

should be officially transferred to the latter department, before the issue of such orders, except when the Secretary of State for India is to be addressed. No official action should be taken in a department on other than official 'receipts.'

26. Non-officials should not, as a rule, be supplied with copies of official documents.

27. Documents intended for official 'record' should always be communicated officially.

§ 2.—*Treatment of 'cases.'*

28. 'Cases' are of varying degrees of urgency, according to their nature, and are classified as—

I.—Ordinary.	III.—Urgent.
II.—Early.	IV.—Immediate.

29. In order to secure uniformity, and simplification of the methods of indicating urgency or priority in dealing with official papers, the Governor-General in Council has directed the adoption in all Departments of the Government of India of the following system of coloured labels for use on boxes, 'files,' and letters :—

Ordinary	...	... WHITE.
Early	...	... GREEN ( <i>emerald</i> ).
Urgent	...	... RED ( <i>vermillion</i> ).
Immediate	...	... BLUE ( <i>sky</i> ).

30. The *white* label applies only to boxes, no special indication being needed on ordinary 'files' or letters.

31. The *green* is used—

- (a) for boxes containing despatches from the Secretary of State for circulation ; and
- (b) for papers requiring priority over ordinary business during office hours.

32. The *red* is employed—

- (a) for boxes containing despatches to the Secretary

of State requiring the signatures of the Viceroy and the Hon'ble Members ; and

(b) for papers which need immediate attention.

33. The *blue* is used only in cases of *extraordinary* or *emergency* requiring instant attention, such as petitions ~~for~~ *re-catch* on the eve of execution, military and political intelligence of an unusually important description, or other occurrences of great emergency. Boxes and papers marked with this label must be placed *at once* in the hands of the addressees *whether by night or by day*.

34. Labels for boxes are of ordinary paper of the prescribed colours.

35. Labels for 'files' are of stiff paper or thin card-board, 12' x 4' in size, with an eyelet in the left top corner, for attachment to the topmost paper.

36. Small labels of these colours, 3' x  $\frac{3}{4}$ ', are used on letters.

37. The words, "Early," "Urgent," and "Immediate," are printed on the labels ; and in the case of labels for 'files,' with concise instructions indicating their respective uses.

38. In order to call attention to despatches for signature and papers in circulation, the list of names of Hon'ble Members, printed on a white slip, is gummed on the coloured ground.

39. When the urgency has ceased to exist, the labels above referred to, are detached from the 'file.' .

40. It is also prescribed that the paper requiring orders, or for consideration in a 'file,' should be marked by a slip with the words, "Paper under consideration," printed upon it.

41. Inconvenience having been felt owing to there being no recognised mark for confidential 'files' in the different Departments of the Government of India, it has been decided that all such 'files' shall be marked with a *yellow* label, with the word, "confidential" printed thereon.

42. The use of these labels otherwise than as called for by the nature of the case, is calculated to neutralise the object for which they were instituted : clerks are not slow to perceive such abuses, and once imbued with the idea that labels are made subservient to private or illegitimate purposes, they <sup>are</sup> ~~can~~ with to disregard their importance even when correctly employed.

§ 3.—*Submission of 'files.'*

43. After a 'receipt' has been 'referenced,' and the papers arranged in the manner already explained (C. V., § 5.), and a 'note' put up, if required, the 'file' is in the first instance submitted to the officer to whom the subject (or, if the distribution of work among the officers is made territorially, the administration forwarding the 'receipt') has been apportioned.

44. Before the 'file' leaves the branch or section, an entry is made in the 'diary' showing to whom the 'file' is submitted, and the date of submission.

45. If the officer to whom the 'file' is submitted is not entitled to pass final orders, or if, whether from the nature of the subject or for any reason, such a course is considered necessary, it is on its return, submitted next to a higher officer, according to the practice of the department ; and so on, till final orders are passed.

46. Any deviation from this order of submission is only permissible—

- (a) when for any reason there is any specific order to the contrary ; or
- (b) when the 'file' is specially marked otherwise by an officer.

47. Sometimes an officer returns a 'file' with a query, or for further papers on any point : in such cases, in resubmitting the 'file,' it is usual to do so through the officer to whom the 'file' was submitted in the first instance.

48. Each time a 'file' is returned into the office, or resubmitted, the diarist should score out the previous entry of its whereabouts in the 'diary' and mark it anew.

49. To *whomever* a 'file' is marked—whether to an officer, or to a branch or section, or to a clerk—the fact should be indicated in the 'diary,' in order to, at any moment, enable it to be traced. This is one of the objects of a 'diary.'

50. Of course it is understood, the same procedure must be observed when a 'file' goes out of the office.

51. It may here be observed that as a rule a 'file,' in which an officer of the department is personally concerned, and which contains remarks unfavourable to him, is not submitted to him, except with the express permission of a superior officer.

#### § 4.—*Tabular statement.*

52. As every Member of the Executive Council of the Governor-General is primarily responsible for any order emanating from the department under his charge, it is usual to submit to him weekly a statement of all 'cases' in which orders have been passed by the officers of the department, without reference to him.

53. The statement, which is prepared in tabular form, shows particulars in regard to the paper disposed of, such as the writer, the date, and number if any, subject in brief, nature of the orders passed, and by what officer.

54. The object of the statement is to enable the Honourable Member to judge whether or not the 'cases' have been correctly disposed of by the officers of the department.

#### § 5.—*Procedure in regard to 'unofficial' references.*

55. 'Files' are referred unofficially to departments—

- (a) when the point for consideration is beyond the competence of the department of origin to dispose

of, without reference to another department which is specially concerned therewith ;

(b) when some phase of the question at issue which is peculiar to another department, needs the concurrence of that department ; and

(c) when it is considered desirable to consult, or seek the advice or opinion of another department on some point within the province of that department, in view to the disposal of the 'case' by the consulting department.

56. An unofficial 'file' is always accompanied by a descriptive list of all the papers it contains, to provide a check against the loss of any such paper ; a duplicate of the list being retained in the department of origin. Subordinate officials of another department may also be consulted unofficially, with the permission or consent, special or general, of that department.

57. This mode of correspondence is generally restricted to references between departments and the offices subordinate thereto.

58. The only exception to this rule is when the point for consideration affects the establishment of a department, in which case the requisite reference to the Finance Department should be made officially.

59. Sometimes the department referred to may be desirous of consulting another department, or a subordinate office, on some point, before giving its opinion, or stating its view of the case. In such a contingency, the 'file' is not sent unofficially to the department or office without the previous consent of the consulting department. The reason for this is obvious.

60. *A fortiori* the 'notes' of one department may not be communicated to another, without the consent of the department concerned.

61. Unofficial 'files' intended for more than one department, are not passed on from one department to another, except at the special request of the referring department : ordinarily, they are returned by each department to the department of origin.

62. If the department referred to considers ~~that the~~ subject of the 'receipt' is one for final disposal in that department, the 'receipt' shall be officially transferred for disposal : orders shall not be issued, unless the 'receipt' shall have been transferred officially, in the first instance, by the referring or consulting department.

63. There is however, no objection to any intermediate official correspondence by the department consulted, to enable it ~~to~~ state its views.

64. If the concurrence of more than one department is necessary on any point, and the departments consulted are not unanimous in their views, the department concerned should see the opinion of the dissentient department before any action is taken by the consulting department.

65. It may here be observed, that books put up as 'reference' are not sent out of the department when sending a 'file' unofficially to another department.

#### § 6.—*Subsidiary registers.*

66. Besides the registers already noticed in the course of this work, a number of special registers are usually kept up for various purposes. These vary with the requirements of each department, and are subsidiary to, or are intended as necessary efficient aids in, the systematic performance of certain special duties.

67. As the nature of these duties depends in a great measure upon the peculiarity of the subjects dealt with in the department, it goes without saying that each department has

its own special registers, of which it is not the province of a book which treats of secretariat work in general to take cognizance.

68. But in view of the fact that the system of work in secretariats is based on the same general principles, a number of such registers must necessarily partake of that general character, however much they may differ in form.

69. Among registers of this class, which presumably exist in every department, may be enumerated the following :—

- (1) Register of issues.
- (2) Register of service stamps used.
- (3) Peon books.
- (4) Register of 'remund cases.'
- (5) Register of stationery
- (6) Library register.
- (7) Registers of 'A. collections' sent to press.
- (8) Registers of 'proceedings' supplied on requisition.
- (9) Register of spare copies.
- (10) Precedent register.
- (11) Attendance register.
- (12) Acquittance register of pay and allowances.

70. The titles of these registers are sufficiently indicative of the purposes they are intended to serve : a few words however respecting each will perhaps not be inappropriate.

71. The register of issues shows the number, if any (of which there is ordinarily a separate series for each branch or section of the department), date, and character of each issue—whether demi-official, unofficial or official—the addressee, subject, and the paper on which it is based. Such a register is necessary for various obvious reasons, besides being often a useful adjunct in 'referencing.'

72. The register of stamps is intended as a check against their loss.

73. Peon books are meant to secure delivery of official papers within the town, and provide a check against their miscarriage.

74. The register of remind 'cases' prevents the possibility of calls being lost sight of, and ensures the periodical issue of reminders.

75. The register of stationery is intended to obviate the expenditure of stationery in excess of the sanctioned scale.

56. The library register is a record of books, etc., received and issued on requisition.

77. The objects of registers (7), (8), and (9) are clearly-expressed by their titles : no further explanation seems necessary.

78. The precedent register is a note book, indexed in alphabetical form, of important decisions or rulings, which are likely to constitute precedents in the disposal of similar questions.

79. The attendance and acquittance registers are too well known to need any description.

## CHAPTER XX.

### DEPARTMENTAL ECONOMY.

As the exposition of the mechanism of the administration of the State formed a fitting introduction to this treatise, so a description of the means by which the departmental machinery is made to operate, will constitute an appropriate conclusion.

2. These means relate to—

- (a) the various functions involved in the working of the department ; and
- (b) the manner in which, and the agency by which, these functions are performed.

#### § 1.—*The Secretariat and its functions.*

3. The department or secretariat is the place of business of a secretary whose province it is, under the orders of the member of the viceregal council who presides over it, to take cognizance of certain branches of the administration.

4. Not unlike the administration of the State, the department is divided into branches or sections which deal with a certain number of the subjects with which the department is concerned.

5. We have, in the previous chapters, discussed the principal functions, the manner of their performance, and their co-ordination in the natural order; but there are a number of other subsidiary, or rather complementary, duties which arise naturally from the requirements of the case.

6. Most of these duties, being more or less peculiar to each department, cannot be appropriately described in the pages of this treatise which is of a purely general character.

