

III.—Foreign European Possessions.

§ 3.—*British India.*

43. The British possessions in India originally consisted of the three settlements at Surat in Gujarat, Fort St. George on the Coromandel Coast, and Fort William in Bengal. Around these as nuclei gradually grew other settlements, and thus were formed what are called the Presidencies of Madras, Bombay, and Bengal ; the term Presidency being derived from the fact that its Government was conducted by a President and Board.

44. New acquisitions of territory were generally attached to one or other of these Presidencies, though owing to circumstances such a distribution was not always feasible.

45. Hence as the empire expanded, the Presidency of Bengal came to include not only Bengal and the neighbouring provinces of Behar and Orissa, but the whole of the British conquests in Northern India. Having thus become too extensive for a single charge, it was for purposes of better administration split up into provinces, or charges of lesser extent.

46. No unnatural or inconvenient additions of territory were made to the other Presidencies of Madras and Bombay, which may be regarded as provinces. They however continue to take precedence over the other provinces, owing to their importance and the constitution of their Government.

47. The provinces are administered directly by the British Government, and taken collectively constitute what is called British India.

48. The following is a list of the provinces into which British India is partitioned :—

- (1) Ajmere and Merwara.
- (2) Assam.
- (3) Bengal.
- (4) Berar, also known as the Hyderabad Assigned Districts.

N.B.—This can hardly be reckoned as a province of British India though under exclusive British management, it is in fact foreign territory.

- (5) Bombay.
- (6) Central Provinces.
- (7) Coorg.
- (8) Madras.
- (9) North-Western Provinces.
- (10) Oudh.

N.B.—The last two (9 and 10) were amalgamated in 1877.

- (11) Punjab.

To these must be added British Baluchistan, Burma, and Port Blair, which though geographically outside the limits of India, have been officially declared to constitute part of British India. The outlying district of Aden, which is under the control of the Government of India, may also be reckoned politically as part of British India.

§ 4.—*Non-Regulation Provinces.*

49. According to the constitution of its government, each Presidency was originally empowered to enact regulations prior to the formation of a General Legislative Council in 1834. Territories added to a Presidency came under the existing

Regulations ; and the course of their *official appointments* was governed by Act of Parliament.

50. In the case of provinces which were not, and could not be annexed to any Presidency, their official staff could be provided by the Governor-General nor was it regulated by any Statute ; and what was of greater moment, the existing Regulations did not apply to them. Besides, there were parts of the older Presidencies which, owing to their backward state of civilisation, or other causes, it was desirable to exempt from the ordinary law.

51. Provinces belonging to the latter category are known as *Non-Regulation*, in contradistinction to those of the former class styled the *Regulation* Provinces.

52. It will be observed that two features serve to distinguish the Non-Regulation Provinces from the Regulation Provinces—one relating to the difference of the laws in force, and the other, to their official appointments. The former has now, except in respect of a few really backward and exceptional tracts of country requiring a simple form of government, almost disappeared ; the latter survives in the titles and salaries of certain officials, and in the fact, that in Regulation Provinces certain appointments are by law reserved for members of the Covenanted Civil Service.

53. The tracts, in which the difference of laws still obtains and which may, in a perfectly valid and current sense, be said to be extra-regulation, are now spoken of as the *Scheduled Districts*, so called because they are noted in the Schedules of Act XIV of 1874, which was passed to place them on an intelligible basis as regards the laws in force in them.

54. It may however be observed that, owing to altered circumstances, the terms, *Regulation* and *Non-Regulation* have lost their former force, and are becoming obsolete.

§ 5.—*Process of Administration.*

55. A province though subject to the general control of the Governor-General in Council, has a separate government of its own.

56. The following list shows the various branches of the administration which may obtain in a province :—

- | | |
|--|--------------------------------------|
| (1) Administration—Land Revenue and General. | (14) Mint. |
| (2) Assessed Taxes. | (15) Miscellaneous. |
| (3) Customs. | (16) Municipalities and Cantonments. |
| (4) Education. | (17) Opium. |
| (5) Ecclesiastical. | (18) Paper Currency. |
| (6) Excise. | (19) Police. |
| (7) Financial. | (20) Postal. |
| (8) Forest. | (21) Political. |
| (9) Income Tax. | (22) Public Works. |
| (10) Jail. | (23) Registration. |
| (11) Judicial. | (24) Salt. |
| (12) Marine. | (25) Survey. |
| (13) Medical. | (26) Stamps and Stationery. |
| | (27) Telegraph. |

57. The number of branches in a province depends upon a variety of causes, such as its extent, state of advancement in civilisation, locality or situation, natural products, &c.

