

- (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

each consists in the *method* of treatment of the question at issue, and may be briefly summarised as follows :—

- (a) official correspondence is the treatment of official matters, between or with officials as such, and according to strict official procedure ;
- (b) demi-official correspondence is the informal treatment between officials, in their individual capacity, of certain phases of a question, in view, ordinarily, to its official disposal ;
- (c) unofficial correspondence is a special mode of consulting departments on phases of the question under reference, with which they are respectively concerned, preparatory to the issue of final orders.

20. There are, however, other features of minor importance, which serve to differentiate the several species of correspondence from each other. These will be discussed when treating of the 'draft.'

21. In connection with the subject of this chapter, it may be noticed that, in the conduct of official and unofficial correspondence, foolscap paper is generally used, except when the matter treated of is of a very unimportant nature, in which case, paper of a smaller size may be employed. Demi-official correspondence is, as a rule, carried on on ordinary note, or quarto-post paper.

22. Signature copies of official, unofficial communications and are always written on three quarters (lengthwise) of the page, the fourth quarter being left as a margin.

Having now conveyed a definite idea of the different species of correspondence used for administrative purposes, we are prepared to enter upon a detailed consideration of the various processes of official routine, to which the succeeding chapters will be devoted.

CHAPTER IV.

REGISTRATION—DOCKETING—DIARISING.

Having tracked the ordinary course of a 'receipt' in its progress through the department, we shall now proceed to analyse severally the various processes of official routine.

§ 1.—Registration.

2. In a properly organised department, it is for obvious reasons primarily necessary to keep a complete register of all communications on official matters which are submitted to it, whether for information or action.

3. A preliminary step in the process of registration is to affix a running serial number to all 'receipts' of whatever description, whether official, demi-official, or unofficial, due regard being paid to the order of sequence in respect of the 'receipts' of each day from the same source.

4. 'Files' returned by other departments, to which they had been referred unofficially for opinion, are not numbered anew, inasmuch as they are not new 'receipts.'

5. Entries are then made in the 'register' seriatim of all the 'receipts' of the day, which are next passed on with the register to the branches or sections of the department concerned, the heads or superintendents of which affix their initials opposite each entry, by way of acknowledgment.

6. These entries should show the class of correspondence to which the 'receipts' belong; from whom they have been received; the numbers and dates they bear; the number of spare copies, if any accompanying; and their subject in brief.

7. Hence the register is a descriptive daily record, in serial order, of all communications received in a department.

8. If properly kept, the 'register' should, in addition to any other purpose it might be made to subserve,

- (a) show the number and description of communications received in a department ;
- (b) provide a check against loss or miscarriage, by showing what was actually received, and to whom it was delivered ; and
- (c) afford a ready means of ascertaining whether, and when, any specific communication was received.

9. However desirable such a course may be, the same method of registration is not adopted in every department ; but whatever the form of the register, or the mode of entry, the object of the register is always kept in view, and each department has at its command ready means of furnishing the particulars which the register is expected to supply.

10. The specimen given in Appendix B., No. 1 will serve to show how the entries in the register should be made.

§ 2.—*Docketing.*

11. The 'docket' is always written on a separate half sheet of paper, and contains all distinctive particulars relating to the 'receipt,' viz :—

- (1) the class of correspondence to which it belongs ;
- (2) its nature or species ;
- (3) the official designation of the transmitter ;
- (4) the number, if any, borne by it ;
- (5) its date ;
- (6) the date of receipt ;
- (7) the number of enclosures, if any, which accompany ;
- (8) if printed, the number of spare copies received ; and
- (9) a brief general abstract of the subject.

12. In docketing 'receipts' of a *personal* character from officials, the name of the writer is superadded to his designation.

13. The 'docket' of letters from non-official or private individuals, should show the name and address of the writers.

14. In the case of demi-official letters, the name and official designation of the addressee are usually given in the 'docket.'

15. Sometimes it happens that a letter which was erroneously addressed to a department, other than the one whose province it is to deal with the subject to which it relates, is transferred by it for disposal, to the department concerned. Such a communication is, for the sake of convenience and facility of reference usually 'docketed,' in the office to which it is transferred, as a 'receipt' from the writer or original transmitter; the fact of its transfer from the misaddressed department being simply noted parenthetically on the face of the 'docket.'

16. When a letter relates to more than one subject, it is usual to make extracts and treat them as separate 'receipts.'

17. Unofficial 'receipts' are not 'docketed' in the receiving department.

18. In the abstract of the 'receipt,' for reasons which will be apparent later on [33 (c)], it is convenient to cite the communication, if any, to which it is a reply, or to which it has direct reference.

19. The abstract may consist of the briefest possible note of the subject of the 'receipt,' or it may be a connected summary of its main points. But either method of 'docketing' may be used indiscriminately, according to departmental usage or convenience.

20. From the very nature of the abstract it follows that frequently it is a matter of some difficulty to the inexperienced clerk to compress it within the limited space usually allotted

for the purpose. A few hints, therefore, towards its preparation will perhaps not be considered inappropriate.

21. If the subject of the 'receipt' is simple, it is of course easy enough to adapt the abstract to the prescribed limit ; but bulky communications, and such as are of an intricate character, do not present the same facility.

22. In the latter contingency, one of the following expedients may be employed in making the abstract :—

- (1) If the 'receipt' is an answer to a requisition for certain information, or for further details, and, at the same time, lengthy and involved ; and if the subject will not otherwise admit of compression within the usual compass, the abstract may simply declare that it is a reply to the requisition (citing its number and date) for certain particulars, which should be stated briefly in general terms.
- (2) If the 'receipt' submits a question for decision, or makes some request, and, at the same time, states the facts of the case, or adduces reasons or arguments in support of the point at issue, the abstract may state that "in the circumstances represented," or "for reasons assigned," the question has been submitted for orders, or the request preferred ; the purport of either being given in brief.
- (3) Should the receipt be a mere 'covering' letter or 'endorsement,' and should it be consequently necessary to gather the subject from the enclosure or enclosures, the abstract may, after referring to any correspondence or letter that may be cited in the transmitting document, state that certain papers, (which should, if possible, be specified), are forwarded, relating to a certain subject, which

should be given in a few words; or it may, without making any mention of the enclosures, simply say that the 'covering' communication intimates so and so, giving the subject as shortly as possible.

- (4) Sometimes in the case of telegrams which from their very nature are abstracts in themselves, it becomes necessary to give mere notes of the main points, instead of endeavouring to state them in connected sentences which is usually done in ordinary abstracts.
- (5) News-letters, reports, demi-official letters, etc., which deal with, or treat of, a variety of subjects, are similarly abstracted; brief subject heads only being given.

These devices will doubtless suggest others, as greater experience is acquired in the art of abstracting.

23 Specimens illustrative of the various kinds of 'docket' and methods of abstracting will be found in Appendix B, No. 2.

24. The 'docket' may therefore be defined as *a brief summary or synopsis of the salient characteristics of a 'receipt.'*

25. The object of a 'docket' is to afford a means of identifying, and a ready insight into the subject matter of, a 'receipt,' and thus to obviate the loss of time that would be entailed by the perusal of the 'receipt' in order to ascertain its purport, which is often rendered necessary in the course of official business. The 'docket' is also preparatory to the process of 'diarising.'

§ 3.—*Diarying.*

26. The subjects administered in a department are so multifarious, and varied in character, that the amount of work to

be gone through can only be accomplished by a judicious division of labour. Hence the work is classified under certain general heads, and allotted to corresponding branches or sections of the-ministerial staff.

27. In the conduct of departmental work, it is often necessary, for various reasons, to ascertain the subject or the progressive stage of 'receipts.' The number and frequency of such references, especially when made simultaneously by the various sections of the department, necessitate, as a matter of convenience, the up-keep of special registers, or 'diaries' as they are called, to facilitate access to such information.

28. The 'diary' should contain—

- (1) an entry of the full particulars of the 'receipt' as detailed in the docket ;
- (2) a complete record of the progress of the 'receipt' through the different stages of its course ;
- (3) a brief record of the action taken on the 'receipt,' that is, an entry of the details of the reply, similar to those shown in the 'docket' of the 'receipt' ;
- (4) an indication as to whether any specific 'receipt' constitutes a link in a chain of correspondence, and whether the latter is complete ; and
- (5) a note of the location of the 'case' among the archives, after its final disposal.

29. In 'diarising,' the following points should be attended to :—

- (a) that the particulars of the 'receipt' noted on the 'docket,' are entered in the proper columns ;
- (b) that the key-words in the abstract are, as a convenient arrangement for purposes of reference, written in red ink, or otherwise so distinguished as to readily catch the eye ;

- (c) that the fact of the receipt of a subsequent communication on the same subject is noted opposite the entry of the one immediately preceding it ;
- (d) that in entering a new 'receipt,' a note is made of the 'receipt' on the same subject immediately preceding it ;
- (e) that the particulars of the progressive stages of a 'case' are marked opposite the last 'receipt,' the previous entry being simply cut or scored through, so as to be clearly legible in view of any possible future reference ;
- (f)*that when undisposed of 'files' needed for the disposal of a 'current case' are put up, or, to use a technical expression, **linked** with the latter, the fact is noted in the 'diary' opposite the entries of the last 'receipt' in each 'file'; and
- (g) that when the 'diary' has been so marked, the whereabouts henceforth of the 'linked files,' as long as they continue so 'linked,' is not marked separately, inasmuch as they are to be found with the 'current file' the progress of which alone need be entered.

30. *The 'diary' is thus a classified record of the 'docket,' and of the departmental progress of the 'receipt.'*

31. From the foregoing it will be perceived, that the main object of the 'diary' is to furnish a means of tracing any specific 'receipt.'

32. After a 'case' has been disposed of and 'recorded,' the purposes of a 'diary' are ordinarily fulfilled by the index ; but occasions frequently arise when reference to the 'diary' is still rendered necessary.

33. Such occasions are the following :—

- (a) when it is required to ascertain what action, if any, was taken on a particular 'receipt';
- (b) when it is required to ascertain whether any reply has been received to a given letter;
- (c) when in the absence of a specific 'receipt' it is desired to find out, whether that 'receipt' is a reply or has direct reference to a given communication ;
- (d) when it is necessary to ascertain whether a 'file' has passed through a particular stage;
- (e) when access is desired to a specific 'receipt' which is not readily traceable from the index;
- (f) when, for any reason, reference to the 'diary' affords a more ready and expeditious means of access to any particular communication.