7. But there is one duty or function—that of supervision—which, as obtaining in all departments, does come within the scope of this work: this we shall now proceed to describe, together, with the disciplinary arrangements essential to the harmonious working of the department.

8. In order, however, to a clear comprehension of the internal economy of the department, it will be useful to preface the description by a brief exposition of the agency employed in the conduct of its administration.

§ 2.—*Departmental agency.*

9. The department is conducted through the agency of three classes of officials:—

I.—Administrative Officers.

II.—Ministerial Officers.

III.—Menials.

10. To the first class belong the secretaries—the responsible heads of the department—who are known as ‘officers’ *par excellence*.

11. The officials of the second category are styled clerks, whose duty is to see to the proper and systematic ordering of material on which the secretaries are required to work.

12. In the third class are reckoned the servants on the secretariat establishment.

(a)—Administrative Officers.

13. The ‘officers’ of the department are of various grades, and are, according to their status and the nature of their respective duties, styled—

- |                       |                          |
|-----------------------|--------------------------|
| (1) secretary.        | (3) under-secretary.     |
| (2) deputy-secretary. | (4) assistant secretary. |

14. The secretary is the chief officer of the department, and is principally and directly responsible to the government for its proper management.

15. The deputy-secretary is practically a vice-secretary, and may exercise the powers of a secretary during the latter's absence from duty. The management of the secretariat establishment is entrusted usually to this officer.

16. The under-secretary is vested with limited powers for the disposal of ordinary and less important 'cases.'

17. The assistant secretary is, as the designation implies, really an assistant to the secretary, and is empowered to dispose of 'cases' of ordinary routine.

18. We have already in the first chapter described the duties devolving upon the secretary of a department.

19. All the sub-secretaries are required—

- (a) to supervise the get-up of 'files' submitted to them ;
- (b) to test the accuracy of previous operations in respect of those 'files,' and
- (c) to either dispose of 'cases' if within their competence, or to advance them a step towards disposal, by an expression of their views, or by revision generally of the work of the office

20. Detailed specification of the duties or powers of the various grades of secretaries is not possible, inasmuch as no hard-and-fast line can be drawn between those of each.

(b)—Ministerial Officers

21. The only official classification of secretariat clerks is contained in the Home Department resolution which prescribes the rules for the examination of candidates for admission into the clerical service.

22. This resolution classifies the clerks into two divisions—the upper and lower ; the classification being made with reference to the pay drawn, and the duties performed, by the clerks.

23. Clerks who draw a *minimum* pay of Rs. 200 a month, and whose duties are of a more or less intellectual character, or at least, who are expected to be able to perform such duties, belong to the former category ; all other clerks whose pay is *less* than Rs. 200 a month, and whose duties are of a more or less routine character, are reckoned in the latter category.

24. From a departmental point of view, however, clerks may be classed as senior and junior.

25. From the ranks of the former, who are also members of the upper division, are selected heads of sections, superintendents of branches, and the registrar or chief-clerk who is also known as the uncovenanted head of the department.

(c)—Duties of clerks

26. Though we have, in the course of the preceding chapters, detailed the various steps which constitute each of the principal operations performed in a secretariat, it will perhaps not be irrelevant, to specify the points to which the attention of the clerk should be directed in the performance of each function.

27. In 'docketing,' care must be taken—

- (a) that every detail required by departmental procedure, is entered in the proper place ; and
- (b) that the subject of the letter to be 'docketed' is correctly abstracted.

28. As to 'referencing,' the clerk should be careful—

- (a) that all papers, etc., necessary for the elucidation of the question at issue, and the due disposal of the 'case,' are put up ;
- (b) that all the 'references' are entered on the 'docket' leaf in the appropriate place ,
- (c) that all the 'references' are carefully marked and slipped, to render them easy of access ; and

(d) that the papers in the 'file' are properly arranged.  
29. In 'noting,' the points requiring attention are—

- (a) that every statement made is verified by reference to some paper in the 'file';
- (b) that the paper referred to is cited in the margin of the 'note,' opposite the statement it is intended to support;
- (c) that the paper referred to is properly slipped, and the indication on the slip, entered below the citation of the paper in the margin of the 'note;'
- (e) that the point of reference is clearly set forth;
- (d) that the *pros* and *cons* are fully discussed in the light of previous papers, rules, regulations, or precedents;
- (f) that the proper course of action is suggested; and
- (g) that there is nothing objectionable in the style and language employed.

30. In 'drafting,' attention should be paid to the following points:—

- (a) that all citations are correctly made;
- (b) that the orders are correctly and fully carried out;
- (c) that the points of the 'draft' are arranged in proper order of sequence;
- (d) that the 'draft' is expressed in grammatical and appropriate language;
- (e) that the necessary subsidiary orders are entered; and
- (f) that the enclosures if any are clearly indicated.

31. As to 'recording,' the points to be attended to are—

- (a) that the 'case' is 'recorded' in the proper 'proceedings';

- (b) that the papers are arranged and numbered in proper order ;
- (c) that no paper which should not be so treated, has been brought on ' record ;'
- (d) that the ' case ' has been properly entered in the ' table of contents ;'
- (e) that the ' references ' are duly countermarked ; and
- (f) that every other departmental procedure is carefully observed.

32. In the matter of indexing, the clerk should be careful—

- (a) that every noteworthy point is indexed ;
- (b) that every entry is clearly and concisely expressed ;
- (c) that the index heads and key-words are properly selected ; and
- (d) that the indication of the ' collection ' is properly given in each entry.

33. Notice of the subsidiary duties in connection with the foregoing, which clerks are required to perform, can only find an appropriate place in office guide-books descriptive of departmental procedure.

34. In attending to his duties, the clerk should bear in mind that to serve their proper purposes, he must be accurate and careful and orderly in their performance ; and that they should be complete in all details, and performed with despatch. Deficiency in respect of any of these conditions requisite for the due performance of these functions, is a sure index of inefficiency which may arise from ineptitude or discontent on the part of the clerk ; and calls for enquiry, and its appropriate remedy.

35. The best motive that should actuate a clerk in doing his work, is a sense of duty, irrespective of the issue. All

adverse considerations if indulged in and permitted to influence the character of the work, are calculated to injuriously affect his interests. In this connection it is hardly necessary to observe that superiors should take particular care that no injury accrues to the interests of subordinates, if good work and hearty co-operation is expected at their hands.

(d)—Menials

36. The following are the classes of menials employed in secretariats :—

- |                 |                |
|-----------------|----------------|
| (1) bhisti,     | (7) daftary,   |
| (2) chaprassie, | (8) darwan,    |
| (3) chobdar,    | (9) farash,    |
| (4) chowkidar,  | (10) jemadar,  |
| (5) cooly,      | (11) sweeper,  |
| (6) dafadar,    | (12) ziladgar. |

37. The duties of each class are sufficiently indicated by its designation.

§ 3.—*Departmental supervision.*

38. From the very nature of the organization of the department, the duties of each clerk are subject to a series of supervision by superior clerks and officers.

39. The duty of supervision has reference to—

- (a) the working of the various branches or sections ;  
and
- (b) the management or administration of the department as a whole.

(a)—Duties of superintendent.

40. The supervision of a branch or section is conducted by the superintendent of the branch, or the head of the section, and consists—

- (a) in seeing to the efficient and expeditious discharge of the work of the branch or section ;

- (b) in testing the accuracy and completeness of every operation ;
  - (c) in enforcing the due observance of office procedure, and of all orders, whether general or specific.
41. Efficiency and expedition are secured—
- (a) by an equable distribution of work among the clerks of the branch or section, with due regard to their respective status and capabilities ;
  - (b) by the exercise of a proper control or check as to the quality and quantity of work turned out by each clerk ; and
  - (c) by judicious and considerate treatment of the clerks.

42. The supervision of the work of his subordinates implies that the superintendent shall test the accuracy and completeness of every operation performed, by examining that the points indicated in paragraphs 27—32 have been attended to.

43. In this connection it may here be remarked that, in the case of 'dockets,' it is, to say the least, inconsistent with their nature, to require the insertion therein of such details as terms or conditions, articles, titles, etc., the omission of which in no way detracts from the sense.

44. In respect of the 'note,' any deficiency in point of accuracy or completeness, it is the superintendent's duty to supply, by 'noting' in continuation. Of course it is understood that a suggestion is only necessary, if within the competence of the office.

45. It is no part of the superintendent's duty to make any verbal corrections or alterations in the body of the 'note,' except to rectify clerical mistakes, as otherwise its individuality is destroyed, and the writer can no longer be held responsible for any errors or impropriety of language, which such corrections, or alterations may possibly involve, owing to

whatever cause ; besides, it is but fair that the writer should bear the credit or discredit attaching to the 'note' as it emanated from his hand. If any other corrections or alterations are really necessary, *e.g.*, when the error for correction is grammatical, or when the language used is intemperate or otherwise objectionable, the superintendent may get the writer to make them.

46. As to 'drafts,' the superintendent is not required to make any alterations in phraseology, if the order has been correctly and appropriately expressed : it is the province of the secretaries alone to make such alterations. It is quite a mistaken notion that, in the absence of actual errors, revision necessarily implies alteration in expression, inasmuch as there is no idea which may not be variously expressed in equally choice language ; and a 'draft' cannot be held to be faulty merely because of its susceptibility to a different phraseology.

47. In addition to the work of supervision, the other duties of a superintendent of a general character are—

- (a) to take up, and deal with, all important and intricate questions, particularly such as may not be entrusted to any of his subordinates ;
- (b) to see to the due submission of 'files ;'
- (c) in 'cases' when other departments are concerned, to take care that no orders issue without consulting them ;
- (d) to see that every order is properly carried out ;
- (e) to bring to the notice of the officer concerned any error he may have made ;
- (f) to maintain discipline in his branch ; and
- (g) to be mindful of the interests of his subordinates.

48. The duties enumerated in the foregoing paragraphs (40—47) are so multifarious that, if properly carried out, they

are calculated to lay a heavy strain on the time and energy of the superintendent which he could ill withstand for any long period.

49. But he may, except in respect of the more important operations of 'referencing,' 'noting,' and 'drafting,' any ~~error~~ in which is likely to lead to political or administrative difficulties, avail himself, by way of relief, of the principle of individual responsibility which obtains in every secretariat.

50. It will be observed that the duties of the superintendent are rendered thus onerous when the work of the department is distributed among the branches or sections territorially, or according to subjects ; but such is not the case, as will be shown in the following chapter, when the distribution is made according to the nature of the various departmental processes.

51. The question of discipline, and the manner in which the interests of subordinates should be looked after by superintendents, will be treated of in the next chapter.