58. Each branch is administered by a specially organised establishment ; but this treatise is chiefly concerned with the first, viz, Land Revenue and General Administration, which is common to every province, and which, so to say, constitutes the basis of the entire administrative system. It should therefore be borne in mind that our remarks have special reference to this branch of the administration.

59. To further facilitate and simplify administration, pro-

vinces are divided into districts, which, except in Madras, are grouped into larger areas called divisions; but the district is properly speaking the unit of administration.

60. Districts are sub-divided into lesser tracts, called sub-divisions in Bengal, *taluks* in Madras and Bombay, and *tahsils* in Northern India generally: these sub-districts are the primary units of fiscal administration.

61. The designation of administrative officers varies with the importance, extent, or nature of their respective charges.

62. The supreme authority in a province is, according to its status or importance, styled a Governor or Lieutenant-Governor whose administrative charge is known as a Local Government. In provinces under the direct management of the Governor-General, who is therefore the Local Government *quoad* those provinces, the supreme authority is called a Chief Commissioner who constitutes a Local Administration.

63. Officers holding charge of Divisions are called Commissioners.

64. The title of the highest executive official in a Regulation District is Collector-Magistrate; that of a corresponding officer in a Non-Regulation District is Deputy Commissioner.

65. The table in *Appendix A, No. 1* will exhibit at a glance the category to which each province belongs, its various divisions and sub-divisions, and the number of each class of officer employed in its general administration.

66. The provinces enjoy varying degrees of independence in proportion to their importance.

67. Of the five principal provinces—Madras, Bombay, Bengal, the North-Western Provinces and the Punjab—the first two are administered by a Governor who, like the Governor-General, is aided by a Council consisting of the local Commander-in-Chief and two members of the Civil Service.

68. The Governor, who is usually an English statesman, and the members of his Council are appointed by the Crown.

69. For legislative purposes the provincial Executive Council in Madras and Bombay is augmented by not less than eight, nor more than twenty additional members, besides the Advocate-General of the Presidency, who are nominated by the Governor, and of whom at least half must be non-official persons.

70. The province of the Legislative Council is restricted to subjects of local and provincial interest : it cannot repeal or amend any Act of Parliament, or any law passed in India before the Indian Councils Act came into operation, nor can it, without the sanction of the Governor-General, take into consideration any measure affecting the public debt, customs, imperial taxation, currency, the post office and telegraph, the penal code, religion, the military and naval forces, patents, copyright, or relations with Foreign States.

71. The validity of laws or regulations made by the Legislative Councils in Madras and Bombay is subject to the assent of the Governors and of the Governor-General ; and any passed enactment may be disallowed by the Secretary of State for India in Council.

72. One privilege, not possessed by other provincial Governments, which Madras and Bombay enjoy is, that in certain matters they are entitled to correspond direct with the Secretary of State.

73. Bengal, the North-Western Provinces, and the Punjab are administered by Lieutenant-Governors, who are chosen generally from members of the Covenanted Civil Service of not less than ten years' standing, and are appointed by the Governor-General with the approval of the Crown.

74. They have no Executive Councils ; but the first two—Bengal and the North-Western Provinces—have Councils for

legislative purposes only, similar in constitution to those of Madras and Bombay. The number of councillors is limited in the former, to twenty, and in the latter, to fifteen.

75 The administration of a province is conducted by different grades of officers with varying degrees of power, variously distributed among the districts, according to their importance, extent, or other determining circumstances.

76. The different branches of the administration are administered by the provincial Secretariats, subject to the control of the corresponding Secretariats of the Government of India, which in their turn are, as we have already stated, supervised by the Governor-General and the Members of his Council.