34. In the case of (a), the entry of the orders passed will give the desired information ; as regards (b), if a reply has been received, the fact will be found recorded in the appropriate column; the information required in (c) will be obtainable from the citation of the specified 'receipt' in the subject abstract of the communication to which it is supposed to refer or is a reply ; as to (d), the entries of the progressive stages of the 'file' will afford the needed information; and in regard to (e) and (f), the indication of its location among the archives, or of its whereabouts, will enable the paper sought for to be traced.

35. The specimen 'diary' sheet given in *Appendix B.*, No. 3, will suffice to give an adequate idea as to how the entries should be made.

CHAPTER V.

REFERENCING.

§ 1 — *Classification of 'receipts'*

The communications [which form the staple of secretariat correspondence may] belong to one or more of the following classes:—

- I.—They may be links in the chain of current correspondence.
- II.—They may relate to questions on which there has been previous correspondence.
- III.—The questions referred to therein may be such as are governed by prescribed rules and regulations ;
- IV.—They may be outside any of the foregoing classes, but may treat of questions the disposal of which would, if uniformity of action is to be maintained, need the aid of precedents.
- V.—They may not belong to any of these categories, that is, they may originate a correspondence on a new subject not amenable to rules or precedents.

2. It is obvious that no question referred to in 'receipts' appertaining to classes I—IV, can admit of equitable decision, when isolated from correspondence to which it has direct reference ; or, irrespective of previous rulings or orders ; or, unless viewed in the light of analogy.

3. Before, therefore, any steps can be taken towards the consideration of the subject of such 'receipts,' it is requisite that all correspondence, rules, or precedents that may be necessary or helpful to its disposal, should be put up.

§ 2.—*Qualifications for 'referencing.'*

4. This operation which is technically termed '*referencing*' pre-supposes—

- (a) the possession of a good memory ;
- (b) a thorough knowledge of the sources whence any information that may be needed for the proper consideration of the question is procurable ;
- (c) a practical acquaintance with the ways and means of tracing papers ;
- (d) a correct notion as to when the 'references' put up may be said to be complete ; and
- (e) a knowledge of the manner in which the papers constituting the 'file' should be put together or arranged.

5. To teach (a), the art of cultivating the memory, is beyond the province of this treatise ; and as to (b), special chapters (xv—xvii) will be hereafter devoted to an exposition of the sources of official information. The remaining points, (c), (d), and (e), we shall now proceed to discuss.

§ 3.—*Process of 'referencing.'*

6. In '*referencing*' it is in the first place necessary to carefully read through the 'receipt,' and ascertain—

- (a) whether the 'enclosures,' if any, are complete--if not, the fact should be brought to notice ;
- (b) whether the 'references' are directly specified, or merely alluded to ;
- (c) whether the question at issue is amenable to previous decisions, rulings, or precedents ;
- (d) whether any information, from whatever source, is procurable, which would be helpful in deciding upon the action to be taken ; and

(e) what rules or regulations, if any, govern the disposal of the question under consideration.

7. Hence 'references' may be either direct or indirect, according as they are specifically cited, or suggested by the context of the 'receipt,' or by the nature of the subject.

8. In the case of direct 'references,' if the number and date only of the paper referred to are given, the sole means of tracing it is to look for it in the 'diary,' where the indication of its 'record' numbers, or of its whereabouts will enable its being got at.

9. When the subject of the paper required is stated, a reference to the index at about the probable date of the paper, if known, and under an appropriate key-word, will be necessary to get it up.

10. In regard to papers not specifically referred to, a good memory and experience are the most reliable guides; reference to the index being only necessary, should the memory, fail to afford an accurate and definite indication.

11. Sometimes 'unrecorded' papers, or 'files' which have not yet been disposed of are also needed as reference for the disposal of a case.

12. As to rules and regulations that may be needed, it goes without saying, that a thorough knowledge of them is an absolute pre-requisite to efficient 'referencing.'

13. It often happens that the elucidation of the point at issue needs the aid of various works of reference, such as law books, administration and other reports, maps, gazetteers, etc. A knowledge, therefore, of the sources whence the necessary information may be gleaned is, as has already been said, indispensably required.

14. It may here be observed, that books required for reference, of which the officers are provided with a copy, need

not be put up : in such cases, it will suffice to indicate, if this is not done in the 'receipt,' the passages that should be referred to.

15. Should the 'receipt' which is being 'referenced' be one of a recurring or periodical nature, ~~the~~ one immediately preceding, though not absolutely needed for its disposal, should be put up as 'reference.'

16. In putting up 'references,' the 'record' indication of the papers, etc., referred to, or required, if 'recorded,' should be cited in pencil in the margin of the 'receipt,' the necessary portions, or passages being indicated by distinctive slips or flags.

17. 'References' may therefore comprise—

- (a) 'collections,'
- (b) 'unrecorded' papers, or 'current files,' and
- (c) 'books, such as codes, regulations, reports, gazetteers, maps, etc.

18. 'Receipts' which fall under the category of class V, from their very nature, require no 'referencing'

§ 4.—*References' when complete.*

19. The only test of the completeness of the 'references' put up is, that they should suffice for a thorough exposition of the question under consideration, and afford the means of arriving at a correct conclusion as to the nature of the action that may be necessary. Efficient 'referencing' is therefore by no means a purely mechanical operation, but one that is frequently calculated to bring into play the higher intellectual faculties.

§ 5.—*Arrangement of the 'file.'*

20. The 'file' is thus made of—

- (a) 'references,'
- (b) 'current papers,' and
- (c) the 'docket,' and 'note' (if any).

21. When the necessary papers have been got out, the 'file' must next be arranged in proper order. The arrangement consists—

- (a) in the manner in which the papers constituting the 'file' should be laid out ; and
- (b) in the order in which the papers should be placed together.

12. As to (a), the prevailing practice* in all the secretariats of the Government of India, and in all offices subordinate to them, is to lay out the papers open, like the pages of a book, for facility of perusal : this mode of putting up papers is known as the **flat-system**.

20. The papers constituting the 'file' are placed together in the following order :—

- (a) undermost, 'references ;'
- (b) next above, 'current' papers ; and
- (c) uppermost, the 'docket' and 'note.'

24. 'References' are arranged in inverse chronological sequence, that is, the earliest papers at the bottom, the next later in date, immediately above, and so on, the latest being at the top.

25. In the arrangement of the 'references,' 'unrecorded' papers or 'files' are usually placed above the 'collections.'

26. The practice in regard to the arrangement of 'current' papers is not uniform : in some secretariats, the same method is observed as with 'references ;' in others, the reverse (*direct*) order is followed. The papers (except the new 'receipt,' to which is attached a slip or flag with the words, "under consideration" printed thereon) are tagged together as arranged,—the correspondence, and pages of the 'notes' if any, separately. The final page of the 'notes' is placed topmost.

* Originally all official (foolscap) papers were folded twice breadth-wise. Subsequently, in 1870, it became the rule to fold the papers once length-wise. the existing practice dates from 1882.

27. The 'file' having been duly arranged, the 'references' put up are noted in the same order on the face of the 'docket,' in the place usually set apart for the purpose.

28. In 'referencing' unofficial 'files' from other departments, all the 'references' whether in the correspondence or in the 'notes,' if on record in the receiving department, should be put up. They should be tied up separately with a slip on top indicating the department to which they belong, and placed immediately below the 'current papers.'

29. The papers which go to make up a 'file' are tied together on boards having side flaps to prevent their being cut through by the string or otherwise destroyed.

30. 'Current files' under submission for orders, which are sometimes needed for the disposal of another 'file,' and are put up as 'reference,' are tied or 'linked' together, each on its own board; but if such 'current files,' are awaiting further information or development, or are otherwise held 'in suspense,' they are tied up without their boards, and placed immediately above the 'collections,' (para. 25 *supra*.)

28. Books put up as 'reference' may be placed underneath the board of, and tied up with, the otherwise completed 'file.'

§ 6.—*Definition and object.*

29. It will be seen from the foregoing remarks, that 'referencing' may be defined as *the collation of materials necessary for the elucidation of the subject of a 'receipt,' in view to its disposal.*

30. The process of 'referencing' is intended to subserve a threefold purpose, viz :—

- (a) to facilitate due consideration of the point at issue;
- (b) to secure accuracy of action; and
- (c) to obviate conflict of decision or procedure.

31. A secondary object of 'referencing' is to connect similar periodical 'receipts,' so as to admit of their being easily got together if desired.

CHAPTER VI.

NOTING.

§ 1.—*The 'note' described.*

The 'receipt' having been duly 'referenced,' the 'file' is ready for submission. But in a department of the State, where, owing to the great amount of work, it is impossible for the officers to wade through and digest all the papers in the numerous 'files' requiring orders, it is usual, as a preliminary step, to draw up a succinct statement of the facts of the case; set forth the arguments for and against any measure which may have been proposed; and, if possible, suggest the action that should be taken in the matter.

2. In official phraseology, the outcome of this process is termed a *note*.

§ 2.—*When the 'note' may or may not be dispensed with.*

3. It is not every 'receipt' that calls for a 'note.' Therefore after a 'receipt' has been 'referenced,' it is for consideration whether the 'file' should be submitted at once, or whether any intermediate step is necessary before this can be done.

4. Such intermediate step may be either—

(a) a mere suggestion as to the action that should be taken;

(b) a brief summary of the facts or circumstances of the case; or,

(c) a 'note' proper.

5. It will not perhaps be considered inappropriate if we endeavour to explain under what circumstances a 'file' may be submitted at once, and when any such intermediate step is called for.

6. The 'file' may be submitted at once—

- (a) if the 'receipt' contains a clear and concise exposition of the subject ;
- (b) if the subject matter of the 'receipt' is intended for information only, or requires no orders—in which case, the fact need merely be indicated on the 'note' form, in the proper place, thus: "For information," "No orders," etc.
- (c) if the subject of a 'receipt' is of a purely administrative or technical nature and is consequently beyond the province or competency of the office to deal with ;
- (d) if the subject requires immediate orders, or is of grave importance, on which, from the nature of the case, it is evident that an officer can 'note' more effectively—in such cases no attempt should be made at 'noting' without special orders ; and
- (e) if specially ordered.

7. A mere suggestion as to the course to be adopted is sufficient, when the subject treated of in the 'receipt' is of a simple nature and is clearly set forth, and the necessary action is of a more or less routine character.

8. Suggestions should be made only when the course of action is clear : they should not be hazarded in doubtful cases, as they are likely to mislead the officer.