52. From what has been said, it is patent that the office of superintendent is one of more than ordinary difficulty, and requires that the holder shall be a man of many resources, and the possessor of qualifications not necessarily implied by the mere fact of seniority, nor susceptible of acquisition by every senior clerk. The discussion of these qualifications we shall reserve for a subsequent chapter.

(b)—Duties of registrar.

53. Irrespective of the superintendence of branches, there are a number of other duties which are as it were supplementary to the general work of a department.

54. Among these duties may be reckoned the following—

(a) the distribution of the daily 'receipts' among the branches ;

(b) the proper circulation of papers ;

(c) the general control of—

- (i) the branches,
- (ii) the records,
- (iii) the library,
- (iv) the stationery, and
- (v) the press ;

(d) the immediate management of the office ; and

(e) the general maintenance of proper discipline by the ministerial staff.

55. These duties appertain to the registrar or chief-clerk, who may be said to be the general superintendent of the department : of these duties we shall now say a few words.

56. The daily 'receipts' are generally opened by the registrar who marks them off for distribution among the different branches, and, when necessary, for exceptional treatment, according to the nature of their respective subjects.

57. This duty may be delegated, as is sometimes done, to a clerk ; but it is well that it should be performed personally by the registrar, to prevent the possibility of confidential papers, should any such be found among the 'receipts' of the day, falling into undesirable hands, and to provide against the possible loss or miscarriage of documents by irresponsible persons.

58. By the circulation of papers is here understood—

- (a) the transmission of papers to the Viceroy and the Members of Council ; and
- (b) the distribution to the departmental branches or sections, of 'cases' returned from the officers, or from other departments.

59. In regard to exercising general control over the branches, the registrar is required to supervise the conduct by the superintendents of the working of their branches, that is, to see that no undue delay occurs in any stage, in the disposal

of 'cases,' nor any serious errors, or reprehensible omission or neglect of duty.

60. The registrar is the referee in all cases of doubt or difficulty, or of irregularity or defect in the operation of the departmental system. It is his duty to solve all doubtful or difficult questions, and to adopt such remedial measures as may be necessary.

61. It is the registrar's duty to see that the branches are properly manned, considering the nature and extent of the work allotted to each.

62. It is for the registrar to see that the work in each branch is properly distributed by the superintendent, that is, that the duties are allotted according to the status and qualifications of each clerk, and that no clerk is unduly burdened, nor any unduly favoured with insufficient work while others are heavily pressed.

63. It is the registrar's business to adjust any differences that may arise between the superintendent and his subordinates, and to mete out even-handed justice, irrespective of the status of the parties concerned, yet with such tact as not to offend against the principles of discipline.

64. In respect of the records and the library, the registrar is required to see—

- (a) that the record-keeper and librarian exercise a proper supervision over the men placed under their charge ;
- (b) that the necessary steps are taken for the systematic arrangement and due preservation of the papers, books, etc.
- (c) that proper measures are adopted to provide adequate check against the possible loss or miscarriage or destruction of the same ;

- (d) that in case of actual loss or miscarriage of any paper or book, every possible means is made use of to secure its recovery, and that the responsibility for such loss or miscarriage is, as far as may be, duly enforced.

65. As to the stationery, the registrar should take effective measures—(a) that, in its distribution and expenditure, the sanctioned scale is not exceeded ; (b) that there is no waste ; and (c) that indents for fresh articles are duly made when necessary.

66. In regard to the press, if the department possesses one, the registrar exercises a similar general control to what he does over the departmental branches, saving of course the rights of the press superintendent, in matters purely technical, or such as call for special treatment.

67. The immediate management of the office involves—

- (a) the exercise of proper check against irregular expenditure, both in respect of contingencies and the salaries of the ministerial staff ;
- (b) a correct insight into the character, qualifications, and other particulars relating to each clerk, to serve as a guide in the matter of promotion, and in view to the proper allotment of duties ; and
- (c) the judicious selection of candidates for nomination to fill existing appointments.

68. Expenditure should be kept within the provisions of the annual budget grants, and be regulated in accordance with the rules of the various codes relating thereto.

69. It is needless to say that in order to a knowledge of the merits of each clerk, the registrar should rely not alone on the report of the superintendent of the branch, or the head of the section, to which the clerk belongs, but also on his own

careful personal observation of the character of the clerk's work and general conduct.

70. In the selection of candidates for employment, due consideration must be given to the following points—

(a) the educational—intellectual, physical, and moral—fitness of the candidate for a clerkship ; and

(b) his social position, if due regard is to be paid to the maintenance of respectability in the department.

71. The question as to the discipline observable in the department will be treated of in the following chapter.

72. As the last, though by no means the least, of all his duties, the registrar is required, in addition to those enumerated in the foregoing paragraphs, to keep himself *au courant* with at least the principal and most important 'cases' in the department.

73. It is to the registrar that the officers look for every thing, and in every circumstance, connected with the work and management of the department : he is the channel of communication with, and, as it were, the mouthpiece of, the secretaries, in their relations with the members of the ministerial staff. He is, in short, the main-spring of the executive machinery.

74. Holding as he does a middle position between the administrative and the ministerial officers of the department, the registrar must not forget that to him as the chief-clerk, is entrusted the double duty of looking after the interests of the Government and of its employes, so far as is compatible with each other. He must remember that harmony is the main test of a good administration, and that harmony cannot be secured by sacrificing either interest to the other.

75. Where the cause of good order and integrity is concerned, he must be unyielding, and unflinching in the

conscientious discharge of his duty. He must however possess the rare tact of tempering justice with mercy, in dealing with his subordinates ; he must bear in mind that a clerk is after all human, and that he too, equally with the clerk, is, in the proportion of the disparity of their position, liable to err. In short, he must, in the exercise of his functions, know how to combine the *suaviter in modo* with the *fortiter in re*.

76. From what has been said it is quite clear that the tenure of the office of registrar demands the possession of no ordinary ability, by the incumbent thereof, and of special qualifications too, the concurrence of which in a single individual is of rare occurrence.

77. How far, and whether, the duties of the registrar sketched above, are in practice carried out, it is not our province or purpose to enquire ; but what the special qualifications requisite for the office are, we shall endeavour to analyse and discuss in fuller detail later on.

## CHAPTER XXI.

### DISCIPLINE.

The main end proposed in the department or secretariat is the efficient conduct of the branches of the administration with which it is concerned.

2 The attainment of this end depends not only upon a thorough knowledge of the various functions involved, which we have already attempted to convey in the preceding chapters of this book, but also in no inconsiderable degree upon the co-operation of departmental officers in the discharge of those functions.

3. This co-operation implies the conduct, in accordance with certain fixed principles, of the relations between superior officers and their subordinates ; and the due regulation of these relations constitutes discipline.

#### § 1 — *Deficiency of the existing system.*

4. The system of discipline which obtains in the secretariats of the Government of India is based on the broad general line of submission to superior officers, on all occasions, and in all matters, regardless of circumstances. It demands absolute subordination and respect and obedience to the duly constituted authority of superiors ; makes superiors the arbiters, so to say, of the destinies of subordinates ; and practically disregards and ignores the rights and interests of the latter, as if such did not exist, except in so far as these come within the scope of schemes or plans designed, ostensibly though it be, in the interests of the State.

5. It requires no elaborate disquisition to prove, what is an inherent principle in human nature, that co-operation is

a result of cordiality ; and no one can be expected to work with a heart, when his rights and claims and interests are not admitted and recognised. Hence it follows as a logical corollary that the existing system of discipline is deficient in ~~one~~ of the prime elements of efficiency, in that it reckons the interests of clerks as of so little moment and of such minor importance as to practically set them aside.

6. We shall therefore endeavour to analyse the basic elements of true discipline, and show the manner in which it bears on the various classes of departmental officers in their relations towards each other, in the hope that the discussion of the subject may lead to the establishment of a better understanding between them, to the ultimate benefit of the State and its employés.

7. It were well to premise that, admitting the necessity for a graduated series of authority for the control and management of a large establishment, a superior should not be vested with practically absolute power. It is a principle universally admitted that the acts of a superior should be subject to the control of, and open to appeal to, a higher authority : this principle is equally applicable in the case of departmental superiors.

8. Human nature is frail and prone to err : and acts of superiors, who are but human, are liable to be actuated by personal, if not worse, motives (it were mischievous indeed to ignore the possibility of such contingencies) ; and if accepted without careful scrutiny, such acts are likely to lead to very undesirable results, injurious alike to the interests of the State and to those of subordinates.

9. The following case which occurred within the personal knowledge of the writer, and to which he has no hesitation to refer as the parties concerned can no longer be affected by its

recital will serve to illustrate the evil consequences of vesting superior officers with large powers inadequately controlled :—

A. was the head or superintendent of a branch in a government secretariat, a post which he had successfully occupied for years, and for which he must therefore be held to have been fully qualified. In consequence of some private matter he happened to fall out with the registrar who, being as subsequent events proved, by no means imbued with high moral principles, determined to persecute A. to the bitter end. The registrar began a series of systematic nagging, and by constantly depreciating A's work, by showing up, and bringing him to book for, his every the least fault, (and who is there who is free from peccadilloes and may not err or offend occasionally, more or less seriously ?) and by malicious misrepresentation, of which A. was in blissful ignorance, eventually succeeded in turning his character before the secretaries of the department, who had but too credulously accepted, unquestioned and unchallenged, the charges of which he was accused. It was therefore not surprising that, under such circumstances, A. lost heart completely and consequently, all interest in his work which was necessarily performed thenceforth in an off hand manner. This want of cordiality and perfunctory discharge of duty, which had been induced by the treatment A. had received, led to further carping, and this again but served to intensify the evil; and A. became so utterly demoralised and bereft of self-confidence that he, who for years had sustained with credit the position of a branch superintendent, was unable to write a simple note or a simple draft without the assistance of a junior clerk. This order of things went on from year's end to year's end, and in course of time culminated, if not in A's positive degradation in the office, in his eventual retirement, to which he was driven, on a compassionate allowance, which was granted as a special case, considerably less than the pension which, but for his inability to secure a medical certificate of incapacity for further active service, would have been admissible to him. Thus by force of circumstance brought about by personal rancour, was A. deprived of the full benefits of his long service, and compelled to retire on a comparative pittance by no means adequate for the maintenance in decent comfort of himself and his family.

10. In this case we behold as the issue of one man's vindictiveness—injury to the interests of the State, which it was his bounden duty to protect; injury to the interests of the subordinate which the State had entrusted to his care; and life-long misery entailed on the subordinate and his innocent

family. Who will dare to deny to superiors the possession of similar attributes of humanity, with this deplorable instance before their eyes ; or gain-say the possibility of the existence of such cases at this day ?