77. The branches of the administration controlled by each of the Secretariats of the Government of India will be found specified in *Appendix A. No. 2.*

78. While therefore the Secretary of State in England, and the Governor-General in Council in India are theoretically the supreme authority, under the decentralisation scheme initiated during the viceroyalty of Lord Mayo in 1870, the provincial Governments enjoy comparatively greater independence than before. Details of administration are not now interfered with by the Government of India, who have come to recognise the fact, that provincial Governments are necessarily better judges of local requirements and conditions.

79. But though the supervision exercised by the Governor-General in Council is of a general character, there are branches of the administration which can be efficiently controlled by the supreme Government alone, such as—

- (1) the military defence of India ;
- (2) relations with Foreign Powers and with the Native States of India ;
- (3) construction of railways and canals ;

- (4) administration of the post office and telegraph ;
- (5) management of the finances of the country ;
- (6) commercial relations.

80. It will be observed that the fundamental principle in the conduct of the administration is partition of labour connected with the working of its branches among various grades and classes of officers, according to the nature of their charges, under the supervision of the provincial head, and subject to the general control of the supreme authority, the Governor-General in Council.

§ 6—*Native States*

81. The Native States in India may be divided into two classes :—

I.—Those under the immediate control of the Government of India.

II.—Those under the direct supervision of the Local Governments.

82. To the former category belong—

- | | |
|---------------------------|--------------|
| (1) Baroda. | (4) Kalat. |
| (2) Central India States. | (5) Kashmir. |
| (3) Hyderabad. | (6) Mysore. |
| (7) Rajputana States. | |

83. To the latter, appertain the States under the—

- (1) Government of Bengal.
- (2) Do. Bombay.
- (3) Do. Madras.
- (4) Do. North-Western Provinces and Oudh.
- (5) Do. Punjab.
- (6) Chief Commissioner of Assam.
- (7) Do. Burma.
- (8) Do. Central Provinces.

* The Government of India have also direct relations with Afghanistan, and Nepal.

84. These States are known as the Feudatory States of India.

85. These States, according to their importance, are administered by Chiefs possessing varying degrees of power under the supervision of political officers, and subject to the authority of the Government of India.

86. It is through the political officers in charge, that the relations of these States with the Government of India are conducted ; and no State may have political communication with any other State, or with any foreign power, without the consent of the British Government.

87. In the case of systematic and persistent maladministration and tyranny, the British Government, in virtue of its supremacy as the paramount power, reserves to itself the right of interference for the protection of the people. No Native Chief is immune from trial and punishment for any atrocious crime, by a tribunal duly constituted under the orders of the Government of India.

88. The principal ruling Chiefs are granted salutes as a mark of distinction.

89. The lowest salute is 9 guns : and the scale of salute rises by 2 to a maximum of 21 guns, which is the highest number accorded to any Chief.

90. From the synoptical table in *Appendix A. No. 3*, a sufficiently adequate idea may be formed of the relative importance of the States, and the manner in which their political relations with the Government are carried on.

91. In addition to the number of guns accorded to them as rulers of States, some Chiefs enjoy extra personal salutes, granted for special considerations.

92. Besides the principal ruling Chiefs noticed in the foregoing paragraphs, there are a number of petty subordi-

nate Chiefs attached to some of the provinces, who possess very limited powers. The administration of their estates is mainly conducted under the direct supervision of political officers, and is subject to the provincial head.

§ 7.—*Administrative Agency.*

93. The officers through whose agency the administration is conducted belong to two main categories :—

I.—Administrative, and

II.—Ministerial.

94. Administrative officers are the responsible heads, each within his own sphere, in their respective branches of the administration.

95. Ministerial officers prepare the necessary material to aid administrative officers in the proper discharge of their functions.

96. These two classes of officers constitute distinct services, according to the branches of the administration with which they are severally concerned.

97. Broadly speaking the various services may be said to be subdivisions of two principal services—Civil and Military.

98. In view of the relations of its members to the Government, the Civil Service is divided into two classes :—

I.—Covenanted, and

II.—Uncovenanted.

99. The former, known also as the Indian Civil Service, is composed of persons who have undergone special training to qualify as administrators, and have passed a severe competitive test in England.

100. Originally all civil offices, ministerial excepted, were recruited from this Service ; but by the Statute of 1861 (24 & 25

Vic. c. 54) the following offices only were reserved for **Members of the Covenanted Civil Service :—**

General.