9. A brief summary is necessary when the 'receipt' is bulky and written in a prolix, involved, or confused style, regardless of order or a proper sequence of ideas.

10. In every other case a 'note' is usually required.

11. It is hardly necessary to add that, in the treatment of 'files,' the prime object is to minimise work, and it should never be lost sight of : no one has a right, from whatever

cause, or with whatever object, to indulge his *cacoëthes scribendi* without real necessity.

§ 3.—*The preparation of the 'note.'*

12. The preparation of the 'note' involves a consideration of the following points :—

- (a) the manner in which it should be commenced
- (b) the arrangement of its constituent parts ;
- (c) the method in which it should be written ;
- (d) the diction and style that should be employed in its composition ; and
- (e) the form in which it should be prepared.

13. A few practical hints on each of these points will serve as a guide to the inexperienced. Of course it goes without saying, that an adequate knowledge of the language, a facility of expression, and a sufficient amount of intelligence to grasp and methodise the facts and arguments of the case, are absolute prerequisite qualifications

§ 4 — *How to begin.*

14. Preparatory to beginning the 'note,' it is necessary to carefully and intelligently read up the 'case, and endeavour to grasp the subject, and the bearings of any arguments or reasons which may have been adduced in support of any proposed measure.

15 The subject should be so mastered that the facts, circumstances, and arguments could be clearly set forth in one's own language ; the papers being only referred to for any particulars that it may be found necessary to detail.

16. If the 'receipt' to be 'noted' on relates to a subject on which there has been no previous correspondence, it will suffice to begin by summarising its contents

17. In respect of a 'receipt' which forms a link in a chain of 'current' correspondence, considering that the state

of the case is apparent from the preceding 'notes' in continuation of which the one under preparation is to be written (para. 37 *infra*), a similar course must be pursued.

18. Should, however, there have been previous correspondence on the subject, which has been already disposed of and 'recorded,' a knowledge of which would be needed to understand the question under reference, it must then be considered whether it would be necessary to recapitulate the facts *ab initio*, or whether it would suffice to fix upon any intermediate stage as the starting point.

19. In such a contingency the following principles, which should be borne in mind, will guide the judgement :—

- (a) that the 'note' must suffice for a full comprehension and proper disposal of the question under consideration,
- (b) that the nature of the 'note' must in a great measure depend on the extent of knowledge of the previous history or circumstances of the case, possessed by the officer to whom the 'file' is to be submitted in the first instance, and
- (c) that it is only in rare and exceptional instances, when the nature of the subject specially demands such a treatment, necessary to recapitulate the previous history of the case *ab initio*, in dealing with subsequent phases or incidents of a question.

This much premised, little difficulty will be experienced in determining the stage at which the 'note' should be commenced.

20. In making a beginning, it is not unusual at the outset to draw attention to some 'note,' if any such exist, among the 'references' in the 'file,' in which the previous history of, or some point connected with, the question at issue has been fully set forth or discussed. The same practice is admissible in the body of the

'note,' when any point, or phase of the question, which requires expansion, has been previously 'noted' upon exhaustively. Such references to previous 'notes' are intended to obviate the necessity of traversing anew the same ground, and should be resorted to only when 're-noting' would entail much unnecessary writing and consequent loss of time.

§ 5.—*Arrangement of its parts.*

21. The parts of the 'note,' according to, their natural sequence, are—

- (a) the *narrative*, which contains a history or statement of the facts and circumstances of the case ;
- (b) the *discussion*, which reviews the arguments on which
• any proposed measure is based , and
- (c) the *conclusion*, which comprises the result of the discussion, and the suggestion (if within the competence of the writer) as to the appropriate decision or action that should be taken.

22. Of course it is unnecessary to say that not every 'note' has all the three parts. Whether any, and which part is not required in any particular case, will be apparent from the nature of the subject of the 'receipt.'

23. The *narrative* must be—

- (a) *complete*, that is, adequate to a full comprehension of the subject, yet shorn of all irrelevant and unnecessary matter ,
- (b) *accurate*, that is, correct as to facts ; and
- (c) *perspicuous*, that is, clear and definite without any vagueness or ambiguity as to the meaning of the writer.

24. In the *discussion*, the arguments and reasons for any proposed measure must be fully and clearly set forth, and critically examined in the light of known facts, or precedents, or

any rules, regulations, or decisions which govern, or are likely to help in the disposal of, the point at issue.

25. The *conclusion* should, in addition to the inference deducible from the discussion, contain, when possible, and when the nature of the case will admit, suggestions for the disposal of the reference. Suggestions on the part of the office are only admissible in cases clearly amenable to previous decisions on the same or analogous questions, or to rules and regulations governing the subject of the 'receipt:' they must however be refrained from when likely to trench on purely technical or administrative ground.

26. In putting up a 'note,' it is by no means necessary to adhere to the arrangement of the facts and arguments followed in the 'receipt.' More often than not, such an arrangement is extremely faulty and immethodical, and liable to lead to a confusion of ideas. It is therefore clearly of the first importance, to methodise in the order of proper sequence, the various elements necessary to the adequate disposal of the 'receipt.'

§ 6.—*Method of writing the 'note.'*

27. The 'note' may be written in one of two ways : it may state the points for consideration at the very outset, and follow up the statement by a recital of the circumstances explanatory of the origin of the proposed measure ; or, it may consist of a brief sketch of the circumstances leading up to the question at issue, commencing either *ab initio*, or from such a starting point as may have suggested itself as necessary or most appropriate. The former method is specially adapted to cases of recent origin ; the latter is generally employed in cases with a previous history. These methods relate only to the narrative or the historical portion of the 'note.'

28. It may be observed that, as each 'note' written in succession of the first office, 'note' is intended to advance the

case a step towards its disposal, it is evident that its province should be restricted to such an end. It should not, as is often done, repeat the facts and arguments already summarised in the office 'note,' unless the latter is inaccurate, too diffuse, or immethodical: unnecessary 'noting' should be studiously avoided.

29. It should be borne in mind, that opinions and suggestions, unless they are founded on precedents or analogy, or are in accordance with rules or regulations, or are clear from the nature of the case, are the province of secretaries alone. It were therefore presumption in clerks to give expression to personal views, unless specially requested to do so. Hence it follows, that in writing the 'note,' clerks should refrain from making use of the first person.

§ 7.—*Diction and style.*

30. In the composition of the 'note,' while the observance of the rules of grammar and rhetoric essential to good writing is necessary, its nature demands that all that is likely to offend against brevity, or to distract the attention, should be sedulously abstained from.

31. Hence, though it is not the province of this treatise to give instructions on the subject of good writing, it is well to point out—

(a) that the chief faults to be avoided in the *diction* of the 'note' are—

(i) tautology, that is, the repetition of the same words or ideas; and

(ii) pleonasm, that is, the use of unnecessary words; and

(b) that in *style*, the 'note' should be,

(i) concise, that is, expressed in the fewest possible appropriate words;

- (ii) simple, though not necessarily devoid of ornament ; and
- (iii) clear, that is, free from all ambiguity.

32. The 'note' should, besides, be—

- (a) couched in temperate language ;
- (b) devoid of all personalities ; and
- (c) expressed in terms consistent with the "proprieties and courtesies of official correspondence."

§ 8.—*Quotations when necessary.*

33. Quotations should rarely be indulged in, and only when, either from ambiguity of expression, or from any other cause, there may be a risk of misinterpreting the meaning of the writer ; or, when the nature of the case requires, for purposes of emphasis, or contrast, or for any other reason, that the precise terms employed should be quoted *verbatim*.

§ 9.—*Form of the 'note.'*

34. According to the prevailing practice in all Government of India secretariats, the 'note' is written immediately below the 'docket ;' a margin of half, or one-third of the page being reserved for remarks and marginal references.

35. In some departments a list, which is prefixed to the 'current papers in the 'file,' is kept up of all 'receipts' and 'issues' in consecutive chronological order, together with a brief abstract of each paper. Such a list is indeed a 'précis-docket,' inasmuch as it partakes of the nature both of the précis and the 'docket ;' and if intelligently made, is sufficient to give a general idea of the correspondence.

36. When such a list is kept up, it is usual, in commencing the 'note,' to cite the paper being 'noted' on at the head.

37. In 'noting' on unofficial 'files' or references from other departments, the 'note' must not be commenced on the same page on which the 'note' of the referring department ends, but on a separate page; the department in which the 'note' is written being clearly indicated on the top.

38. After issue of a draft, the fact is posted on the 'note' form, immediately below the 'notes'. The next 'receipt' is 'docketed,' or cited below this entry; the 'note' thereon following immediately after, and so on. This method of 'noting,' which obtains in all the secretariats of the Government of India, is known as the '**continuous note system.**'

39. Every statement made in the 'note' must be supported by reference to the source whence it is derived.

40. The authorities are cited in the margin, and indicated by slips attached to the papers referred to, the distinctive character of each slip being marked under the citation in the margin to which it relates.

41. All 'notes' are paragraphed, and initialled or signed by the writer, according to the practice of the department; officers on the right-hand corner, and clerks on the left.

§ 10.—*Definition and object.*

42. From the foregoing we may deduce the following definition :—

A 'note' is a comprehensive summary of facts and circumstances, illustrative of the subject of a reference, in view to its disposal.

43. The main object of the 'note' is to help in the disposal of the 'receipt': it is also intended as a permanent record, for future reference, of the grounds on which the decision was based.

44. There is another kind of summary or abstract not of uncommon use in secretariats, namely, the *précis*: this will form the subject of the following chapter.

CHAPTER VII.

PRECIS-WRITING.

§ 1.—*What is a précis?*

Not infrequently some large and important administrative question crops up, the disposal of which sometimes involves a discussion of numerous side issues, and requires that the matter should be considered in connection with its various phases.

2. Such a course necessarily implies that extensive and protracted correspondence should be carefully digested, to ascertain the bearing of collateral matters on the main question at issue.

3. When the correspondence extends, as is often the case, over a series of years, and is consequently very bulky, it requires more time and labour than the officers of a department have at their command to devote to this purpose. The consideration of any such general question would therefore be much impeded without the help of a carefully prepared summary in which its several collateral aspects are distinctly brought out.

4. Such a summary is in official technology styled a **précis**, though the term may be predicated of every abstract.

§ 2.—*The 'précis' classified.*

5. The 'précis' may belong to one of two classes.

I.—It may be a summary of the correspondence, written in the narrative style.

II.—It may be an abstract of each letter in the correspondence, written consecutively in chronological order.