11. This case proves that reports affecting subordinates, though emanating from superiors, may not always be accepted without careful scrutiny ; and that the controlling authority should take no action adverse to the interests of a subordinate on the mere *ipse dixit* and *ex parte* statement of a superior, without affording the subordinate the fullest opportunity of self-defence. It is an erroneous belief that the maintenance of discipline demands that the acts of superiors however unjust should be upheld : indeed, an appellate authority should not permit himself to be duped by specious reasons into the betrayal of the interests which he holds in trust, without the strictest investigation into the *pros* and *cons* of the case.

12. With these preliminary observations we are now prepared to enter upon a systematic discussion of the highly important subject of discipline as should obtain in the management of every large institution or organised body.

### § 2.—*Analysis of true discipline.*

13. The principles on which departmental discipline is founded are—

- (a) the recognition of the interests which underlie the administration of the department ; and
- (b) reciprocity of action, in connection with those interests, between the officers of the department.

14. In the department, the interests involved are two-fold—political or public, and private, that is, the interests of the State and the interests of its employes. But the mere recognition of these interests, is not enough : it is necessary that they should be duly harmonised ; and the reconciliation

of these apparently conflicting interests, is peculiarly the province of the administrative officers of the department.

15. These interests relate to the functions and the *personnel* of the department.

16. The interests of the State demand—

(a) in regard to the functions or duties of departmental officers,

- (i) that the officers shall be selected with due regard to their qualifications for the duties they are expected to perform ;
- (ii) that the duties shall be judiciously and fairly distributed ;
- (iii) that the duties shall be performed with care, intelligence, and despatch, in order to the due disposal of work ; and

(b) in regard to the *personnel* of the department,

- (i) that the officers shall devote the full measure of time to their respective duties ;
- (ii) that the officers shall observe strict reticence or secrecy in respect of information acquired in the course of their departmental duties ;
- (iii) that the officers shall make the advancement of the interests of the State their primary duty, so far as is consistent with the claims of justice and equity ;
- (iv) that the bearing of superior officers towards their subordinates shall be such as to cause the hearty co-operation of the latter and so to ensure the efficiency of the department ;
- (v) that subordinate officers shall regulate their conduct, on all occasions and in all cir-

circumstances, in accordance, with the principles of due subordination.

17. The interests of the officers require, in respect of departmental duties—

- (a) that the duties shall be apportioned with reference to their status and capabilities ;
- (b) that no one shall be unduly burdened ; and
- (c) that no one shall be unduly favoured with light and insufficient work.

Indeed in the matter of the distribution of work, the requirements of public and private interests are practically identical.

18. In their own interests, superior officers expect that they shall be treated by their subordinates with all the deference due to their position ; and subordinate officers, in their turn, expect just and considerate treatment from their superiors.

19. The selection of officers should be made with special reference to the following points :—

- (a) the status or respectability of the department, presuming that this is to be maintained ; and
- (b) the general educational ability of the candidate, and not merely his intellectual fitness for any specific appointment.

20. The status or respectability of the department is commensurate with the social standing of its *personnel* ; and the maintenance of that status demands that the candidate selected shall be socially not below par of his compeers. To the non-observance of this principle is doubtless largely due the approbrium ordinarily attaching to the government clerk in India.

21. It is necessary to insist on, general educational ability, inasmuch as every officer, whether reasonably or otherwise, cherishes the hope of advancement ; and this hope

could never be realised, if the candidate were incapacitated educationally, or if he had not in him, at least the germs of ability which experience would enable him to develop, and thus render himself an efficient officer.

22. Lack of general educational ability, as well as intellectual aptitude which is limited to the requirements of any specific appointment, acts as a bar to advancement; and disappointed hope must necessarily result in disharmony which is the death-knell of administrative efficiency.

23. By judicious and fair distribution of work must be understood, that the duties shall be allotted —

(a) in accordance with the status and capabilities of the officers; and

(b) in such a manner that, as far as possible, none shall be more pressed than others.

24. Unfair distribution, it is unnecessary to add, is calculated, on the one hand, to generate a spirit of idleness, and, on the other, to lead to the perfunctory discharge of duty—both prolific causes of inefficiency.

25. It is needless to say that the violation of secrecy in regard to official information is likely to result in disastrous consequences, in proportion to the nature and importance of that information.

26. As we have elsewhere suggested, the promotion of the interests of the State must never be permitted to supersede the demands of moral rectitude, at the risk of disharmony, and consequent departmental inefficiency.

27. Discipline is an essential requisite in, and the keystone, as it were, of departmental management; and in order to its due observance, it is necessary to form a clear idea of the nature of the relations which should subsist between superior and subordinate officers.

28. We shall therefore now proceed to investigate these relations ; and in doing so, we shall divide the consideration of the subject into the two following heads :—

(1) Relation of superiors towards their subordinates.

(2) Relation of subordinates towards their superiors.

29. The adequate consideration of these relations ~~must~~ be based upon a careful analysis of the duties of the members of the various classes of officers towards each other.

§ 3 — *Relation of superiors towards their subordinates.*

30. Investiture with authority, constitutes a superior ; and subjection to authority, a subordinate. Hence in treating of the relations between superiors and subordinates in a secretariat, the term "superiors," which we shall have frequently to employ, must be understood to comprise secretaries, registrars or chief-clerks, superintendents and heads of sections : consequently the remarks made in the following paragraphs in a general way, may not necessarily be applicable to every class of superiors.

31. These remarks embody the result of personal observation and knowledge extending over half a life-time spent in a secretariat ; and, though they may seem exaggerated, they are none the less strictly accurate and true, as indicative of the ways and means whereby the harmony that ought to subsist between superiors and subordinates is liable to be disturbed.

32. It were folly to pretend that superiors are infallible, except in the sense that "the king can do no wrong." As a matter of fact however, it must be always borne in mind that, equally with subordinates, superiors are human, and as such, subject to all the failings and weaknesses of human nature : indeed experience shows that instances in verification of this remark are not wanting, nor are they far to seek.

33. We must at the outset deprecate and disclaim any

possible imputation of personality in these remarks : our sole object in touching upon this delicate subject has been to endeavour, by an exposition of the causes leading to their rupture, to establish on a firm and secure basis, and for the mutual benefit of the State and its employés, the relations between departmental superiors and subordinates.

34. Superior officers have a triple duty to perform towards the State, towards themselves, and towards their subordinates.

35. Their duty towards the State is correlative to the demands of the interests of the State which have already been discussed.

36. The duty which superior officers owe to themselves requires that they shall receive from their subordinates the deference due to their position : and deference implies hearty sentiments of respect and obedience which cannot be secured but by fair, just, and considerate treatment.

37. The semblance of respect and obedience exacted by oppression, is akin to, and no better than, the sentiments of the rebel who is ever seeking the means of eluding the vigilance, and frustrating the designs of the tyrant. Such sentiments are far from being promotive of cordial co-operation, which is the key-stone of departmental efficiency.

38. Superior officers owe to their subordinates justice and consideration. Let us examine the constitution of these attributes in connection with departmental economy.

39. In respect of subordinate officers, justice and consideration relate to—

- (a), their official duties;
- (b) matters affecting their appointments, namely, pay and allowances, promotion, and leave ; and
- (c) other cognate matters, such as privileges, concessions, etc.

## 40. Justice and consideration demand—

## (a) as to official duties,

- (i) that they shall be equably distributed ;
- (ii) that in their conduct, due regard shall be had to the errors or human frailty ;
- (iii) that errors shall not, except on positive evidence, be laid to the charge of carelessness, neglect of duty, or deliberate disregard of orders ;
- (iv) that praise or censure shall be duly meted out —if it is right to censure where censure is due, it is equally wrong to withhold praise which is a powerful stimulus to continued good work ;
- (v) that no motive shall influence superiors in attributing unmerited credit or discredit to the work of subordinates—apart from its impropriety, such a course clearly indicates that there is behind some ulterior motive, and should never be adopted at the risk of inducing disharmony ;
- (vi) that work shall be appreciated at its true worth, and a carping spirit avoided in respect thereof—nothing is so demoralising in its tendency as constant fault-finding ;
- (vii) that every fault, if persisted in, shall be visited with appropriate penalty as a deterrent against its repetition ;
- (viii) that penalty or reward shall be awarded but once for the same act—it is an unnatural principle and one highly prejudicial to the interests of the State, by the disharmony it

is sure to produce, to be constantly raking up, and punishing for, the same fault, or rewarding for the same act ;

- (ix) that superiors shall not seek to establish a reputation at the expense of that of their subordinates—it were heartily to be desired that experience did not render it necessary to notice this point ;
- (x) that subordinates shall not be so overburdened as to be compelled, ordinarily or as a rule, to work over hours, or at home, or on Sundays or holidays—occasionally work may press, but to exact, day by day, more than can possibly be got through during office hours, indicates either that the administration is at fault, or that the establishment is inadequate—points which demand serious attention ;

(b) as to matters relating to appointments,

- (i) that subordinate officers shall not be mulct-ed in their pay, except when the gravity and nature of the offence specially demand such a penalty, inasmuch as fines are essentially illegal, unless imposed by a properly constituted authority ;
- (ii) that they shall not be deprived, when possible, of allowances admissible under rule ;
- (iii) that they shall not be deprived of leave which the rules permit, unless debarred therefrom by departmental requirements ;
- (iv) that they shall not be deprived of promotions in their turn unless they are really unfitted

therefor—nothing so surely leads to disharmony by taking the heart out of subordinates as unmerited supersession and disappointed hope ;

- (v) that success in the performance of any special duty to which a junior may for special reasons have been deputed ; and acting appointments of juniors, made in the interests of a departmental branch, shall form no factor in the disposal of permanent vacancies ;
  - (vi) that, except at the bottom of the establishment, no outsider shall be appointed, to the detriment of the interests of subordinates, unless they are unfit for the post—none can be expected to work with a heart without hope of advancement ; and
  - (vii) that appointments or promotions shall be made with due regard to merit and seniority, and not merely to carry out some mischievous principle, or adverse line of policy, that may have been decided upon, and
- (c) as to other cognate matters,
- (i) that privileges and concessions granted by higher authorities, shall not ordinarily or on trivial excuses be withheld from subordinates ;
  - (ii) that concessions or favours asked for, which may readily be granted without serious inconvenience, shall not ordinarily be denied—constant refusal, besides being impolitic, is calculated to generate dishonesty, inasmuch as subordinates, if they cannot attain

their object by fair means, will be constrained to have recourse to subterfuge and deception ;

- (iii) that if the deprivation of such privileges or concessions, or other rights, is not intended as a penalty, but is necessitated by State considerations, the loss shall, as far as possible, be made good at the earliest opportunity ;
- (iv) that the dealings of superiors with subordinates shall be characterised by candour, moral rectitude, gentlemanly demeanour, and freedom from prejudice ;
- (v) that superiors shall always and in all circumstances consult the interests of subordinates ; and
- (vi) that subordinates shall be treated invariably with civility and kindness—it is erroneous to suppose that high-handedness or tyranny can ever replace true discipline.