- (1) Secretaries, Junior Secretaries, and Under-Secretaries to the several Governments in India, except those in the Military, Marine, and Public Works Departments.
- (2) Accountant-General.
- (3) Civil Auditor.
- (4) Sub-Treasurer.

Judicial.

- (1) Civil and Sessions Judges, or Chief Judicial Officers of districts in the Regulation Provinces.
- (2) Additional and Assistant Judges in the said Provinces.
- (3) Magistrates, or Chief Magisterial Officers of districts in the said Provinces.
- (4) Joint Magistrates in the said Provinces.
- (5) Assistant Magistrates, or Assistants to Magistrates in the said Provinces.

Revenue.

- (1) Members of the Board of Revenue in the Presidencies of Bengal and Madras.
- (2) Secretaries to the said Boards of Revenue.
- (3) Commissioners of Revenue, or Chief Revenue Officers of divisions in the Regulation Provinces.
- (4) Collectors of Revenue, or Chief Revenue Officers of districts in the said Provinces.

- (5) Deputy or Subordinate Collectors where combined with the office of Joint Magistrate in the said Provinces.
- (6) Assistant Collectors or Assistants to Collectors in the said Provinces.
- (7) Salt Agents.
- (8) Controller of Salt Chowkies.
- (9) Commissioners of Customs, Salt, and Opium.
- (10) Opium Agents.

101. The same Statute permitted the appointment, under special circumstances, to such offices, of persons other than Covenanted Civil Servants, subject to certain restrictions.

102. But as the conditions imposed were apparently held to be not sufficiently liberal, but few appointments were made under the permission which had thus been accorded.

103. In view, therefore, of the policy which had been inaugurated of associating natives of India in the administration of the country, the Home Government by a subsequent statute of 1870 (33 Vic. c. 3) provided "additional facilities * * * for the employment of natives of India of proved merit and ability in the Civil Service of Her Majesty in India." It enacted that their appointment should be "subject to such rules as may be from time to time prescribed by the Governor-General in Council and sanctioned by the Secretary of State in Council with the concurrence of a majority of Members present."

104. The statute laid down that for its purpose the term, "Natives of India" shall include any person born and domiciled within the dominions of Her Majesty in India of parents habitually resident in India, and not established there for temporary purposes only, * * * ."

105. Successive sets of rules were framed under this Act in 1873, 1875, and 1879, for regulating the appointments of

Natives of India to posts ordinarily reserved for Members of the Covenanted Civil Service.

106. The rules of 1879 provided that a proportion not exceeding one-fifth of the total number of Civilians appointed by the Secretary of State to the Civil Service in any one year, should be Natives selected in India by the Local Governments ; that each selection should be subject to the approval of the Governor-General in Council ; and that the selected candidates should, save under exceptional circumstances, be on probation for two years.

107. But as the plan of nomination had been proved to be inefficient in securing adequate guarantee of ability in the nominee, the rules were held in abeyance, and Local Governments were allowed wide discretion in the system of selection, each being left to follow its own mode.

108. Thus was constituted an intermediate service, a branch as it were of the Covenanted Civil Service, known as the "Statutory Civil Service."

109. In course of years, experience showed that the measures adopted had failed of the object of the Home Government—the more extended admission of Natives of India, in the sense of the Statute, to the higher posts in the Administration. As a matter of fact, in no case, except in Bengal, had a person been appointed a Statutory Civilian on the ground of intellectual qualifications alone, nor had any domiciled European or Eurasian received a nomination or an appointment.

110. As it was recognised that the rules referred to above had not operated satisfactorily, the question of amending them was re-opened in 1884 : indeed a radical change of system was considered necessary. Protracted correspondence ensued with the Secretary of State at whose instance a Commission, known

as the Public Service Commission, was appointed with the object of devising "a scheme which might reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of Natives of India to higher employment in the public service."

111. After a protracted enquiry into the circumstances of the case and careful deliberation, the Commission proposed certain radical changes in the existing system of recruitment for civil appointments. These proposals, which, on the recommendation of the Government of India, were generally accepted by the Secretary of State, resulted in the constitution, of two distinct services, for the conduct of the higher branches of the executive and judicial work throughout India, to be known as "the Civil Service of India," and "the Provincial Service," each branch of the latter being designated by the name of the particular province to which it belongs.