6. The narrative style is adopted in drawing up 'précis' which are intended to be used in the consideration of questions ; the other class of 'précis' is used in the preparation of what, in the phraseology of Indian secretariats, is known as the 'précis-docket,' (c. vi., 34 & c. xii. 40) a term suggestive of the fact that in such a 'précis,' the abstract is more of a general character, as in the 'docket.'

7. The 'précis' which appertains to class I. and which may be termed the 'précis' proper,

(a) may be a summary in which the points of a correspondence are kept distinct ; or,

(b) it may be a running narrative of events as they occur, which, in the case of certain important questions, it is sometimes necessary to keep up for the purpose of facilitating consideration.

8. In the latter case, the 'précis,' is also known as an *historical narrative*.

§ 3.—*Definition and object.*

9. Hence we may derive the following definition :—*The 'précis' is a complete abstract of a correspondence in chronological sequence, or classified according to subject heads.*

10. The main object of the 'précis' is (a) to present in a compact form a complete summary of a correspondence ; and thus (b) to facilitate access to information on any specific point contained therein, not easily come-at-able without much labour and loss of time.

11. As an *historical narrative*, it is intended to subserve the purpose of a record of facts, in chronological order, shorn of the necessarily distracting element of the correspondential style.

12. The 'précis' is therefore helpful in the disposal of certain questions, which it facilitates by preventing the attention

from being diverted, ~~when~~ the complex nature, or the bulky character of a correspondence, renders it difficult to cull the information required.

§ 4.—*Abstracts differentiated.*

13. Abstracting is an operation which is of frequent use in the course of official business : according to their nature, some kinds of abstracts are of primary importance ; while others are merely subsidiary to certain processes of departmental routine.

14. The latter class of abstracts does not need separate consideration ; the former, to which belong the 'docket,' the 'note,' and the 'précis,' we have already discussed.

15. Though from the definitions which have already been given, the points of difference between the 'docket,' the 'note,' and the 'précis' will be readily perceived, the following conspectus will serve to bring out their distinctive features in greater relief :—

- (1) The 'docket' contains a *brief general* abstract of a document.
- (2) The 'note' is a *argumentative* abstract of *facts and circumstances, illustrative of the point for consideration.*
- (3) The 'précis' is a *simple* abstract of a document, or correspondence on any subject.

16. Unlike the 'note,' the 'précis' always begins from the beginning. It is all narrative. In diction and style, greater latitude is allowed than in the preparation of the 'note.' As to form, what has been said of the 'note' is equally applicable to the 'précis'

CHAPTER VIII.

DRAFTING.

§ 1.—*How orders should be carried out.*

After due consideration of the 'case,' the officer empowered to do so passes the necessary order, the nature of which will determine the manner in which it is to be carried out.

2. If the order is to consult some other department of the government, it is effectuated by means of inter-departmental or unofficial correspondence, as has been already explained in a previous chapter (c. iii, §4), except when the point for consideration relates to the *personnel* of the consulting department, in which case the consultation is made 'officially.'

3. Generally, unofficial correspondence is not conducted by means of separate communications, though this agency is sometimes resorted to.

4. Separate communications are made use of—

- (a) when it is considered desirable to withhold the view of the consulting department on matters unconnected with, or unnecessary to the consideration of, the point of reference ;
- (b) when some intermediate action is immediately needed, and the papers in the 'file' are not required for the disposal of the reference ;
- (c) in routine matters, such as calling for or returning papers ; and
- (d) when specially ordered.

5. Any other order or decision is conveyed demi-officially or officially as the case may require

6. The order is communicated demi-officially—

- (a) when it is a reply to a demi-official letter ;
- (b) when, from the nature of the communication to be made (c. iii., 7), such a course is considered necessary ; and
- (c) when so ordered.

§. 2.—*Definition and object.*

7. Thus answering to the threefold character of correspondence in vogue in secretariat offices, a 'draft' may be official, demi-official, or unofficial, according to the requirement of the case. Ordinarily, the 'draft' partakes of the character of the correspondence ; that is, *official* correspondence calls for an *official* 'draft,' *demi-official*, a *demi-official* 'draft.' If an unofficial reference is to be made by a separate communication, it is generally so ordered.

8. *The original of an order when expressed as a separate communication, is styled a 'draft.'*

9. The 'draft' is thus the medium by which the order or decision is conveyed ; and is intended to serve the purpose of a permanent record of the action that has been taken in a given case.

§ 3.—*Species of drafts.*

10. The nature of the order or decision will decide the form an *official* 'draft' shall take; and according to the form in which it is dressed out, the 'draft' is styled—

- (1) an endorsement,
- (2) a letter,
- (3) a despatch,
- (4) an office memorandum,
- (5) a telegram,
- (6) a notification, or
- (7) a resolution.

11. An order may be the result of departmental requirement, or of administrative necessity, or of a reference ; it may concern a government or administration, or an individual, or the public at large ; and its subject may be of an ordinary, or of an urgent character, and of varying degrees of importance and applicability.

12. A consideration of these points will determine the species of the 'draft,' of which the following are the differential characteristics

13. If in accordance with departmental usage or requirement, it is necessary to communicate a copy of a document, and the object of transmission is capable of being expressed in a few words, the 'draft' may and does ordinarily take the form of an 'endorsement.'

14. If the order is intended for a government or administration, or for a person of some status, the 'draft' must take the form of a letter, or despatch.

15. Should the addressee be a department of the government, the order must be communicated by 'office memorandum.'

16. Should an order be of such an urgent nature that it will not bear the delay of communication by post, it must be conveyed by telegram.

17. If the order concerns, or should be known to, the public at large, the 'draft' assumes the form of a notification.

18. Important administrative measures of general applicability are promulgated by means of the 'resolution;' but similar orders of minor importance are usually communicated by 'circular' which takes the form of a letter or 'endorsement' according to the nature of the case.

19. Each of these various kinds of 'draft' will form the subject of separate consideration, in the course of which it will

by necessary to discuss at length its *form, style, and natural divisions.*

§ 4.—*The 'endorsement.'*

20. It often happens, in the course of business, that documents received, or orders passed in a department, concern the offices subordinate to it, and the administrations under its direct control ; or they are such as concern other departments.

Such cases are—

- (a) when some information is received which was called for at the instance of another department or administration, or which otherwise affects the offices, administrations, or departments, referred to ;
- (b) when some decision or order passed in one department is applicable to other departments, administrations, or subordinate officials ; and
- (c) when any action subsidiary to the order passed in one department is necessary in another department.

21. In such cases, it is usual, as a matter of convenience, to communicate the information or order, as the case may be, by sending the document, the purport of which is to be conveyed, or a copy thereof, as may be necessary, with a brief note stating the fact, and adding the purpose for which the communication is made.

22. The note which accompanies a document so transmitted is technically called an **endorsement**, from the fact that, when the practice originated, it was usual to *endorse* the document for transmission, that is, to write the note on the *back* or outside of the document forwarded. This method of *endorsing* however fell into desuetude on the introduction of the '*flat system*' of correspondence.

23. An '*endorsement*' may therefore be defined as a *note accompanying a document, indicating the fact and object of its transmission.*

24. It must be observed that 'office memorandums' are never communicated by 'endorsement:' their purport is always conveyed by separate letter.

25. If the addressee is of high standing, such as the representative of the Home Government, or of a foreign power, or an independent personage, the communication is more appropriately made by letter; a similar course is generally pursued by local governments or administrations in addressing the supreme government. The general rule is to address only subordinate administrations, and departments of the government by endorsement.'

26. Under the existing system of procedure, the term 'endorsement' is a misnomer, and, in some departments, is substituted by the more appropriate appellation of 'memorandum,' in contradistinction to 'office memorandum' which will be discussed later on (c. ix., § 3.)

27. The 'endorsement' is either prefixed or appended to the document transmitted, or it is written on a separate half-sheet of paper, which sometimes serves the purpose of a covering wrapper: an 'endorsement' written separately is also known as a 'memorandum.'

28. When a document is to be transferred for disposal, the 'endorsement' is always written as a separate communication.

29. The form of the 'endorsement' depends upon—

- (a) whether it is prefixed or affixed to its 'enclosure,' or written as a separate communication;
- (b) whether its 'enclosure' is to be forwarded in original, or in copy;
- (c) the number and nature of the documents transmitted;

- (d) the object of transmission ; and
- (e) whether or not there is any previous correspondence to which its 'enclosure' has reference.

30. The practice obtaining in the department is the only guide as to how the 'endorsement' should be written.

31. The document is transmitted in *original*—

- (a) when the subject-matter does not appertain to or concern the department of receipt ;
- (b) when its disposal falls within the province of other than the department addressed ;
- (c) when a report thereon is required in view to its disposal ;
- (d) when it is to be returned to the writer ;
- (e) when specially asked for by a department unofficially consulted ; and
- (f) when sent to another department for consideration and orders.

32. When the information contained in the 'enclosure' of a 'receipt' does not concern the receiving department, the 'enclosure' may be transmitted *in original* with a copy of the 'covering' document.

33. In all other circumstances, a copy only is sent, the original document being retained for record in the transmitting department.

34. In deciding what papers should be transmitted, the principle should be borne in mind that only such should accompany the 'endorsement' as are necessary for the purpose intended.

35. When the intention is that the papers to be sent should form a complete and permanent record in the office of the authority to be addressed, the entire correspondence must be transmitted ; else it will suffice to send only such portion as is necessary for the purpose of the addressee.

36. It must be distinctly remembered that demi-official communications are not as a rule transmitted officially.

37. Ordinarily the entire correspondence is only forwarded to departments when consulted unofficially : indeed, it is a recognised rule, that departments so consulted shall be furnished with a copy of the entire correspondence and 'notes.'

38. To subordinate officials or local governments and administrations, complete correspondence is rarely transmitted, and only when the exigency of the case clearly points to such a course.

39. Correspondence with the Home Government may not be communicated *in extenso*, save to departments, and sometimes to local governments.

40. Papers are forwarded by 'endorsement' either—

- (a) for information ;
- (b) for information and guidance ;
- (c) for information and further orders ;
- (d) for information and any further action that may be necessary ;
- (e) for consideration (and orders),
- (f) for disposal ;
- (g) for communication to ——— ;
- (h) for remarks, opinion, or report ; or,
- (i) when they are to be returned to the writers.

These are the usual terms employed to express the object of transmission ; but the use of a different phraseology is not necessarily out of order.