41. Candour is an essential requisite in securing the co-operation of subordinates who can only be reconciled to any grievance, whether apparent or otherwise, when they come to learn, by a knowledge of its real motive or reason, that their interests have sustained no injury thereby; or that it was induced by circumstances which could not be controlled. A superior officer should therefore in his every act bear this principle in mind ; and be careful that his motive is conscientious and patent, and not marred with the least tinge of suspicion.

42. Sophistry should not be used for the purpose of supporting an unfair or unjust act : subordinates are not so dull of apprehension as not to perceive, if not the true motive, at

least, that the reason assigned is intended as a blind. In the cause of departmental efficiency, and to obviate disharmony, it is always the wisest policy to abstain from such acts.

43. When an act of a superior is adverse to the interests of a subordinate, and is intended as a penalty, the true reason should be always explained to the individual concerned. Nay, every fault should at once be pointed out, in view to its amendment.

44. The main object of private or confidential reports should be to secure and promote efficiency—

- (a) by encouraging officers to persevere in their efforts, when the report is favourable ;
- (b) by enabling officers to improve, or amend their faults, through the knowledge of another's estimate of their character and work ; and
- (c) by protecting the reputation of the individual reported on, when the report is unfavourable.

The advantages of such reports can only be attained when their purport is communicated to the officers concerned. But when *ex parte* action is taken against the subjects of such reports, the reports are liable to be perverted from their legitimate purpose, by the unscrupulous, into instruments of persecution for the gratification of private animus.

45. It is iniquitous and dastardly to strike an adversary, and much more a helpless subordinate, in the dark ; and therefore superior officers, who are the constituted custodians of the interests of their subordinates, should take no heed of, nor action on, slanderous reports, except on failure of disproof by the victims of the charges imputed against them. It is however sincerely to be desired, that such reports had no place in the economy of a department, the quintessence of whose healthy existence is harmony.

46. Acts of injustice, or tyranny, or oppression, on the part of a superior, should not be countenanced by a higher authority : to do so is sure to eventuate in general discontent, and interrupt the harmonious working of the department. It is a mischievous error to lend support to such acts, under the idea of maintaining discipline : true discipline demands that such acts should be abstained from ; and if committed, that steps should be taken to obviate their recurrence, and remedy the evil.

47. If superior officers realised the extent of the injury, and the far-reaching effects which such acts sometimes entail on their victims, they would doubtless hesitate long before perpetrating them. But there are various and conflicting interests to serve, and a host of considerations which operate to warp their better judgment, and superior officers would be superhuman indeed, if in the perplexing difficulties of their position, they could always steer clear of such acts, and be ever guided by the dictates of justice.

48. That justice should always assert its claims, is an ideal not to be attained in the existing order of nature : yet a little reflection on the part of superiors, as to the probable effects of such acts on their subordinates, would no doubt serve to mitigate the evil, if not to altogether prevent their commission : and subordinates may surely claim such consideration.

49. Injustice and oppression give occasion for appeals which are unheard of under a good administration. Appeals may therefore be fairly taken as an indication that the machinery of administration is out of gear ; and they demand careful investigation. The evil can only be remedied by impartial and independent enquiry, which is the basic principle for the conduct of appeals in our courts of justice. It is an insensate, though not uncommon, practice to dispose of appeals on the report of the very person whose acts are appealed against.

and betrays in the appellate authority, a gross and inexcusable dereliction of duty. Such a course of procedure is but a premium for autocracy : under it wrong can never be righted, and justice must ever miscarry.

50. Destiny has placed subordinates at the mercy of superiors whether for weal or for woe ; and the least that superiors can do to alleviate the hardship of their dependency is to accord to them that gentlemanly, and fair, and honest treatment which every man has a right to expect from his fellow man.

51. Prejudice is always one of the surest marks of a bad administrator, and is a fruitful source of discontent and inefficiency : it is highly illogical, to say the least, to judge one's character from the caste, class, creed, nationality, or race to which he belongs : character is the outcome of heredity and of innate principles, influenced and developed by educational training, association, and environments.

52. Ill-natured and cynical remarks, which can only be prompted by, and are an index of, ill-feeling, should never be permitted, as being highly conducive to acrimony and discontent in the subordinate. The subordinate might be able to return the compliment, perhaps with greater vigour ; but he is restrained by his position from retaliating, and therefore to indulge in such remarks, is an abuse of power, and a mark of moral cowardice unworthy the office of superior.

53. The very helplessness of subordinates is the strongest argument against abuse of power, and demands that superior officers should on every occasion guard with jealousy the minutest interests of their subordinates, and omit no means, so far as in them lies, to obviate any possible injury accruing thereto. The interests of the State are so inextricably mixed up with the interests of its employés, that disregard of the latter must inevitably prove fatal to the former.

54. Haughtiness and over-bearing conduct carry with them their own condemnation, inasmuch as superiors forfeit thereby the respect and hearty co-operation of their subordinates. To treat subordinates with asperity and inconsideration, to violate their dearest interests, in short, to make them feel their helplessness, is no evidence of administrative ability ; and betrays an inexcusable ignorance of human nature, than which nothing can be more detrimental to the efficiency of the department.

55. On the other hand, all, save the obdurate villain who is out of place in a secretariat, are amenable to kindness : and did superiors but recognise its efficacy for good, they would employ no other means to secure the hearty co-operation of subordinates, and the efficiency of the department : and discontent and insubordination would be unheard of. Thus would harmony be established between superiors and subordinates, and the true interests of the State, consulted. Indeed, human nature resents superciliousness, and insubordination cannot withstand the magic power of kindness.

§ 4.—*Relations of subordinates towards their superiors.*

56. All classes and grades of officers, being subject to higher authority, are included in the term "subordinates" as used in this section. The following remarks, therefore, which are of a general character, are only applicable to the class or grade of officers to which they are respectively adapted.

57. Not unlike superior officers, subordinates too have obligations to discharge towards the State, themselves, and their superiors.

58. Their obligations towards the State are co-extensive with the requirements of the State.

59. Their duty towards themselves relate to their individual claims and to those of their colleagues ; the former call

for justice and consideration at the hands of superiors—qualities, which we have already discussed ; the latter will be treated of in the following section.

60. To superiors subordinates owe--

- (a) respect for the position they hold and the authority vested in them ;
- (b) obedience in matters connected with the working of the department, so far as is consistent with the dictates of morality ; and
- (c) co-operation in the discharge of official functions.

61. These duties demand that superiors—

- (a) shall possess a thorough and complete knowledge of the work of the department,
- (b) shall excel in ability ; and
- (c) shall be gentlemanly in their deportment towards their subordinates

62 Inexperience of departmental work is excusable in a new incumbent, but excellence in ability is indispensably requisite to command respect and obedience—it is contrary to human nature to pay deference or render submission to superiors who do not possess this qualification ; and gentlemanly demeanour, which implies all that is fair, and just, and honourable, may alone claim the cordial co-operation of subordinates.

63. Doubtless subordinates may be, nay, often are, required by the very nature of their position, to yield respect and obedience to, and co-operate with superiors who lack the qualifications of their office ; but this anomaly must necessarily generate feelings easier conceived than described, which are ill calculated to promote the efficiency of the department, or advance the interests of the State.

64. Unprincipled subordinates are ever on the alert to

detect and truckle to the foibles of superiors and thus too often succeed in advancing their inferior claims over those of their more honourable colleagues.

65. To promote their own selfish, if not worse, purposes, such subordinates endeavour, by every possible means to insinuate themselves in the good graces of superiors : and, therefore an exposition of some of the means resorted to by them, may serve as a note of warning to unwary superiors, and as a guard against their machinations.

66. Chief among these means, may be enumerated the following :—

- (1) Adulation, that is, the bestowal of praise from interested motives
- (2) Deceit, that is, the endeavour to produce a false conviction
- (3) Dissimulation, that is, the concealment of one's real character.
- (4) Flattery, that is, false, insincere, or venal praise.
- (5) Hypocrisy, that is, pretension to a false character.
- (6) Obsequiousness, that is, courting favour by low cringing.
- (7) Sycophancy, that is, mean tale-bearing or reporting matters to those for whose ears they were not intended.

67. To the above category may be added the vice of slander which is not infrequently indulged in by subordinates from ulterior motives, and which is sometimes tolerated by superiors. No position in life may claim immunity from such a propensity ; and it should always be discouraged by higher authorities. The motive should in every instance be suspected ; and if any action is contemplated on slanderous reports, the victim should, in the interests of justice, be always afforded

every opportunity of disproving the charge if possible, before any action is taken.

68. In the interests of the State and its employés, superiors cannot be too careful how they lend a willing ear to the whispers, or encourage the advances, of subordinates of whose integrity of character they have not had the fullest proofs ; nor how they betray, and to what purpose, their own failings, or weakness of character. They should watch with jealous care every attempt to bias their judgment ; nor should they be ever led or guided in their official actions by means other than their own personal knowledge and good sense. Many an unfortunate subordinate is thus made the victim of the selfishness, or malice of designing comrades.

69. Conduct such as has been described above, is sometimes characterized as, and honoured by the epithet of, tact by those who either lack moral courage to point out the errors of superiors, and that self-respect which marks the gentleman, or who are too dull of intellect to perceive its meanness and impropriety. Tact, be it remembered, is the skilful adaptation of conduct to circumstances, with due regard to the claims of rectitude and justice.

#### § 5 — *Inter-relations of subordinates.*

70. In the discharge of their official functions, subordinates are, from the nature of their position, brought into daily contact with, and are, in a greater or less degree dependent upon, each other. It is therefore highly necessary that in their mutual relations and intercourse of life they should be courteous, friendly, kind, and obliging and should work with one accord towards the same end.

71. They should form as it were a corporate body united by the bond of brotherly feeling, and be ever ready to help one another in all difficulties ; they should avoid all sense of

jealousy, or animosity or envy which if cherished is sure to ultimate in slanderous denunciations, to the possible injury or ruin of the victim, when the advancement of their own individual interests is at stake.