112. The former—the existing Covenanted Civil Service under a modified name—will continue to be recruited by competition in England, and will be open without distinction of race to all natural born subjects of Her Majesty. Its members will, as before, fill the majority of the highest civil offices, with such a number of smaller offices as are calculated to provide a course of training for the younger men.

113. The recruitment for the latter service will be made in each province under rules framed by the Provincial Government with the sanction of the Government of India. These rules while providing for indispensable educational attainments, must be adapted to obtain thoroughly efficient candidates, and secure the due representation in the service of the different classes of the community.

114. To give effect to this new system, it was proposed to reduce the number of appointments reserved for the superior

service—the Civil Service of India. The Secretary of State however was opposed to the transfer of a definite portion of the chief administrative appointments to the Provincial Service ; but on the other hand, he was of opinion that there was no propriety in reserving to the Civil Service a large proportion of many other classes of offices from which there was no reason why members of the Provincial Service, if possessed of the ability, training, and other requisite qualifications, should be excluded.

115. In respect of other offices, Provincial Governments are empowered to determine which shall be reserved exclusively for the Provincial Service.

116. As delay was inevitable before the new system could come into full operation, Provincial Governments are authorised, having due regard to the claims of members of the existing Covenanted Service, to appoint members of the Provincial Service, to offices to which they shall ultimately attain.

117. The Uncovenanted Civil Service, though unrecognised by such a designation, comprises in a strict sense, the members of the Subordinate Executive Service ; but the term ‘uncovenanted,’ has come to be loosely applied to incumbents of *all* appointments not reserved for members of the Covenanted Civil Service.

118. Executive offices filled by the lower grades of uncovenanted officers have, under the new system, been constituted into a “Subordinate Civil Service.”

119. Under the new system, the Statutory Civil Service, and the Uncovenanted Civil Service, will merge into the Provincial Service. Henceforth, therefore, the term ‘uncovenanted,’ though obsolescent, may only be held to apply to the body of ministerial officers.

120. No person other than a Statutory Native of India may be appointed to any office not specially reserved for Covenanted

Civilians, and carrying a salary of Rs. 200 a month or upwards, without the previous sanction of the Governor-General in Council, or, in Madras and Bombay, of the Secretary of State for India.

121. The Military Service embraces all Military Officers who, in common with members of the Covenanted Civil Service, hold office from the Home Government. Its ranks furnish officers for all military appointments, also for appointments to the Marine, Medical, Public Works and some other branches of the administration.

122. Special qualifications are required of executive officers for some of the other branches of the administration; and special regulations are prescribed for admission into those services.

123. Officers who conduct the relations between the Government and the Native States belong to the Political Department; the relations of Native States under the immediate control of the Government of India, being conducted through the agency of officers who constitute a special service, and whose names are borne on what is called the Graded List of the Political Department under the Government of India.

124. Officers of the latter category are divided into three grades—

I.—Residents, of whom there are two classes.

II.—Political Agents, of whom there are three classes.

III.—Political Assistants, of whom there are three classes.

§ 8.—*Foreign European Possessions.*

125. The only European Powers who hold possessions in India are France and Portugal.

126. The French territories consist of Pondicherry, the principal seat of the Government, Karikal, Mahi, Yanam, and Chandernagore.

127. The Portuguese possessions are Goa, the seat of the Government, Damann, and Diu.

128. Correspondence with the Government of India on matters relating to, or connected with, these possessions is carried on by the Governor of Pondicherry and the Governor-General of Portuguese India, through the Foreign Department.

129. Correspondence relating to matters with which other Foreign Powers are concerned, is conducted by their respective Governments, or Consular Officers, through the Secretary of State for India, or the Indian Foreign Office, as the nature of the case may require.

130. For fuller information relating to the administration, the reader is referred to the various standard works treating on the subject. Among these may be mentioned, *The Imperial Gazetteer*, *The Indian Empire*, and *The Life of Lord Mayo*, by Sir W. W. HUNTER ; *Indian Polity*, by General Sir GEORGE CHESNEY ; *India*, by Sir JOHN STRACHEY ; *The Land Systems of British India*, by B. H. BADEN-POWELL, etc.