41. A document is forwarded "for information"—

- (a) when it contains information which, from the nature of the case, should be communicated to, or which was called for at the instance of, the authority to be addressed ;

- (b) when the information to be conveyed, affects the addressee, or his subordinates, or those subject to his control or jurisdiction ; and
- (c) when any order or decision is the result of unofficial correspondence, and no subsidiary action on the part of the addressee is necessary

42. Instructions or orders which are intended to be observed by the addressee are transmitted "for information and guidance."

43. When the decision in a case requires to be supplemented by further action in another department, the document is forwarded "for information and further orders."

44. In case of doubt as to whether any action is necessary on the part of the authority addressed, the document intended for transmission is forwarded "for information and any further action that may be necessary."

45. Documents, on which orders should issue in another department, are transmitted "for consideration (and orders):" in such cases, it is understood that the order passed is to be communicated to the department of origin.

46. Communications which have been misaddressed, or which relate to subjects appertaining to another department or administration, whose province it is to issue final orders thereon, are transferred to the proper authority "for disposal." 'Receipts' are similarly transmitted when it is desired that they should be disposed of by the authority addressed.

47. Information or instructions intended for other than the addressee, such as official subordinates, or those subject to his control or within his jurisdiction, are transmitted "for communication to" the person concerned.

48. In the absence of sufficient material for the disposal of a 'receipt,' or when further particulars are considered neces-

sary, it is transmitted "for remarks, or report or opinion" as the circumstances of the case may suggest.

49. A document is transmitted "for remarks," *to an authority in any way concerned therewith* ; "for report" on its merits, *to one cognisant of the facts and circumstances of the case* ; and "for opinion," *as to its disposal*. The points on which the remarks, report, or opinion is required, may be specified if desired.

50. In addressing a superior authority such as a local government, the request is made "for the favour of remarks, report, or an expression of opinion," as the case may be.

51. Communications not transmitted through the proper channel are generally, returned to the writers : in such cases, it is usual to indicate the proper course. But when the writer is an exalted personage, the document is returned by letter.

52. In forwarding a document it is necessary to cite in the 'endorsement,' the previous correspondence, if any. This is done after specification of the object of transmission, by sending the documents "with reference to" or "in continuation of," generally the last paper on the subject. The citation should clearly specify the number, date, and writer of the paper.

53. When the document to be transmitted contains information or orders supplementary to what was conveyed in a previous communication, it is forwarded "in continuation of" that communication ; otherwise it is sent "with reference to" the last paper addressed to, or received from, the same authority.

54. Should the subject of the paper, which it is intended to forward, relate to more than one, or to other than the last, paper of a correspondence, it is usual to transmit it "with reference to the correspondence ending with" the last paper, which was received from, or addressed to, the same authority.

55. In discussing the 'endorsement,' its *form* cannot be dissociated from its *style* and *natural divisions*.

56. As to its *divisions*, the 'endorsement' may be said to be composed of two parts—

(a) the *inception*, in which particulars as to the paper transmitted, and the name or designation of the addressee are indicated; and

(b) the *termination*, in which—

(i) the purpose of transmission is specified, and

(ii) reference is made to previous correspondence if any.

57. The *form* and *style* of the 'endorsement' will be apparent from the specimens of its parts given below.

58. From what has already been said, a sufficiently adequate idea may be formed of the 'endorsement,' but the following specimens of its parts will serve to illustrate its nature more clearly :—

Inception

(1) " The following (or the following correspondence) is forwarded to the [giving the designation of the addressee]."

(2) " Transferred to the—"

(3) " Forwarded to the—"

(4) " Returned to —"

(5) " Copy (or a copy of the foregoing [describing the document] is) forwarded to the—"

(6) " Copy of (or a copy of the foregoing) correspondence (is) forwarded to the—"

(7) " A copy of the foregoing—and of the — to which it is a reply, is forwarded to the—"

(8) " Copy with copy (or a copy of the fore-

going——

and) of the correspondence (or papers) noted
in the margin, is forwarded to the——”

Termination.

The various forms have already been noticed in paras:
40, & 52—54. But when, in addition to the ordinary object
of transmission, any special request is to be conveyed, the
following words are usually superadded:—

“ and with a request that (*specifying the
object*)”

59. When written as a separate communication, the parts
of the ‘endorsement’—

(a) may take one of the foregoing forms ; or,

(b) may be written thus :—

Inception.

“ Read—— from —— No. —— dated the ——.”

Termination.

“ Ordered that a copy be forwarded to the———for ——.”

60. In the latter case, the parts of the ‘endorsement’ may
be styled the *preamble* and the *order*, corresponding to the
‘inception’ and the ‘termination.’

61. The specimens given in *Appendix B.* will exhibit at a
glance how the parts of the ‘endorsement’ are put together.

62. The object of the ‘endorsement’ is to economise the
time and labour that would be required to accurately and fully
convey by any other means the purport of a document.

63. Though the use of the ‘endorsement’ is generally
limited to the transmission of a document for a specific purpose,
opportunity may however be taken to incorporate therein any
brief intimation that may be necessary.

64. It may however be observed that when the purpose
for which a document is transmitted is not briefly expressible,
the ‘endorsement’ should not be used.

CHAPTER IX.

DRAFTING—(*continued.*)

The 'endorsement,' though it has been treated as a 'draft,' can hardly lay claim to the appellation generally, inasmuch as not *every* 'endorsement' is the vehicle of a specific order. It can only be held to belong to that category, when it is the sole outcome of such an order: it is not a 'draft' when it results in the ordinary course of office routine.

2. The 'draft' proper—

- (a) conveys the final order or decision of the government on any given point or reference; or
- (b) carries out any necessary intermediate action which may have been decided upon.

3. Before discussing the differential properties of the several species of 'draft,' it will be well at the outset to consider their points of contact.

4. These points of contact relate to the *form*, the *division*, and the *style* of the 'draft.'

§ 1. *Points of contact of the different species of 'draft.'*

(a) As to form,

5. In so far as the purpose of the government is concerned, every official 'draft' when issued—

- (a) bears a serial number having reference to the branch of the department to which its subject appertains;
- (b) is dated; and
- (c) indicates
 - (i) the department of issue,
 - (ii) the branch subject,
 - (iii) the place of issue—giving its official designation if any,

(iv) the designation of the addressee, if a public functionary,—or,

(v) if a non-official, his name and address,

(vi) the date of despatch, and

(vii) the officers by whom it was approved, and under whose signature it was issued.

6. For these particulars, except (a), (b), and (c) (vi) and (vii), which are filled in by the despatcher, the responsibility lies with the drafter.

7. The species to which the 'draft' belongs, though distinguishable by its form, is generally indicated at the outset.

8. The paragraphs of the 'draft,' save the first, are always numbered.

9. Except when the 'draft' initiates a correspondence, or when it is not required to refer to any document, the letter or correspondence to which it is a reply, or to which it has direct reference, is always cited, and its subject, generally given, in the first or opening paragraph. This course is obviously necessary both to ensure precision and to obviate confusion which is sure otherwise to result: but the manner in which this is done will be explained in the following chapter (§1., 5, & 11—18.)

10. In citing official letters in 'drafts,' the officers whose signatures they bear should not be referred to by name: *e. g.*, "In reply to Mr. A's letter, etc. Such a course is only permissible when, in addressing an officer, it is necessary to refer or reply to a letter from his predecessor in office. Reference by name is a distinctive feature in personal communications; and the personal element should be carefully avoided in official correspondence.

11. It may here be again [c. iii., 4(g)] impressed upon the attention that demi-official or unofficial papers should not be cited in official communications,

12. As a rule, citations are made in the body of the 'draft.' But it is usual to do so in the margin—

- (a) when the 'draft' is a reply, or has reference, to more than one document ;
- (b) when any document is merely alluded to, and to which it is not intended to draw special reference ;
- (c) when the purpose of the citation is only to indicate the source of verification of any statement made in the body of the 'draft,' and
- (d) when it is desired not to disturb the continuity of the sense, or of the text.

13. In citing a document, every detail necessary to its identification must be given.

14. The head of the government or administration is responsible for all orders or decisions emanating from any of its departments. Hence every 'draft' issues virtually under his direction : and this fact is generally expressed in the principal clause of the first paragraph ; thus, "I am directed to—"

15. If in the course of the 'draft,' it is desired, in any other instance, to convey the same idea, the phrase, "I am to," is substituted for the words, "I am directed to—."

16. In 'drafts' of one paragraph, which are direct, that is, affirmative or negative, replies to simple references, the subject of the document replied to is not separately recited, but is incorporated in the order conveyed ; but when the 'drafts' are not direct replies, the subject if compressible in a few words may be inserted.

17. In form, demi-official drafts are precisely the same as official drafts, except that ordinarily they bear no number nor any indication of the branch subject.

18. The form of unofficial drafts is similar to that of the 'office memorandum' (c. x., 29.)

19. The foregoing points, the purposes of which are sufficiently apparent, are observed in every 'draft'. But there are others, common only to certain classes : these will be considered in their proper places.

20. (b)—As to division The order or decision is generally communicated in a single paragraph—

(a) when the 'draft' is a *simple* one, that is, a direct affirmative or negative reply ; and

(b) when it is not required to convey any remarks or observations.

21. In all other cases, the draft will consist of more than one paragraph.

22. In such 'drafts,' the first paragraph always refers to the document or correspondence to which the 'draft' is a reply, or to which it has reference ; and recites the subject of the reference (para. 9 *supra*.)

23. When a 'draft' of this kind conveys an order or decision on a single point, the last paragraph generally contains the order or decision.

24. The intermediate paragraphs are devoted to remarks or observations, explanatory of the decision conveyed.

25. 'Drafts' in which the proposal is accepted only partially, or with modifications, generally consist of two paragraphs—

(a) when no comments or observations are necessary ; and

(b) when comments or remarks admit of incorporation in the same paragraph with the order.

26. When proposals are not accepted, in their *entirety*, it is necessary, in order to a proper understanding of the case, to state them fully at the outset, and then, in conveying the order or decision, specify the extent to which they have been sanctioned, or how far they have been modified.

27. Should orders be required on more than one point, after reciting in the first paragraph the general subject of the reference, the several points may, in view of methodical treatment, be categorically set forth in the paragraph following. The decision is then conveyed in the same order ; that on each point being preceded, if necessary, in a separate paragraph, by any remarks or observations relating thereto.

28. (c)—As to style. The 'draft' must be expressed—

(a) in appropriate phraseology, according as it is official, demi-official, or unofficial.

(b) in language, courteous, temperate, and adapted to the class to which it belongs ; and

(c) in accordance with the usual rules of good composition.