72. Nothing is more despicable and hateful, especially among associates, than conceit and bumptiousness, nor so well calculated to bring about a breach of harmony, without which there can be no co-operation. These social vices are generally characteristic of a narrow and ill-educated mind, and are too often induced by unwarrantable exceptional treatment. Superior officers should therefore exercise great caution in dealing out such treatment to subordinates, or in giving rise to occasions which might possibly call for such treatment : much less should they tolerate and encourage such reprehensible conduct in a subordinate, by repeated acts of indulgence : the demoralising effect of such unnatural treatment on other subordinates can never be over-estimated.

We have endeavoured in the foregoing pages to describe the internal economy of the department, and to make a careful analysis of the disciplinary measures necessary to render it effective towards the end proposed in the department ; but how far we have succeeded in the attempt, it is for the experienced and unprejudiced officer to judge.

We have now brought this treatise to a conclusion, in which it has been our aim to set forth to the best of our power, the details of the working of Indian secretariats. It only remains to say a few words in explanation of the principles on which the proper organization of a department should be based ; this we shall accordingly proceed to do.

## CHAPTER XXII.

### THE MODEL SECRETARIAT.

#### § 1.—*Nature, the prototype of departmental organisation.*

Phenomenal nature may be viewed as a vast organisation whose perfection is made manifest by the precise adaptation and correlation of its parts to each other and to the whole. The constitution and economy of the universe are the fundamental bases on which all human institutions are fashioned; and their success is proportioned to the fidelity of their imitation of nature—that is, the closer they approximate nature in the mechanism of their parts, the greater the degree of their excellence, and *vice versa*.

2. Hence, in endeavouring to establish on a sound basis the principles which should govern the organisation of a secretariat, we cannot pursue a better course than conform to the exemplar presented by nature in the organism of man, who is at once the epitome of the universe, and the ultimate expression of perfection cognisable by human intelligence.

3. As we are at present concerned with a physical organisation, we must seek for its analogue in the constitution of the physical body of man: this we shall accordingly endeavour to analyse, in view to discover correspondences between the principles which inform his being and the elements requisite in the formation of a secretariat, so that the consideration of the functions of the human organism may enable us to deduce and determine the conditions necessary to the successful operation of the functions of the latter.

§ 2.—*The human organism.*

4. Man is a composite being—the resultant of certain elements, the concurrence of which constitutes him a living organism ; but to understand the economy of nature in respect of his organism, it is necessary to recognise the processes which operate in harmony towards sustaining his physical life.

5. These processes relate to the constituents of the body of man, namely, bone, muscle, blood, nerve, etc., and are conducted through the agency of organs.

6. Of the organs, some are designed by nature for the performance of functions of vital importance, while the functions with which others are accredited are merely auxiliary. In its normal state, each organ is destined for a specific purpose, and is limited as to its capabilities—nor can it ordinarily perform the functions of another as efficiently as its own ; and this inefficiency is equally observable when an organ, susceptible thereof, has been specially trained to do duties foreign, or in addition, to the purpose for which it was originally intended by nature.

7. The action of these organs is determined, whether directly or indirectly, by reason and volition, which are but expressions of the intellectual principle in man.

§ 3.—*Constitutional principles.*

8. From the foregoing we perceive the following principles which underlie the constitution of a perfect living organism :—

- (1) That such an organism is composed of certain elements, the union of which is necessary to its physical life.
- (2) That the physical life of the organism depends for its existence upon the uniform and harmonious

operation of processes which relate to the constituent parts of its body.

(3) That these processes are conducted through the agency of appropriate organs.

(4) That, in view of efficiency and systematic action, these organs are accredited with specific functions, according to their nature, and are ill adapted for the performance of duties beyond their respective capabilities.

(5) That the performance of the functions is regulated or governed by the dictates of intelligence.

9. It is hardly necessary to add that there is always a perfect analogy between the operations of nature's laws in the various planes of existence: indeed, this principle is fully recognised in the constitution, on its basis, of every successful human institution; and, as instances, we need only refer to the constitution of the government, in the political plane, to that of society, in the social plane, and in the industrial plane, to the constitution of industrial institutions. The ill success of an organisation, if we only take the trouble to investigate, we shall always find, is due to departure or deviation from this principle in its constitution and economy.

#### § 4.—*The organisation of a secretariat.*

10. The vital elements in a secretariat are—

(1) The *materiel*, or the branches of the administration with which it is concerned.

(2) The *personnel*, or the establishment who perform the administrative and departmental functions.

(3) The faculties necessary for the due performance of those functions.

11. The conduct of the branches of the administration

involves the joint operation of certain functions, which have already been discussed in the course of this treatise.

12. These functions, which constitute the staple of the work of a secretariat, are conducted by members of the establishment which must be adequate to their performance.

13. Individuals are endowed by nature with specific faculties, in accordance with the laws of heredity and prenatal influences : their capabilities are therefore restricted to their natural capacity which they may not venture to transcend with any hope of success. Hence, each member of the departmental staff is naturally adapted for the performance, within the limits of his capabilities, of functions suited to his faculties, which they are calculated to elicit.

14. Education and experience are doubtless important factors in the attainment of efficiency ; but their effect lies more in the direction of developing and perfecting latent natural powers, than in the acquisition of faculties withheld by nature. They may indeed enable one to perform heterogeneous functions ; but the discharge of such functions must, from the nature of the case, be necessarily imperfect, if not perfunctory unless he is naturally endowed with the faculties adapted thereto.

15. The functions of a secretariat belong to two general categories—intellectual and routine. Those of the former class demand the exercise of the higher faculties of the mind, and consequently depend, in a greater or less degree, upon educational ability ; those of the latter, which are more or less mechanical, require the aid of experience. One may be eminently qualified for the performance of certain functions, and yet be totally unfit for the discharge of others : we may mention that, from personal knowledge, we are aware of more than one such instance.

16. Besides, the mental faculties, which the several functions of the former category call into play, are so varied, that their concurrence, in an equal state of perfection, in a single individual, is a phenomenon of exceptional occurrence. It were therefore indeed, to say the least, a grave error of administration to require the performance of heterogeneous functions by individual members of the secretariat staff.

17. Polarity, or action and reaction, is the unique and fundamental law which finds expression in the harmony observable in every department of nature. Dualism pervades the universe, and excess or deficiency in one direction or plane is ever compensated by deficiency or excess in another : indeed, nature's tendency is ever to maintain a determinate constant, with reference to circumstances in each individual case. By virtue of this law, what is gained in quantity is lost in quality : outside this law, all is discord and confusion.

18. This law furnishes the key to the successful application of the principle of division of labour, as it does to the solution of every difficulty or mystery in nature, however otherwise inexplicable ; and on its basis, specific members in the human body are endowed with specific faculties. Hence the inference is clear that to achieve success, labour must be functionally distributed with reference to the capabilities of the workmen : where quantity is a characteristic feature, labour may be grouped in convenient classes, but, in each category, the distribution of the duties for its conduct must be functional.

19. The due discharge of the functions demands the exercise of specific faculties according to their nature, and, owing to various causes which may not always be provided against, needs the guidance and supervision of a superior directing intelligence.

§ 5.—*Its essential requisites.*

20. From the foregoing we may deduce the following **essential requisites** in the constitution of a secretariat :—

- (1) that, in view of methodical treatment, the branches of the administration, with which it is concerned, shall, if considered necessary, be classified in convenient groups ;
- (2) that the functions for the conduct of these administrative branches shall, in like manner, be classified with due regard to the faculties which their exercise demands ;
- (3) that the duties shall be functionally apportioned to corresponding classes or branches of the secretariat staff, possessing the faculties necessary to their due performance ;
- (4) that the functions or duties shall be proportioned to the capabilities of each member of the secretariat establishment ;
- (5) that, if more than one function is allotted to a single individual, they shall be of a homogeneous character ;
- (6) that the strength of its *personnel* shall be proportioned to the necessary requirements of the secretariat ; and
- (7) that the conduct of the work, whether in each branch or in the entire secretariat, shall be subject to the supervision and guidance of a responsible controlling authority or head.

§ 6.—*Classification and allotment of work.*

21. As the work of a secretariat is extensive, and comprises a variety of functions requisite for its conduct, it is necessary to methodise it by a proper classification, and

allotment among corresponding branches or sections of the department.

22. This classification and allotment may be made either (a) 'subjectively,' that is, according to subjects ; (b) territorially, that is, according to territories or provinces ; or (c) functionally, that is, according to the functions or duties necessary for the conduct of the work. Let us investigate and determine the relative merits or demerits of each of these modes.

(a)—'Subjective' or territorial

23. The branches of a secretariat, when its work is 'subjectively' classified, are indeed miniature departments, each of which is required to perform all the departmental functions *quoad* its own work. Hence each branch must have a full complement of members capable of performing the various departmental functions. But as not every member is equally gifted with the faculties required for the performance of all these functions, a larger establishment becomes necessary than would be otherwise called for ; and therefore there could be no guarantee that the amount of work which might fall to his share, would be sufficient to keep each member fully occupied.

24. Under a 'subjective' classification, difficulty not infrequently arises (as experience has proven), owing to the complexity of the question at issue, or from any other cause, in clearly distinguishing the nature of the subject ; and consequently there is a liability of similar subjects being allotted to different branches of the secretariat, and of their being treated differently.

25. 'Subjective' classification renders the work of supervision more arduous, harassing, and tedious, and more liable to error and inaccuracy, inasmuch as it involves the examination of heterogeneous duties which require the exercise of different faculties, all of which may not be possessed, at least in an

equal degree, by the superintendent, whose mind is therefore more likely, than not, to be overstrained in the conscientious discharge of his duty.

26. Should it be ever considered desirable to divide a secretariat, so as to admit of its work being conducted in more places than one—say Calcutta and Simla—a measure which would doubtless be highly advantageous, the division could not be effected, under a ‘subjective’ classification, at least without much difficulty, and perhaps risk of eventual failure; for it would involve the solution of a number of questions which must necessarily arise—such as the nature and character of the subjects to be dealt with by the departmental divisions, the separation of the establishment, as to seniority, number, capability, etc., the expenditure incident on the conduct of ‘cases,’ and so on—questions, the intricacies of which, none but a thoroughly able and practical officer can adequately appreciate.

27. It must be borne in mind that apart from the classification of work and its allotment to the branches of the secretariat, the conduct of branch work implies its distribution among its members. This distribution may in like manner be either ‘subjective,’ territorial, or functional.

28. Under a ‘subjective’ distribution of work, one member of a branch is ordinarily unacquainted with the subject allotted to, and dealt with by, another: the absence therefore of a single member is likely to disorganise the branch and put its machinery out of gear.