CHAPTER II.

OFFICIAL ROUTINE.

§ 1.—*Necessity for organised procedure.*

The diversity and complex nature of the subjects which come within the cognizance of a department of the State, render their treatment a matter of no small difficulty. But when the consideration of a question involves the application of established principles, or of rules oftentimes of an intricate character, the difficulty is considerably enhanced by the necessity of obviating conflicting orders.

2. These circumstances, coupled with the fact, that the action taken in any case is likely to form a precedent for future guidance in dealing with similar questions, necessitate the adoption of an organised system of procedure. Without method it is impossible to have ready access to the materials required to elucidate any point at issue, or to secure a just and equitable, and at the same time, an expeditious decision.

3. The procedure in a department is so involved, that the uninitiated tyro can only attain to a due understanding of its constituent operations, when he comes to apprehend their respective objects and their natural sequence, by following the track of a hypothetical question through the perplexing sinuosities of official routine. We shall, therefore, for his benefit, trace the course of such a question, as it passes through the different stages, and take advantage of the opportunity to explain the nomenclature employed in the conduct of official business.

§ 2.—*Preparatory stage.*

(a)—The 'receipt'

4. Let us assume that a subordinate administration has submitted to the department concerned, a certain point for decision. Such a communication is termed a **receipt** in the receiving department.

5. Frequently it happens that papers are transmitted with the 'receipt' in fuller explanation of the subject: these papers are termed **enclosures** with reference to the 'receipt' which in such a case is also known as the **covering, transmitting, or forwarding** document. 'Enclosures,' if copied in continuation of the 'covering' communication, are styled **annexures**; and 'enclosures' of 'enclosures,' **sub-enclosures** or **sub-annexures** as the case may be.

(b)—Registration.

6. For various obvious reasons, the 'receipt' is in the first place given a serial number, and an entry of it, in the briefest detail, made in a book specially kept for the purpose, called a **register**.

(c)—Docketing

7. To enable one to ascertain at a glance the subject matter of the 'receipt,' a short abstract of it is next made, which, with certain necessary details relating to the 'receipt,' is incorporated in what is technically styled a **docket**.

(d)—'Diarying'

8. To facilitate access to any specific paper, it is necessary to keep an accurate record of the progress of all 'receipts' in their transit through the department. This is effected by means of entries in special classified registers. In such a register, which is styled a **diary**, the 'docket' is then entered as an initial step of this process.

(e)—'Referencing

9. The due consideration of the question at issue requires that it should be viewed in the light of previous decisions or rulings, if any, on the subject, and in connection with the papers bearing thereon. It is therefore necessary in the next place, that all such documents, or **references** as they are called, should be put up with the 'receipt.' The technical term used to indicate this process is **referencing**.

(f)—The 'file' or 'case'

10. The 'receipt' and the 'references' put up form a **file**.

11. The papers in a 'file,' 'references' excepted, are called **current papers**, and constitute a **case**, a term by which the 'file' is also vaguely known.

12. Until final orders are passed and carried out the 'file' or 'case' is said to be 'current.'

13. Should it be considered necessary to suspend action on the 'receipt,' or should further information, required for the disposal of the 'case,' have been called for, the 'case' is said to be **in suspense**, and is called a **suspend** or an **await case**.

14. If the required information is not furnished within a reasonable time, reminders are issued at convenient intervals: such reminders are also known as **takids**. This intermediate correspondence is preparatory to the final disposal of the 'case.'

(g)—Noting.

15. The 'receipt' having been duly 'referenced,' the 'file,' is ready for submission; but as the amount of work to be gone through in a department leaves but little time to the officers to wade through the papers in the 'file,' it is necessary to draw up a succinct *résumé* of the 'receipt,' noting clearly

the points requiring orders with all possible arguments for and against. This summary, which is intended to dispense with the perusal of the papers in the 'file,' and thus expedite disposal, is styled a **note**.

§ 3.—*Submission of 'files.'*

16. The 'file' with the 'note' is then submitted for orders through such of the junior officers as are required by the prevailing system of official procedure to help in its disposal by an expression of their views. If the point for decision is of an ordinary nature, the officer to whom the 'file' is last submitted, if so empowered, passes final orders; but if it demands the concurrence of other departments, the views of those departments are taken in the first instance.

