

(1) Number of pages 28

(2) Date of repair 9.2.43

(3) Initials of the Referencer S.

MADRAS RECORD OFFICE.

Government of Madras.

Public

DEPARTMENT.

G.O. No.

2369

Press

Mis.

Dated

7-10-43

18

85

Not to be folded or roughly handled

No. 392S., dated Simla, the 22nd June 1885.

From—C. L. TUPPER, Esq., Officiating Secretary to the Government of the Punjab,
To—The Secretary to the Government of India, Home Department.

I AM directed by the Hon'ble the Lieutenant-Governor to address the Government of India on the subject of the preparation and treatment of annual reports, and to recommend the desirability of greatly reducing the burden which is now thrown upon District Officers, the Heads of Departments, and the Secretariat of the Local Government in connection with these.

2. For some years past the conclusion has been gradually forced upon the Lieutenant-Governor that the present overgrown system of reporting is a great incubus upon the Administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible. The subject of the reduction of the number of annual reports has already been before the Government of India in 1874, in connection with the question of the expenditure incurred in printing these volumes, and it was then suggested that certain reports should not be separately printed in future, but that their contents should be merely embodied in the Annual Administration Report. Accordingly it was proposed by the Punjab Government that, in compliance with the Resolution of the Government of India in the Home Department, No. 68-2837, dated 21st November 1874, the reports noted in

Registration.
Vaccination.
Dispensaries.

Lunatic Asylums.
Lahore Medical School.
Stamps.

Native States.

the margin should no longer be printed, and this proposal was accepted by the Supreme Government as a tentative measure, except as regards the Vaccination Report (*vide* letter of Government of India in Home Department, No. 744, dated 30th April 1875). The orders which were then issued, and which were repeated in the Resolution of the Home Department, No. 364 of 26th February 1878, have however gradually been overlooked, and at present not only are all the annual reports of the province printed and reviewed, but in many cases they have become far more elaborate and detailed than was the case ten years ago. The result is that a far larger sum than is desirable is spent yearly on the publication of annual reports, and the time of all officers, and in particular of the officers of the Secretariat of the Financial Commissioner and of the Punjab Government, is unduly taken up by the task of compiling and reviewing reports. From the list of reports which was forwarded with Mr. Young's letter No. 2867-6163 of 14th December 1883, it will be seen that, excluding the Cotton Report, which has since been abolished, there are no less than 36 reports to be reviewed annually in the Punjab Secretariat, or an average of one for every eight working days, taking the working days of the year at 285. Similarly, five heavy reports have to be compiled in the Office of the Financial Commissioner, *viz.*, the Reports on the Revenue Administration, Excise, License Tax, and External and Internal Trade; while two more, those dealing with Stamps and the

Criminal Justice.
Civil Justice.
Stamps.
Registration.
Education.
Arboriculture.
Revenue Administration.
Excise.

Trade, External.*
Trade, Internal.
License Tax.
Municipalities.
District Boards and
Committees.
Criminal tribes.*
Provincial Properties.

* Reports on these subjects are submitted by certain Deputy Commissioners only.

Lahore Government Gardens, are reviewed by the Financial Commissioner before they are submitted to Government. Of the above 36 reports, 15, as shown in the margin, are actually written by District Officers, and 6 more, *viz.*, the Reports on Sanitation, Vaccination, Jails, Police, Dispensaries and Lock Hospitals, are forwarded to Deputy Commissioners for their remarks. To the latter class will be added, under the scheme for the closer association of Revenue and Forest Officers, the Annual Report on the Forest Administration; and it is obvious, from the nature of many of these, that the work connected with them must occupy an officer, who desires to make a careful record of his opinion upon the business of the past year, as long as the actual compilation of certain reports. Taking both classes of reports together, a Deputy Commissioner is required to write or record his matured opinion upon an annual report once in every thirteen

days; and when to this task is added the submission of a large number of returns, it must be conceded, the Lieutenant-Governor thinks, that the demand which this work makes upon the time of District Officers cannot fail to effect the efficiency of their administration. Indeed, Sir Charles Aitchison understands that this is admitted on all hands; and as the views of His Honour have already been accepted by the Government of India with regard to the Cotton and Arboriculture Report of this province, it does not seem necessary to enlarge at length upon this aspect of the question.