29. A ‘subjective’ distribution of work among the members of the branch, necessitates the allotment of heterogeneous functions to the same individuals who, owing to the fluctuation in the amount of work relating to their respective subjects, are not infrequently unequally burdened, that is, some have comparatively easy times and others are heavily pressed. In

this unequal distribution inheres the germs of disaffection and inefficiency; and the performance of heterogeneous duties by the same individual, cannot fail of resulting in their perfunctory discharge.

30. By a functional distribution, when the work is 'subjectively' classified, the duties of each member of the branch would ordinarily be either insufficient to occupy his entire time, or they would be disproportionate to his status and capabilities. In the former case, there would be a decided *loss of power*; in the latter, where either a junior or inexperienced clerk is required to perform superior duties, which cannot therefore be efficiently performed, or a senior or experienced clerk is allotted inferior or routine duties—contingencies, which from the comparative paucity of members in the branch cannot possibly be avoided—there must be a *waste of energy*. These results may to a certain extent be obviated, as to *quantity* of work, by the allotment of heterogeneous functions to individual members of the branch, but the work turned out must, from the nature of the case, be inferior as to *quality*.

31. The advantages of a 'subjective' classification and distribution are, that, by specialising the work, and as a consequence of a wider range of duties,—

- (1) A greater guarantee of efficiency is afforded.
- (2) The possibility of error is minimised.
- (3) Expeditionness is promoted.
- (4) Experience and general knowledge of departmental work are more readily acquired.

32. It must however be observed in regard to these advantages, that (1), (2), and (3) are limited to a knowledge of facts and incidents relating to the subjects dealt with, and are therefore confined to only a few of the departmental functions, in the discharge of which such knowledge is likely to be useful.

As to (4), according to the law of compensation to which reference has already been made, it is clear that the experience and knowledge of departmental work so acquired cannot but be quite superficial, and worth very little indeed : a more thorough and practical experience and knowledge could be easily provided for by a periodical apprenticeship, in rotation, of the members of the secretariat establishment, within the limits of their aptitude, in the branches of the department, whose duties have been allotted functionally. Besides, the guidance and direction of a really efficient head must go a great way in minimising the disadvantages of the system of classification and distribution of work adopted in the secretariat.

33. The disadvantages and advantages of a 'subjective' classification and distribution are equally applicable to a territorial division ; except that, in the latter case, the possibility, under a 'subjective' classification, of the treatment of similar subjects by different branches, does not arise.

(b)—Functional.

34. By a functional classification, each member of a branch if properly selected, is qualified for the discharge of the function allotted to the branch. Hence it would be easier to determine, with tolerable certainty, the number of members necessary for the performance of the work of the branch, so as to keep them fully occupied consequently a minimum establishment would be required.

35. Under a functional classification, similar subjects could not possibly be treated differently, or in different branches ; and hence the possibility of conflicting orders would be avoided.

36. Functional classification also renders the work of supervision less laborious, and more perfect, accurate, and expeditious : it is far easier to examine work of the same

description, for which the superintendent is by nature specially qualified besides, the constant exercise of the same faculty is eminently calculated to render it more acute. "

37. The separation or rather division of the work of a secretariat, so as to admit of its conduct in different places, if desired, is facilitated by a functional classification.

38. By a functional distribution of work, all the members of a branch having the same duties to perform, the absence of individuals does not injuriously affect the working of the branch, inasmuch as the duties of the absentees can always be taken up by the remaining members of the branch without appreciable difficulty or increase of work.

39. Again, a functional distribution admits of an equable division of branch work among its members, because there can be no restriction to the allotment of work to individual members.

40. Such a distribution ensures the least loss of power or waste of energy, in that it enables the superintendent, by a judicious allotment, to fully occupy the time of each member of the branch, and to proportion the work to his status and capabilities.

41. Under a functional classification, the advantages of a 'subjective' distribution may be secured in branches where knowledge and experience as to subjects would be specially useful, by allotting work relating to the same subjects to the same members of the branch, so far as may be consistent with the proper interests of the branch.

42. The disadvantages of a functional classification and distribution are—

- (1) that it limits the knowledge and experience of the members of the branch to its special allotted function ;

(2) that it is likely to interfere with the transfer of members between the branches, and

(3) that it is consequently distasteful to the departmental staff.

43. These objections can hardly be held to be valid, because not every member of the secretariat is fitted for the performance of every function, but, in the case of the few who are so fitted, the validity of the objections, when the individuals are permanently located in one branch, may be neutralised by the remedial measure suggested in para 32 above.

(c) The systems compared.

44. To sum up: the following are the disadvantages of a 'subjective' or territorial classification and distribution, namely,

(a) of a 'subjective' or territorial classification:—

(1) It necessitates a larger establishment.

(2) It (a 'subjective' classification) is likely to cause a conflict of action.

(3) It renders supervision more arduous, harassing, and liable to error and inaccuracy.

(4) It bars the possibility of dividing, if desired, the work of the secretariat (at least without much difficulty, and risk of failure), in view to its conduct between two or more places.

(b) of a similar distribution, under the same classification:—

(5) It impedes, retards, and enhances the difficulties in the conduct of work—in other words, it disorganises the branch, in the absence of a single member.

(6) It is calculated to cause an unequal pressure of work.

(7) It leads to a perfunctory discharge of duty.

(c) of a functional distribution, under a 'subjective' or territorial classification :—

(8) It involves a decided loss of power, or waste of energy, or both.

(d) of a 'subjective' or territorial classification and distribution combined :—

(9) It is an unnatural system, and fraught with the germs of inefficiency and failure.

(10) It is a more elaborate and costly system.

(e) in regard to the members of the secretariat :—

(11) It wastes, and overstrains the energy of, a conscientious superintendent.

(12) It is likely to foster discontent and dissatisfaction, if not a mutinous spirit, among subordinates.

(13) It is liable to produce in those who are overburdened, a careless habit in the discharge of duty.

(14) It engenders the vice of idleness in those who have little to do.

45. On the other hand, the following are the advantages of a functional classification and distribution ; namely,

(a) of a functional classification :—

(1) It requires a minimum establishment.

(2) It secures uniformity of action.

(3) It facilitates the work of supervision, and renders it more perfect, accurate and expeditious.

(4) It renders possible the separation, or rather division, of the work of a secretariat, if its conduct in different places is considered desirable.

(b) of a similar distribution, under the same classification :—

(5) It has no injurious effect on the working of the branch, in the absence of a reasonable number of members.

(6) It provides for an equable allotment of branch work.

(7) It ensures carefulness in the discharge of duty.

(c) of a 'subjective' or territorial distribution, under a functional classification :—

(8) It is calculated to secure the advantages of the 'subjective' system, when a 'subjective' allotment is considered desirable.

(d) of a functional classification and distribution combined —

(9) It ensures a minimum loss of power, or waste of energy, if any.

(10) It is based on natural principles, and consequently best adapted to secure efficiency.

(11) It is a simpler and more economical system.

(e) as to the members of the departmental staff.—

(12) It does not harass, and is less troublesome to, the superintendent.

(13) It is calculated to obviate any spirit of discord or discontent among subordinates.

(14) It provides against carelessness in the conduct of work.

(15) It provides full occupation of time.

46. From the foregoing it will be observed—

(a) that all the disadvantages of a 'subjective' or territorial classification and distribution, are fully

counterpoised by the advantages of the functional system ,

(b) that the advantages of the ' subjective ' or territorial system, may be met by a ' subjective ' or territorial distribution of work, to the extent necessary, and as far as applicable, under the functional system , and

(c) that the disadvantages of the functional system are purely personal to the members of the departmental staff, and may be met by the course suggested in para 32 of this chapter.

47. It is therefore clear to a demonstration, that the functional system is by far, and in every way, the most advantageous to the State, as well as to its employes, and the best calculated to secure efficiency.

#### § 7.—*Classification and allotment of functions.*

48. Functional classification means that only such departmental functions as require the exercise of the same or similar faculties, shall be classed together.

49. Preliminary to the allotment of these functions to the *personnel* of the secretariat, it is necessary to group its members in corresponding classes, possessing the necessary faculties.

50. In making the allotment, care should be taken—

(a) that the members of the secretariat branch are adequate to cope with the amount of work to be allotted to it ; and

(b) that the members of the branch possess the requisite faculties for the discharge of the functions they are expected to perform. .

51. The distribution of work in the branch must be regulated by an appropriate graduation of its members, as to experience and ability, and of the work, as to character and ex-

tent ; the distribution among the members, being made with due regard to both these points, and to the capacity of each individual.

52. This mode of classification of functions, and of their allotment to, and distribution among, the departmental branches and the *personnel*, is practically not so difficult or chimerical as it may seem. nay, if the task be but earnestly undertaken, with the conviction that it is the only effective means of securing the maximum advantage with the minimum expenditure, an able and experienced head, such as a chief-clerk or registrar of a secretariat ought to be, whose province it is to arrange such matters, and who has the interests of the State at heart, will find the apparent difficulty easier of solution than he might have anticipated

## CHAPTER XXIII.

### THE MODEL SECRETARIAT.—(*Concluded.*)

#### § 1.—*The personnel.*

To cope with the requirements of secretariat work, it is not only necessary that the *personnel* shall be sufficiently strong numerically, but that its members shall possess as well the requisite faculties for the due performance of the departmental functions. This can only be effected by a careful consideration of the nature and extent of the work to be executed.

2. If the establishment is to be reorganised, or, if the organisation is a new one, it is necessary in the first place to estimate the average number of 'receipts' during a fixed period—in the case of a new organisation, such an estimate can, at the best, be but approximate—and the degree of their importance. This will enable an efficient and experienced organiser to gauge, with sufficient accuracy for all practical purposes, the quantity of intellectual and routine work that is likely to accrue.

3. An idea, once formed, of the quantity and quality of work to be executed, it will be a comparatively easy matter to determine the strength of establishment that will be necessary for its conduct. The graduation or classification of the members of the establishment, and their remuneration, will entirely depend upon the number and size of the departmental branches, and the quantity and quality of their work. The principle of progressive salaries has been experimentally proved to be the most satisfactory, and the best adapted in the case of a classification of the establishment.

4. The remuneration or salaries of the establishment—

- (a) should be proportioned to the nature of the work to be performed ;
- (b) should be personal within the limits of the two main divisions—upper and lower—of the establishment ; and
- (c) should be adequate—
  - (i) to secure the fidelity of the members, and
  - (ii) to serve as an inducement to them to continue in service.

5. That salary should bear a direct proportion to the work to be done, is a principle as incontrovertible as that the nourishment required by an organ should suffice for the performance of the function with which it is charged.