17. Should however the question at issue be one of more than ordinary importance, the 'file' is, after consultation with other departments if necessary, forwarded for orders to the Member of the Supreme Council who presides over the initiating department.

18. In questions of greater importance, the 'file' is submitted for the orders of the Viceroy, who may, if he so desire, consult the remaining Members of his Council; and should lack of unanimity, or any other reason, render such a course necessary, it is ultimately laid before the Council itself for discussion and final orders.

19. The views of all the officials through whose hands the 'file' has passed, as well as the final order, are recorded successively in continuation of the office 'note.'

20. The order passed on a 'file,' if the result of a discussion in Council, is known as an **order in council**. It is recorded below the 'note' on the 'case,' by the Secretary of the department who was present at the Council.

§ 4.—*Final stage.*(a)—*Drafting.*

21. When order has been passed, the 'file' is returned to the proper branch of the department for the preparation of the *formal order* in the usual official style. This formal order, which is technically called a **draft**, is submitted in the usual course for approval; and afterwards sent to the copying branch of the department, to be *faired* and issued under the signature of the proper officer.

22. After issue the 'draft' is subjected to much the same operation as the 'receipt,' its necessary particulars being recorded in the appropriate register or 'diary.'

23. The 'case' having been disposed of, has to pass through two further processes, before it is finally deposited among the archives of the State. These processes are intended to render it easily come-at-able at any future time if required.

(b)—*Recording and indexing.*

24. The first of these processes is termed **recording**. It consists in a system of numbering each paper forming the 'case' in chronological order, and in making an entry, according to prescribed form, of the general subject, etc. of the 'case,' in a periodical statement, in tabular form. This statement, corresponds to the contents of a book, and is accordingly styled a **table of contents**.

25. The second process is **indexing**, a term sufficiently indicative of the purpose it is intended to serve.

(c)—*The records of the State.*

26. A 'recorded case' is called a **collection**.

27. 'Collections' form a permanent register of the **proceedings** of the government, and taken together constitute the **records** of the State.

28. Important 'collections' are *printed* separately, and are also bound up collectively in what are called **volumes of proceedings** : unimportant collections are *not printed*.

29. The foregoing 'general sketch of the various processes of official routine, through which we have tracked the course of a 'receipt,' will suffice to give an idea of their several objects and their natural sequence ; and show how necessary they are to the methodical treatment of individual questions in a department whose administrative jurisdiction extends over a vast array of subjects.

30. The processes noticed above are generally applicable to every 'receipt' ; but there are certain other operations and recognised practices observable on specific occasions. These will be discussed in a subsequent chapter.

CHAPTER III.

CORRESPONDENCE.

§ 1.—*Classification.*

Before discussing the details of its machinery, it is well in the first place, to acquire a correct notion of the various classes of correspondence in vogue in a secretariat, and of the precise scope and nature of each.

2. Secretariat correspondence is divided into three classes, *viz.* :—

I.—official.

II.—*demi-official*, and

III.—unofficial.

§ 2.—*Official correspondence.*

3. Official correspondence relates, directly or otherwise, to questions of administration, and is conducted between or with officials in their official capacity.

4. In the conduct of official correspondence, the following rules of procedure are generally observed—

- (1) that, as a disciplinary arrangement, no subordinate shall communicate direct with a controlling authority, but through the channel of his immediate superior ;
- (2) that one department shall not address direct, without permission, officials under another department ;
- (3) that generally not more than one point shall be made the subject of the same communication—the importance of this rule cannot be over-estimated ;
- (4) that every communication shall ordinarily be self-explanatory, 'enclosures' being forwarded merely for possible reference on points of detail ;

(5) that 'enclosures' shall, as a rule, be sent in copy, except—

(i) when, owing to their bulk and the dearth of copying agency, they cannot be copied—if wanted back, their return is specially asked for, .

(ii) when they are not required to be kept for record,

(iii) when merely a report or opinion is required thereon, in which case, their return is invariably requested,

(iv) when, from their nature, they should be sent in original, and

(v) when specially ordered to the contrary ;

(6) that demi-official correspondence shall not, as a rule form 'enclosures' of official communications ;

(7) that no reference shall be made to demi-official or unofficial correspondence ;

(8) that no reference shall be made to reminders, except when the communication is a direct *ad interim* reply thereto ;

(9) that no order shall be passed but by, or in consultation with, the proper authority in regard to the subject of reference ; and

(10) that no official action shall, as a rule, be taken on demi-official communications.