29. Certain words, phrases, and set forms and modes of expression are peculiar to, and are, as a rule, never employed in other than, *official* 'drafts' : e. g. "directed," "I am directed to—," "I am to—," "on a full or careful consideration of the facts of the case," "in the circumstances of the case," "cited in the margin," "marginally noted," etc.

30. As conveying the order or decision of the government, the style of *official* 'drafts' must be appropriately dignified, and befitting the position or status of the addressee.

31. In addressing a subordinate administration or official, care must be taken to avoid familiarity of style, to maintain a becoming dignity, and never to employ words or phrases which would be more appropriate from a subordinate to a superior authority.

32. Similarly in communicating with the supreme government, or with official superiors, local governments and administrations, or official subordinates should always use respectful language, and never indulge in terms unbecoming the exalted position, or status of the addressee.

33. In *demi-official* 'drafts' the style is more unrestrained, and partakes rather of the character of a compromise between the familiarity of a private letter and the dignity of an official communication.

34. The style of *unofficial* 'drafts,' which are generally of a routine nature, is of an impersonal character.

35. A correct notion of the styles of the various species of 'drafts,' can only be arrived at by experience; but a few specimens (*vide Appendix B*) will serve to illustrate their differential characteristics.

§ 2. *Other general characteristic features.*

36. There are certain other general points which should be observed in all 'drafts.'

37. Orders should always be conveyed in the principal clause of a sentence.

38. Points to which it is desired to draw special attention should not be inserted in a relative or secondary clause.

39. In preparing the 'draft,' the concatenation of ideas or arguments and the *ipsissima verba* of the order, as contained in the 'notes,' should as far as possible be followed. Of course this rule cannot be observed when the discussion in the 'notes' has been carried on regardless of logical sequence, or the order has been loosely or clumsily worded. In such cases, the 'drafter' is expected to convey the substance of the 'notes,' arranged in the natural order of the points discussed, and the order, or decision arrived at, in choice and appropriate language, befitting the dignity of the supreme government.

40. Every 'draft' should be self contained, that is, it should convey the order or decision in such a manner as to be clearly intelligible without reference to any paper in the 'file.' Such a course is clearly necessary to obviate the possibility of any misunderstanding.

41. Sometimes however the proposals or recommendations for sanction are of a complex character, while the order accepts or negatives them *in toto*. In such cases, the sanction or refusal may be conveyed in *general* terms without specifying the proposals: *e. g* "I am directed to convey sanction to the proposals contained in—."

42. It follows from para. 40 above, that, as a rule, it is not necessary to send any enclosures [c. ni., 4(d)]; though in certain instances it is useful and more convenient to do so.

43. Such instances are—

- (a) when a report or opinion is required on any document;
- (b) when the subject is too complicated and involved, in which case a full précis would be needed to elucidate the matter; and
- (c) when, from the very nature of the case, it is necessary to transmit any document.

44. In addition to the instances mentioned in the preceding paragraph it is usual, in the case of 'despatches,' to transmit all the papers bearing on, or illustrative of, the subject of the 'draft.'

45. Subordinate administrations or officials, when submitting for orders any question on which there has been a long series of correspondence, or which is not very clear in itself, should, besides stating the matter as fully and as clearly as possible, place all the papers in the case before the superior authority, to enable it to form a proper judgment and to come to an equitable decision.

46. It is usual to cite the 'enclosures,' in the margin of the 'draft;' and, as a matter of office routine, to draw the attention of the despatcher to the 'enclosures' or groups of

'enclosures' by oblique marginal lines. Or, as is the practice in some departments, a list of the documents accompanying may be annexed to the 'draft.'

47. A copy of all orders, affecting expenditure and accounts, passed by a department in accordance with delegated powers, is communicated direct by 'endorsement' to the Accounts Officer concerned.

48. When an order has been passed after 'unofficial' consultation with another department, it is usual to send to the department consulted, by 'endorsement,' which is appended to the 'draft,' a copy of the entire correspondence together with a copy of the notes on which the order is based.

49. The Finance Department is however an exception to this rule : no copy of any paper is furnished to that Department unless specially asked for ; but, in cases involving expenditure or accounts, if no such request is made, the 'file' is returned to that Department unofficially after issue of the 'draft,' for communication of the order to the proper Accounts Officer.

50. But if a department is consulted on some point with which it has no direct concern, nor is likely to be concerned in future, it is unnecessary to send a copy of the papers and 'notes' in the case, to that department, except on special request.

51. The transmitting 'endorsement' which precedes or is appended to the 'issue' or 'draft,' is known as a **subsidiary order**.

52. Petty orders, or those of a routine character may be conveyed without specifying in the 'draft,' by whom they are passed : *e. g.*, "I am directed to convey sanction to—."

53. In communicating other orders, it is usual to state in the 'draft' that "the Government of India sanction—."

54. If the 'file' was submitted to the Viceroy or to his Council, the 'draft' should state "that the Governor-General in Council sanctions—."

55. When an order is conveyed by telegram, it should be supplemented by a letter, if there is any possibility of doubt, or misconception as to terms, etc

56. Except when the addressee is a department of the State, all 'drafts' should be addressed to the head of the administration, or in the case of governments, to the secretary in the department concerned.

57. In this connection it may be observed that in official letters, acting or officiating incumbents should not be addressed as such, that is, in their acting or officiating capacity; e.g. "To the *Acting* Chief Secretary," "To the *Officiating* Chief Commissioner." The reason is obvious: it is the individual who is acting, while the letter is addressed to him in his official capacity, as the holder of the permanent office.

58. Hence also it follows that in demi-official letters, which are of a personal character, acting or officiating incumbents should be addressed by their names followed by their acting or officiating designations.

59. In personal matters, all 'drafts' should be addressed *by name* to the person concerned. If the addressee is an official, his official designation should be added.

60. When two or more drafts are required in a 'case,' it is usual to indicate the number put up, in pencil, on the face of each, and the order in which they should be numbered by the despatcher before issue.

The points noticed in this chapter relate or are common to all 'drafts:' we shall in the next, discuss the characteristic features of the several species.

CHAPTER X.

DRAFTING—(*Concluded.*)

Having considered fully the properties common to all 'drafts,' we shall now endeavour to point out the peculiarities which serve to distinguish the different species from each other.

§ 1.—*The letter.*

2. The most general mode of conveying an order is by *letter* : this species of 'draft' will therefore form the first subject of consideration.

3. *Form*—Every 'draft' letter is addressed to a specific person, and begins with "Sir," "Madam," etc., according to the condition or status of the addressee: "Gentlemen" forms an appropriate beginning for letters to firms or corporations.

4. All such 'drafts' terminate with the words, "I have etc." with the designation of the officer under whose signature they are to be issued written under, thus:—

I have, etc.,

(*Designation of signing officer.*)

5. The first or opening paragraph of 'draft' letters usually begins in one of the following forms:—

(1) "In reply to—No.—dated the—, I am directed to—."

(2) "With reference to—No.—dated the—, I am directed to—."

(3) "In continuation of—No.—dated the—, I am directed to—."

- (4) "With reference to the correspondence ending with
—No.—dated the—, I am directed to —."
- (5) "As requested [*or*, in compliance with the request
made (*or* preferred)] in—No.—dated the
—, I am directed to—."
- (6) "I am directed to refer to—No.—dated
the —."
- (7) "I am directed to reply to—No.—dated
the—."
- (8) "I am directed to acknowledge the receipt of—
No.—dated the—."
- (9) "I am directed to—."
- (10) "I (we) have the honour to —."

6. Except (9) and (10), these forms are applicable in cases where the 'draft' is the result of a reference, or when it relates to a subject on which there has been previous correspondence.

7. Of course it must be distinctly understood that there is no hard and fast rule for commencing the 'draft.' For instance, there is no reason why the forms may not be interchanged when possible, nor why the 'draft' may not begin thus:—"Your letter No.—dated the—, on the subject of—, having been laid before the Governor-General in Council, (*or*, having been duly considered,) I am directed to communicate as follows:—;" or thus:—"In replying, *or* referring to, *or* acknowledging the receipt of your letter No.—dated the—, I am directed to—."

8. The wording necessarily depends in a great measure on the taste, or wishes of the secretary of the department, or of the head of the office, but the forms given above are what are generally used in the Indian secretariats.

9. Ordinarily there is not much discrimination exercised in the use of the forms. A few hints however, will perhaps be

considered helpful in the selection of the form appropriate to the particular case in hand.

10. If the subject is of a simple nature and the 'draft' is a direct reply, accepting or negating the proposal, or recommendation made, and it is not required to convey any remarks, etc., on the subject, form (1) is generally used.

11. Form (2) is usually adopted when the nature of the communication to be made is simple and the 'draft' is not a direct reply, but has reference merely to some particular communication on the subject, to or from the addressee, or to any document which he may have received from whatever source, or of which he may be otherwise cognisant.

12. Any information or decision in addition or supplementary to what has already been conveyed in a previous letter, is communicated in continuation of that letter. (*vide* form 3.)

13. But should the 'draft' be the last of a series of correspondence with the addressee, and a direct simple reply, and have reference to no specific paper in the series, form (4) may be used in beginning the 'draft.'

14. The use of form (5) is indicated by its phrasing.

15. If the 'draft' is not a direct reply, and it is necessary to communicate any remarks or observations on the subject of the reference, form (6) would be a good way to commence.

16. Form (7) would however be a more appropriate beginning, if, while the 'draft' is a direct reply, it accepts or negatives partially or with modifications any proposals, or if it is required to make any comments or remarks.

17. Form (8) is better adapted to 'drafts' of importance, in respect either of the status of the addressee, or of the subject. This form is also used when it is required to merely acknowledge a 'receipt'

18. Form (9) is used only when the 'draft' initiates a correspondence, and it is not required to refer to any document.

19. In addressing a superior authority form (10) should be employed. This form is made use of by the Government of India in letters to the India Office, and in despatches to the Secretary of State.

20. As is apparent from the nature of the case, communications by letter are made in the *first person*.

21. There is nothing special to be noticed in regard to the *division* or *style* of the letter.

§ 2.—The 'despatch.'

22. In official phraseology, a letter addressed to Her Majesty's Secretary of State for India is called a 'despatch.' It is signed by the Governor-General and the Members of the Executive Council who collectively constitute the Government of India.

23. The 'despatch' differs from the letter in *form* and *style* ; but not as to its *divisions*.

24. *Form*.—The 'despatch' begins with "My Lord," "My Lord Marquis," etc., according to the status of the addressee ; and ends with the words, "We have, etc."