6. As there are varying grades of the same function in the human organism, corresponding to the different organs within which it operates ; so in each branch of the secretariat, there must necessarily be members of the different classes in the departmental staff, according to the varying degrees of intricacy of the function allotted to the branch, which they are required to work out.

7. This circumstance leads to the inference that up to a certain extent or point, the simpler phases of functions, though of a heterogeneous character, admit of being conducted by the junior members of the establishment ; but that the more complex or intricate phases, which demand the exercise of special qualifications or faculties, are peculiarly the province of the senior members.

8. Hence the necessity, founded on equity, of making salaries personal within the limits of the divisions of the establishment to which the members severally belong. The removal of such restriction is calculated to seriously impair the efficiency

of work, by the deputation of men lacking the necessary experience and ability to perform superior duties.

9. Among the qualities requisite in a secretariat officer, the command of which in a great measure depends upon the amount of remuneration he receives, are trustworthiness and experience. The former implies that he shall be faithful to his charge—and nothing can so effectually place him beyond the reach of temptation or venality, as a salary sufficient for all his wants, and commensurate with the importance of his duties. The latter is proportionate to the time he has been at work—and one of the most powerful agents in securing continuity of service, is such an amount of salary as, considering the nature of his duties, shall suffice to render him contented till the time, when in the ordinary course of events, he obtains promotion to the higher grades of the establishment.

10. This latter principle—the adequacy of remuneration as a means towards retention in service—is the only key to the determination of the amount of salary : all other considerations are erroneous in principle, and cannot but fail in securing that end. It must however be borne in mind that the question of contentment involves the just appreciation of circumstances, such as the social status, educational ability, etc., and the consequent legitimate aspirations, of the individuals concerned.

#### § 2.—*Classification of the members.*

11. The functions of the human organism are conducted by the agency of appropriate organs, according to the system to which they severally appertain, and are controlled immediately by the will, under the guidance of a directing intelligence. Similarly, the functions of the departmental branches are performed by their respective members, who are selected with due regard to their capabilities, and are subject to the

direct supervision of the superintendents, under the general control of the chief-clerk or registrar of the secretariat.

12. Hence the members of the ministerial staff naturally divide themselves into three categories—

I.—Chief-clerks or registrars.

II.—Superintendents of branches.

III.—Subordinate clerks, who may be sub-divided into two classes—

(i) senior clerks, that is, clerks belonging to the upper division who are capable of performing superior duties; and

(ii) junior clerks who belong to the lower division, and are required to perform routine duties.

13. The varying degrees of intricacy or difficulty of the work of a departmental branch render it necessary that its members should be composed of both senior and junior clerks.

14. Inasmuch as senior clerks are expected to perform superior duties, it is imperative that classification in, or admission into, the upper division should be restricted to those who have established their eligibility by practical experience, or by a departmental test. It is from the ranks of senior clerks that such of them as have exhibited a marked superiority in knowledge and experience of departmental work, are eligible for selection as branch superintendents, or chief-clerk or registrar of a secretariat, provided they are possessed of the other requisite qualifications.

15. If the prestige of the department is to be maintained, and the system of classification of the secretariat establishment is not to degenerate into a farce, the principle of eligibility in respect of admission into the upper division of clerks must be strictly adhered to, nor should any other consideration avail towards such an end: departure or deviation from this

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principle is tantamount to expecting the performance of functions by organs ill-adapted thereto, and is calculated to inevitably result in departmental disorganisation.

§ 3. — *Qualifications of each class.*

(a)—Abstract qualities.

16. Aptitude or efficiency involves the idea of—

(a) duty,

(b) the manner of its performance, and,

(c) the qualifications necessary therefor.

17. In the preceding chapter we have already treated of the duties of the various classes of secretariat officers: the mode of their performance and the requisite qualifications we shall now endeavour to analyse and discuss at greater length.

18. In the human organism, every automatic action, in which alone the efficiency of nature's operations is fully displayed, is characterised by the attributes of—

(a) accuracy,

(b) carefulness,

(c) completeness,

(d) expedition, and

(e) order.

19. A consideration of these will at once suggest the mode of, and the qualifications or faculties necessary for, performing the various functions.

20. *Accuracy* demands that the duty to be performed must be free from error; and consequently implies a full knowledge of its principles, and the possession of the faculty of self-assurance. In the case of superior and intellectual functions, it pre-supposes an amount of special knowledge and educational ability adapted to their respective natures.

21. *Carefulness* requires that strict attention must be devoted to the performance of the duty to the exclusion of

every disturbing element. It is a habit of mind, in a great measure, if not entirely, dependent upon a sense of individual responsibility.

22. A duty is said to be *complete*, when there is no omission of any of its details and it is perfect in all its parts. Hence a thorough knowledge of its constituent elements is an absolute pre-requisite.

23. *Expedition*, or *despatch* in the discharge of a duty implies its execution without undue delay. It involves—

- (a) the possession of the necessary faculty ;
- (b) physical or mental capacity ; and
- (c) zeal or earnestness in the performance of the duty.

24. "Order" in respect of a specific duty is the systematic arrangement of its parts, or details in proper sequence. It is an endowment of nature and only susceptible of acquisition, by proper training, but in a limited degree, by those not naturally gifted with the faculty.

25. Hence the qualifications and faculties which the members of the departmental staff should possess, in order to the efficient conduct of work, are—

- (a) complete knowledge of the principles and constituent elements of the functions with which they may be severally concerned ;
- (b) educational ability necessary to the due discharge of those functions ;
- (c) sense of individual responsibility ;
- (d) natural capacity for the performance of the functions in question ;
- (e) zeal or earnestness in such performance and last, though by no means the least,
- (f) the faculty of self-assurance which is the key-stone of success.

26. As the possession of all these requisites in an eminent degree constitutes a thoroughly efficient officer, it behoves us to examine their respective significance in the case of each class of departmental officers,

(b)—Qualifications of registrar or chief-clerk.

27. In treating of the special qualifications of chief-clerk or registrar, it must be premised that whatever duties do not appertain to any of the departmental branches fall within the province of that officer.

28. These duties we have already discussed in section 3 (b) of chapter (XX) : it is only necessary to consider the abstract qualities noticed in the foregoing section (para. 77) with particular reference to the duties in question, in order to ascertain the special qualifications requisite for the office of chief-clerk or registrar of a secretariat.

29. From a careful analysis it would appear that the qualifications required in a registrar are—

- (a) complete knowledge of the working of a secretariat, and of the duties of his office in particular ;
- (b) general educational ability ;
- (c) sense of responsibility of his position as the custodian of the interests of the State and of its employés ;
- (d) zeal in the discharge of his duties ; and
- (e) natural aptitude for the duties of his office.

30. In brief, a registrar or chief-clerk must be a man educationally, naturally, and socially fit for the position of his office, so as to be able to command the respect and confidence of his subordinates, without which it is impossible to secure their cordial co-operation which is an essential element of efficiency.

31. It is therefore clear that the registrar of a secretariat must be a man of more than ordinary or mediocre talent and ability, and not easy to find, inasmuch as the combination of all

these qualifications in a single individual is very rare indeed. The greater the number of these qualifications which a man possesses, the better is he adapted for the office of registrar or chief-clerk. Irrespective of these qualifications, seniority counts for nothing : consequently it is no grievance to candidates if in the selection of an incumbent for the office, their claims on, the score of seniority are overlooked : it is only *ceteris paribus* that seniority forms an element for consideration in making the selection.

32. In order to realise the necessity for, and the importance of, these qualifications, we shall endeavour to examine them in detail in connection with the functions and economy of the secretariat—the two items with which the charge of the registrar or chief-clerk is solely concerned. The connection of these qualifications with the departmental functions relates to the classification, distribution, and conduct of the latter ; while their connection with departmental economy implies the inter-relations of secretariat officers.

33. It is self-evident and therefore needs no demonstration, that a complete knowledge of the working of a secretariat is a *sine quâ non* for its proper management, and for the conduct of its functions.

34. Educational ability is required of the registrar in order—

- (a) to the solution of questions of doubt or difficulty ;
- (b) to judge of the qualifications of candidates, and of the character and work of subordinates—to derive such knowledge second-hand, is, to say the least, fraught with mischief ;
- (c) to be able to make a proper distribution of the work of the department among the ministerial staff ;
- (d) to be able to recognize the interests involved in the

administration of the department, and the mutual obligations of departmental officers ; and

- (e) to apprehend the importance of just and considerate treatment of, and the consequences of specific acts in relation to, subordinates.

35. The registrar must recognise that it is his duty to protect the interests of its employes *as well as* those of the State ; and that to ignore the former is productive of disharmony, and is consequently, inimical to the latter. Otherwise, it is more than probable that he will be unable to so square his conduct as to obviate a rupture of harmonious relations, without which the true interests of the State must inevitably suffer.

36. It is unnecessary to repeat what is universally recognised, that where zeal or earnestness is lacking, efficiency in the performance of an act must be more or less injuriously affected : and the conduct of the registrar's duties is no exception to the rule.

37. Natural aptitude, in connection with the office of registrar or chief-clerk, means the possession of certain faculties or endowments of nature for the due performance of its functions. Consequently, as the functions in question have reference to the economy of the department, the requisite faculties would seem to be—

- (1) natural intelligence ;
- (2) knowledge of human nature ;
- (3) moral rectitude ;
- (4) social fitness ;
- (5) self-confidence ; and
- (6) gentlemanliness of deportment.

38. Natural intelligence is often called for in the disposal of cases of emergency or difficulty which mere educational ability is incompetent to solve.

39. Knowledge of human nature is the fulcrum on which the lever of departmental administration must ever operate in order to the due maintenance of discipline : it is a special natural faculty ; and its absence may fairly be credited with a larger amount of disharmony and disaffection among the members of the establishment than is generally admitted. It is therefore essential to the successful management of subordinates in order to evoke their hearty co-operation, and involves—

- (1) harmony of relations between superiors and subordinates ;
- (2) equability of temper ;
- (3) dispassionate judgment ;
- (4) self-respect ; and
- (5) tact.

40. In other words, this knowledge demands that the registrar—

- (a) should be a strict disciplinarian—on this knowledge depends entirely the due regulation of the inter-relations of departmental officers, inasmuch as it alone renders possible the recognition of their respective interests ;
- (b) he should be calm and collected on all occasions—a state of excitement is incompatible with the mental condition essential in deciding upon the proper course of action, and in the maintenance of proper relations towards others, inasmuch as it is calculated to betray him into the commission of acts from which, in calmer moments, he would rather have refrained ;
- (c) he should be free from bias, and uninfluenced by motives other than those of justice and equity—prejudice, and motives of a private or personal