5. Administrative measures constitute the sole end of this class of correspondence ; and the decisions arrived at in its course, are veritable acts or proceedings of the State.

§ 3.—*Demi-official correspondence.*

6. In demi-official correspondence, administrative or official matters form the subject of personal communications

between officials, but without the formality of official procedure.

7. To apprehend the scope of demi-official correspondence, it must be borne in mind—

(a) that official correspondence alone is brought on record; and

(b) that the official record of a case should, as a rule, be complete in itself, and contain information on all material points necessary for its disposal.

8. A consideration of these principles will enable one to determine the range and limits of demi-official correspondence.

9. Whatever is not fit matter for official record may appropriately form the subject of such correspondence. The following are instances in which correspondence is unsuited for official record and may therefore be effected demi-officially : —

(a) when supplementary information, or explanation is needed on subsidiary points which it is inexpedient to notice officially ;

(b) when questions dealt with are strictly confidential and demand extreme secrecy ; and

(c) when cases are of such urgency that they cannot brook the delay incident on ordinary official procedure.

10. On the other hand, what is essential to the disposal of a question, and is consequently material for official record, should not be treated demi-officially, at the risk of rendering the record incomplete and unintelligible.

11. To discriminate between matter essential to the disposal of a question, and supplementary information which may not be placed on record, it is necessary to observe—

(a) that whatever is absolutely required to arrive at a decision or conclusion, belongs to the former category; and

(b) that to the latter, appertain matters of a personal or confidential nature, a knowledge of which alone is capable of removing the difficulty that is sometimes experienced in coming to a decision, despite the material necessary for the disposal of a case.

12. Should demi-official correspondence eventuate in orders of an official character, such demi-official orders should invariably be supplemented by official instructions.

13. The main object of demi-official correspondence is the interchange of views, which, for various reasons, it is considered undesirable to place on record, on certain phases of questions that are, or are likely to form, the subject of official correspondence. The views elicited in the course, of such correspondence, though derived from official sources, are of a purely individual character ; nevertheless, they often serve as a turning point in, and afford the means of, arriving at a decision, especially when the official bearings of a question are not sufficiently defined to admit of its ready disposal.

14. It is very necessary that such correspondence should be strictly limited to its legitimate scope. Any license in this respect is calculated to degenerate into an abuse, by encouraging officials to, on the smallest pretext, correspond demi-officially on matters about which they would not otherwise venture to write officially ; and thus add to the labours and the already heavy duties of the secretariat staff.

§ 4.—*Unofficial correspondence.*

15. When the disposal of a question needs the concurrence of other departments of the State, it becomes necessary for the department of origin to consult them before coming to a decision. This inter-departmental communication is conducted through the medium of what is styled unofficial correspondence.

16. Unlike the others, however, this class of correspondence is not carried on by means of separate communications between the authorities concerned. The entire 'file,' that is, the original reference, together with all the papers required for the elucidation of the point at issue, including the 'note' thereon which contains the opinion of the initiating department, is circulated to the other departments for an expression of their views, on the phases of the question with which they have to deal ; and these views, which are recorded on the 'note,' constitute the basis of the decision.

17. This mode of correspondence is adopted with a three-fold object, viz.—

- (a) to curtail the amount of official work which would otherwise devolve on the departments concerned ;
- (b) to afford the departments consulted a full knowledge of the entire facts of the matter under consideration, and of the grounds and arguments on which the views of the initiating department are founded ; and thus

(c) to expedite and facilitate the disposal of the question.

18. These ends could not be as satisfactorily secured by means of separate communications which, apart from the additional labour they would entail, could hardly be expected to convey as complete and detailed a statement of the case as might be desirable, in order to an expeditious and equitable solution of the various points with which the departments might be severally concerned.

§ 5.—Classes differentiated.

19. Thus it will be perceived that communication with officials, on questions which affect the interests of the State, whether directly or indirectly, is an element common to every class of correspondence. But the distinctive characteristic of