25. The first paragraph begins in one of the same forms, *mutatis mutandis*, as in the case of the letter ; but inasmuch as the 'despatch' issues under the signature of the Viceroy and the Members of his Council, the communication is made in the *first person plural*.

26. As the 'despatch' is an immediate communication from the Government of India, it does not issue under *direction*, and the phrase, "We have the honour to—," is substituted for the phrase, "I am directed to—," used in the letter.

27. *Style*.—The style of the 'despatch' should be more dig-

nified than that of the letter, and greater care taken in the selection of the language ; and though, as a rule, all the papers connected with the subject of reference are transmitted *in extenso*, the facts and circumstances must be clearly set forth in the body of the 'despatch,' together with the grounds, reasons, or arguments, on which the proposal, or recommendation, if any, is made.

28. The phraseology must be such as is employed in addressing a superior authority.

29. When there are more than two 'enclosures' in a 'despatch,' it is usually accompanied by a list or schedule of such 'enclosures.'

§ 3.—*The 'office memorandum.'*

30. Official interdepartmental correspondence is conducted by means of what is technically termed the 'office memorandum.'

31. All that has been said in regard to the letter is equally applicable to the 'office memorandum.'

32. The only difference in the *form* of the 'office memorandum' is that communications by its agency are made in the *third person singular* ; the words, "the undersigned," being substituted for the personal pronoun, "I."

33. Though strictly speaking the use of the 'office memorandum' should be restricted to communications between departments, it has become a recognised practice to employ it in addressing certain classes of non-officials of no particular status, such as petitioners, applicants for information, appointments, etc., and sometimes firms and corporations.

§ 4.—*The telegram.*

34. Correspondence on matters of urgency is carried on by telegrams.

35. *Omissis omittendis*, the particulars required in a 'draft'

telegram, as to *form*, are similar to the requirements of the 'draft' letter.

36. It is needless to say that there is nothing to be observed in respect of the *divisions* of the telegram.

37. As to its *style*, it must be borne in mind that perspicuity and the utmost brevity compatible with a due intelligence of the subject, should characterize the 'draft' telegram : all words not absolutely necessary should be avoided.

38. To minimise the cost of transmission, telegrams intended for despatch outside the limits of India, are translated into 'code' language ; and those of a secret and confidential nature, into 'cypher' language, irrespective of their destination.

39. Ordinary telegrams issue in the name of the secretary ; and the number borne by them is also transmitted at the beginning of the message.

40. Telegrams addressed to the Secretary of State issue in the name of the Viceroy. In such telegrams, the name of the department is telegraphed in lieu of the number, and always begins the message.

§ 5.—The 'notification.'

41. The several species of the 'draft' already treated of are of a personal nature : the two remaining species—the 'notification' and the 'resolution'—are of a general character, inasmuch as they are not *per se* addressed to a specific person.

42. Rulings which affect the general public, and orders or decisions, which, for certain reasons, it is considered necessary or desirable to make generally known, are published by 'notification' in the government gazette,* an organ instituted for this very purpose.

43. It is unnecessary to say that the *form* and *style* of the 'notification' will in a great measure depend upon the subject, and upon the merits of the case ; as to its *divisions*, if any,

care should be taken that they are arranged in their natural sequence.

44. A few specimens however will enable one to form some notion as to how a 'draft notification' should be prepared. (vide *Appendix B.*)

§ 6.—*The 'resolution.'*

45. Important general rulings which affect all, or a number of administrations, are promulgated by means of what are called departmental 'resolutions.' Ordinary, unimportant orders, or decisions in special cases, applicable alike to other administrations, are usually communicated by 'circular letters, or endorsements.'

46. The consideration of the *form* of the 'resolution' resolves itself into a discussion of its *divisions* or constituent parts.

47. The 'resolution' is made up of four parts, namely,

- (1) the **preamble**,
- (2) the **observations**,
- (3) the **resolution** (proper), and
- (4) the **order**.

48. In the 'preamble,' which corresponds to the first paragraph of the letter, all the papers, which are affected by the 'resolution,' or on which the 'resolution' is based, are cited, or, as it is technically termed, **read**.

49. The 'observations' contain the arguments or grounds on which the 'resolution' (proper) is based; and corresponds to the intermediate paragraphs of the letter.

50. The 'resolution' proper conveys the ruling of ~~the~~ government; and corresponds generally to the last paragraph of the letter.

51. The 'order' specifies—

- (a) the authorities to whom the 'resolution' is to be communicated;

- (b) the purpose for which the communication is made ; and
- (c) any other instruction as to the treatment of the 'resolution.'

52. If the 'resolution' modifies, or has reference or is supplementary to a previous one, the document which communicated the latter is in the usual manner cited in the 'order;' it must however be observed that when two or more previous 'resolutions' are affected, the document which communicated the last one only, should be so cited. The 'order' therefore corresponds to the 'endorsement,' which it virtually is.

53. There is nothing special to be noticed as to the *style* of the 'resolution,' except that the ruling is conveyed impersonally, inasmuch as the 'resolution' contains no indication of any communicating agent.

CHAPTER XI.

DESPATCHING.

After a 'draft' has been finally approved, it is sent to the copying branch of the department, for issue in the usual course

2. It is the duty of the superintendent of the branch in which the 'draft' has been prepared, to send the 'draft' to the copying branch complete with all the 'enclosures,' if any, and all omissions supplied; he should also read over the 'draft' and see that there are no doubtful points requiring solution.

3. All these points should also be attended to by the superintendent of the copying branch, before he passes on the 'draft' to be copied.

4. The duties of the copying branch comprise the three main operations of—

- (a) copying;
- (b) examining; and
- (c) despatching.

§ 1 — *Copying.*

5. The fair-copy of the 'draft' must fulfil the following conditions :—

- (a) it must be written in a neat, clear, and legible hand;
- (b) it must be free from orthographical errors;
- (c) it must be correctly punctuated;
- (d) it must be made on paper of the proper size and kind, according to the class to which the 'draft' belongs; and
- (e) it must be made in the form adapted to the species of the 'draft.'

6. Condition (a) entirely depends upon the hand-writing of the copyist selected for the work.

7. Conditions (b) and (c) pre-suppose a fair amount of educational ability in the copyist ; but the detection and rectification of errors, which may have escaped him, constitute the duty of the examiner.

8. In regard to (d), it must be observed that, as a rule, official and unofficial communications are written on foolscap paper with quarter margin ; demi-official letters, on quarto-post, or note paper.

9. As to (e), the appropriate forms will be found in *Appendix B.* ; but there are certain points, connected with the fair-copying of each species of 'draft,' which we shall now proceed to note.

10. Every official and unofficial communication is headed by its appropriate serial number.

11. The designation of the signing officer must always be written in full below the signature, in every official or unofficial issue.

12. *Endorsement* —An 'endorsement' either precedes or follows the document transmitted ; or, it is written as a separate communication.

13. If it precedes, the document or correspondence transmitted is copied in succession, in proper order.

14. If it is a separate communication, it is treated as an 'office memorandum.'

15. Otherwise the 'endorsement' follows immediately *after* the copy (*complete*, with 'enclosures' if any,) of the papers transmitted.

16. But should the 'endorsement' which follows be a 'subsidiary order,' it is copied immediately after the current *issue*, and the other papers, which are to accompany, are written separately, and attested by the branch superintendent, or the registrar.

17. As every 'draft' issues under direction, the fact, in the case of the 'endorsement,' is indicated by the insertion of the words, "By order," immediately above the name of the officer under whose signature the 'endorsement' is issued.

18. Immediately *below* the 'endorsement,' on the left-hand corner, opposite the signature, are shown the department of issue, the place of issue, the branch subject, and date : in the case of the 'endorsement' which precedes the document transmitted, these details are given *above* the 'endorsement.'

19. An 'endorsement' is generally issued under the signature of any junior officer of the department.

20. When forwarding an original or a printed document, the 'endorsement' may be copied on a separate half-sheet and attached to the paper transmitted.

21. *Letter.*—The *address* in the signature copy of a letter ordinarily shows the *name and designation* of the *signing officer*, and the *designation* of the *addressee* : in *personal* communications, the *name* precedes the *designation*, if the addressee is an official ; if a non-official, the *name only* is given.

22. In the case of a *demi-official* letter, the *place and date* of issue are written at the right-hand corner on the top ; and the *name and designation* of the addressee below the signature, on the left.

23. In official letters, the *place and date* of issue immediately follow the address.

24. The signature copy of the official letter ends thus : —

"I have the honour to be,

SIR,

Your most obedient servant,

(*Name*)

(*Designation*)."

25. Important letters are signed by the secretary of the department, or by any other officer *for* him.

26. Letters to the address of the Government of India should be signed by the heads of administrations ; but in the case of a local government, by one of the secretaries to that government.

27. Generally no officer of a lower rank than an assistant secretary may sign an official letter of an unimportant nature ; but the registrar of the department may sign routine communications.

28. The department of issue is generally written on the left-hand margin of the first paragraph

29. A 'circular' is treated like an issue of the species to which it belongs, and is generally issued in print.

30. *Despatch* —The 'despatch' generally issues in print ; and is similar in form to the letter, except that it ends thus : —

“ We have the honour to be,

My Lord,

Your Lordship's most obedient humble servants,

(*Names of Viceroy and*

Members of Council,

in order of seniority)”

31. *Office memorandum*.—The department, branch, place, date of issue, and the species of communication, are shown on the top of the copy for signature ; and the address, below, after the name and designation of the signing officer

32. In the address, the *designation only* of the addressee is given ; but if the addressee is a non-official, his *name* is given instead.

33. Unofficial communications are treated like the 'office memorandum.'

34. *Telegram*.—The telegram is copied on the proper form prescribed by the Telegraph Department, and is despatched on the very day it is received in the issue branch.

35. It may be signed by the registrar, or a superintendent of the department; unless it conveys orders as to the confirmation or commutation of a capital sentence, in which case, it must be signed by a *secretary* of the department.

36. *Notification*—The notification is published in the government gazette, under the signature of the secretary of the department.

37. The department, place, and date of issue, are shown on the top.

38. As is the case with all official communications, the notification is issued and published under the direction of the head of the government; and the fact is indicated by the insertion of the words, "By order, etc.," immediately above the secretary's signature. This practice, however, has of late fallen into desuetude.

39. *Resolution*.—The 'resolution' being in fact a general order, or a proceeding of the government, which is to be communicated to the several administrations concerned, the copy for signature is generally headed by the words, "Extract from the Proceedings of the Government of India in the— Department, No. ——— dated ——— the ——— 18——."

40. As the 'resolution' is virtually a 'circular,' inasmuch as it is addressed to several administrations, it is treated like the 'circular.' It is unnecessary, as is sometimes done, to communicate the 'resolution' by separate 'endorsement.'

41. The 'resolution' like the 'circular' and the 'despatch' generally issues in print, and is signed by the secretary of the department.

§ 2.—*Examining.*

42. Before the fair-copy of a 'draft' can be submitted for signature, it must be compared with the original, and carefully examined.

43. This duty involves two processes, namely, reading and examining.

44. The former consists in reading the matter to be examined correctly, distinctly, and intelligently, with due regard to the sense intended to be conveyed.

45. The following are the items that constitute the process of examination :—

(1) To correct errors—

- (i) in orthography,
- (ii) in grammatical construction, and
- (iii) in punctuation.

(2) To rectify all other obvious inaccuracies.

(3) To bring to notice—

- (i) all errors or omissions, and
- (ii) all improprieties of phraseology or expression, which may not be altered without authority.

(4) To see—

- (i) that the 'draft' has been properly copied for signature,
- (ii) that the 'enclosures' if any, are complete, and
- (iii) that all the papers connected with, or relating to, the 'draft' have been copied in due order.

46. Errors in orthography imply inaccuracy of spelling and the misuse of capital letters.

47. Erroneous grammatical construction means violation of the rules of syntax.

48. By improper punctuation is meant not only the misuse of one point of punctuation for another, but also excess or deficiency in punctuating.

49. Obvious inaccuracies are errors or omissions of pure inadvertence, of the impropriety of which there can be no possibility of doubt.

50. As instances of errors or omissions for the rectification of which authority is needed, may be cited improper paragraphing, lack of, or illogical, sequence in the arrangement of ideas, omission of points, non-observance of prescribed routine, etc.

51. Impropriety of phraseology or expression implies not only the misuse, or misapplication of terms, but also the violation of the rules or principles of good composition.

52. Proper copying means accuracy of form, as well as the use of the right kind of paper according to the species of the 'draft.'

53. From the foregoing it is evident that the qualities required to make a good reader are the following:—

- (1) fluency and clearness of speech,
- (2) facility of deciphering bad hand-writing;
- (3) orthoepy, or correct pronunciation; and
- (4) a sufficient amount of intelligence to understand the sense of what he reads.

54. The qualifications which an efficient examiner must possess are—

- (1) a thorough knowledge of grammar;
- (2) quickness of perception in detecting errors and omissions;
- (3) sufficient knowledge of official routine and of the forms of the different species of 'draft;'
- (4) ability to discern the right use of terms;

- (5) knowledge of the canons and elements of good composition ; and
- (6) a habit of carefulness and attention in the discharge of his duties.

55. Hence it follows that the work of examination is by no means a mere mechanical duty ; and that it is highly erroneous to imagine that it is one which any and every one, however inexperienced, is equally capable of performing.

56. To obviate the possibility of errors passing unnoticed the fair-copy, should be held by the examiner, and the original read from.

§ 3.—*Despatching.*

57. After signature the fair-copy of the 'draft' is passed on to the despatcher for issue

58. The communication is then given an appropriate serial number, and is dated ; and the necessary entry thereof made in a special register kept for the purpose.

59. It is next put, with its 'enclosures' if any complete, into an envelope, on which the proper address is superscribed, and despatched either by post or by messenger, as the case may require.

60. The same procedure is observed in respect of demi-official letters, except that they are not usually numbered.

61. Unofficial 'files' are also numbered and dated, and are generally accompanied by a list of all the papers which they contain ; a duplicate of such list being kept in the branch, to which the 'files' appertain, as a check against the possible loss of any paper sent out of the department.

62. In returning unofficial 'files' received from other departments, no list is made, unless they contain any papers belonging to the department consulted.

CHAPTER XII.

RECORDING.

§ 1.—*Treatment of 'cases' after issue of orders.*

In putting up a 'draft,' the fact is usually indicated on the 'note' form below the order, thus:—" 'Draft' submitted for approval." This statement is followed by the 'drafter's' signature, and the initials of the approving officer or officers, with their respective dates.

2. After issue, the designation or name of the addressee, and the number and date of the 'draft' are posted immediately under; the distinctive particulars of the 'issue' or 'draft' being also, as in the case of the 'receipt,' entered in the proper 'diary.'

3. If the 'draft' is a mere call for additional information or papers, in view to the disposal of the 'case,' or, if any further reference on the subject is anticipated, the 'file' is kept as an 'await,' or is held 'in suspense.'

4. But if the 'draft' conveys final orders, that is, if the 'case' is finally disposed of, the latter then undergoes the process of 'recording,' which we shall now proceed to describe.

5. It may here be observed that the fact, that a 'case' has not been finally disposed of, is no absolute bar to its being 'recorded' at any stage; but it is more convenient to keep a 'case' as an 'await' until final orders have been passed, so that the entire correspondence may be in one 'collection.'

6. Should however an undisposed of 'case' become too bulky, an early opportunity should be taken of a break or cessation in the correspondence, to 'record' it sharp for sake of convenience.

§ 2.—*Classification of 'cases' for 'record.'*

7. Ordinarily 'cases' for 'record' may be classed in one of the following categories :—

I.—They may relate to important administrative measures ; or, the order or decision passed may be of general application, and of a permanent character.

II.—The questions dealt with therein may be of comparatively minor importance, and of passing interest affecting the administration or its *personnel* ; or, they may be connected, in a greater or less degree, with matters of routine.

III.—Their subjects may be quite unimportant and of an ephemeral character.

8. 'Cases' constitute what are technically styled 'proceedings' which, corresponding to the categories to which the cases' they comprise belong, are divided into three classes, *viz.* :—

Class I known as the 'A Proceedings.'

„ II known as the 'B Proceedings.'

„ III variously known as the 'C. Proceedings,' 'Deposits,' etc.

9. A 'recorded case' is therefore spoken of as being 'recorded' in the 'proceedings' corresponding to the class to which it appertains, or, simply as an 'A case,' 'B case,' and so on.

10. The 'A. proceedings' may in a strict sense be held to be the 'proceedings' of the state or government ; and the other classes of 'proceedings,' mere departmental 'proceedings.'

§ 3.—*Discrimination of the class of 'proceedings' in which a 'case' should be 'recorded'*

11. Of course it is unnecessary to say that where so much depends upon opinion, or upon the view that may be taken as to

the nature and comparative importance of the subject treated of, there can be no hard-and-fast line of demarcation between the several classes of 'cases.' Nevertheless, as the 'A. proceedings' alone are printed, and transmitted in monthly volumes to the Home Government, strict discrimination is, in view of this fact, and to obviate unnecessary printing charges, enjoined in the selection of 'cases' for 'record' in those 'proceedings.'

12. The responsibility of deciding the class of 'proceedings' in which 'cases' should be 'recorded,' devolves upon the head of the office, or may by him be delegated to the superintendents of the branches or sections dealing with them.

13. In deciding whether a 'case' should be 'recorded' in the 'A. proceedings' it must be borne in mind—

- (a) that, not unlike the branches or sections of a secretariat, the several departments are virtually branches of a large office whence emanate the orders of the Government of India ;
- (b) that, in this view, the 'A. proceedings' of the several departments taken collectively constitute the 'proceedings' of the government—indeed, this idea is suggested by the title page of the volumes issued every month by the departments, containing the 'A. collections' for that month, which would go to show, that the orders conveyed are the outcome of consultations at the meetings of the Executive Council presided over by the Governor-General, that is, that the 'collections' in question comprise the 'proceedings' of the Government of India ;
- (c) that consequently it is an unnecessary waste of the public revenues, to 'record' the same 'case' in the 'A. proceedings' of every department to which an order may have been communicated ; and

(d) that, therefore, it follows, as a natural consequence, that a 'case' of sufficient importance to be so treated, should be 'recorded' in the 'A. proceedings' of only the department to which its subject appertains, or from which the order or decision thereon has emanated

14. To 'record' a 'case' in the 'A proceedings' merely as a matter of convenience, or for any other consideration, irrespective of the nature of its subject, would be to destroy the distinctive character of those 'proceedings'. If frequent reference to a 'case,' belonging to any other class, is anticipated, or, if there is any good reason for so doing, the 'case,' though 'recorded' in its proper 'proceedings,' may be specially printed.

15. All 'cases' which fall within the category of Class I., should, as has been already suggested (para. 8 *supra*), be 'recorded' in the 'A proceedings'; and it may here be remarked, that, as a rule, all 'cases' reported to the Secretary of State for India, may, from that very fact, be held to be sufficiently important to be similarly dealt with.

16. The same difficulty is not experienced, nor is the same amount of care necessary, in discriminating between 'cases' to be 'recorded' in the other classes of 'proceedings'; inasmuch as they are strictly speaking merely *departmental* records, and no special interest is involved in 'recording' any such 'case' in an inappropriate class of 'proceedings.'

17. Before proceeding to 'record' a 'case,' it is in the first place necessary to see that it is fit for 'record'

18. Though a 'case' may be 'recorded' at any stage, it is fit for 'record' only when every paper cited, or referred to, (unless it is irrelevant to the subject, and does not materially affect the disposal, of the 'case,') has been previously brought on 're-

cord.' This rule of course does not apply in the case of 'references' to 'current' papers in the 'file.'

19. It is well to observe that in regard to 'A. cases,' they may be appropriately 'recorded' as soon as any decision is given, or any important action taken. 'B. cases,' on the other hand, should be 'recorded' when any definite order has issued; or, if the order is of an intermediate nature; when no further action is anticipated within a month.

§ 4.—*General rules for 'recording.'*

20. In 'recording,' the following general rules might be taken as guiding principles:—

- (1) That ordinarily only originals, that is, 'receipts' which have been signed, and 'drafts' which bear the initials of the passing officer, or attested copies of the same, shall be 'recorded.'
- (2) That only official correspondence—except reminders and *ad interim* replies thereto, which are usually kept with the 'collection'—shall be 'recorded,' because such correspondence alone is the medium for the conduct of administration. .
- (3) That official documents of one department shall not be 'recorded' in another, unless they shall have been received *officially* in the latter department
- (4) That, as is evident from* their nature, demi-official letters shall not be brought on 'record,' unless—
 - (a) they form 'enclosures' to official communications; or,
 - (b) their omission would leave a hiatus in the correspondence, which it would be necessary to fill up, in order to a proper understanding of the 'case,' as for instance when a reference is