3. As regards the disadvantages of the present overgrown system of reports and the advantages of their reduction, the Lieutenant-Governor would offer the following observations. In the first place, as already said, the time of officers is unduly occupied by reporting, and by office work generally, and they are often unable to bestow sufficient attention to the more important duties entrusted to them. In the next place, the submission of annual reports does not appear called for in many cases. Doubtless such reports may have been required in the past; but now that the principles of administration in every Department have been clearly laid down, and departure from them is possible only within the narrowest limits, the same necessity for constant progress reports cannot be held to exist. In the third place, the system of annual reports almost necessarily becomes unsatisfactory in many cases. For instance, it may be said without fear of contradiction that it is almost impossible to say whether the causes of minor fluctuations apparent in the returns of Registration, or Criminal or Civil Justice, or Trade or Stamps, in any one year are permanent, or whether they are purely accidental and will disappear again. Under a system of triennial reports it is easier to eliminate such causes as are fortuitous; but as long as annual reports are demanded, so long will officers seize any reason, sound or unsound, to explain all variations. The Lieutenant-Governor is therefore of opinion that the alteration of the present system would result both in the correction of many mistakes of judgment which are now committed and the improvement of the reports themselves in style as well as in matter. In the fourth place, it will be possible to effect a considerable saving in the cost of printing annual reports which is now incurred in the Punjab. This is desirable at all times; and at the present time this advantage is, in His Honour's opinion, a strong argument in favour of the proposals which I am to lay before the Government of India. It must not be forgotten that a reduction of work in this direction will also serve, for a time at least, to reduce the demands for additional establishment which are year by year becoming more difficult to resist.

4. The general lines upon which the Lieutenant-Governor would wish to proceed in reducing the work at present entailed upon the Administration by the publication of annual reports are as follows. In the first place, Sir Charles Aitchison would propose to abolish the submission of separate reports, which can be shown to be unnecessary. Under this head will fall the Reports on Criminal Tribes and Provincial Properties, which are not submitted to the Government of India. In the next place His Honour would recommend that, in the case of all reports which are of value from a statistical or financial point of view, as much as, or more than, from an administrative view, a triennial report only should, where the circumstances of the case permit of it, be submitted, and returns accompanied by the briefest possible notes should be prepared in the other two years. The Government of India in the Financial Department have already agreed to the submission of tables only as regards excise and stamps, as will be seen below. The Government of India in the Department of Revenue and Agriculture have accepted the same system with regard to the Arboricultural Report of the province; and the Lieutenant-Governor would propose to extend it to a number of other reports, such as the Registration, Vaccination, License Tax, Trade and Forest reports. The principle of abandoning the annual publication of several of these reports has already been accepted by the Government of India in the Resolution of the Home Department, No. 364 of 26th February 1878. In the third place, where it is considered undesirable to do away with an annual report in any year, His Honour would propose to introduce a system of brief and full reports, the full reports

being submitted every third year. Under this head will fall the most important reports of the province, e.g., the Revenue Administration Report, the Civil and Criminal Justice and Police Reports, the Education Report, &c. The submission of the full reports every fifth year, instead of every third year, would, perhaps, be preferable on general grounds; but under such an arrangement it might happen that some reports would not be reviewed at all during the five years' tenure of office of a Lieutenant-Governor. In the brief reports remarks would be confined as far as possible to an exposition of general results and points calling for special notice, which are brought out by the returns. Such reports will not deal with their subject exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. It would be understood that for mere information recourse would be had to the tables of statistics, and that the text should by no means form a comment on every table as a matter of course. All repetition in a narrative form of matter already set forth with sufficient clearness in the statistical tables would be avoided. In the full reports the remarks would be directed to an exhaustive examination of the facts of the three past years and to showing the bearing of these facts upon the acknowledged principles laid down by Government for the guidance of the Department in question. The reviews of the Local Government would follow the reports in their nature; and in cases in which statistics under the second proposal above, or only brief reports, were submitted, the review of the Government would take the form of a letter rather than of a formal Resolution. When no remarks seemed necessary, the brief report would be simply acknowledged.

5. The orders which the Lieutenant-Governor proposes to issue, and the recommendations which he wishes to submit to the Government of India regarding each annual report, are as follows. For convenience' sake the reports are taken in the order in which they are shown in the table annexed to Mr. Young's letter of 14th December 1883, above quoted:—

I.—Reports submitted to the Government of India.

A.—HOME DEPARTMENT.

6. *No. 1.—Lock Hospital Reports.*—The Reports on Lock Hospitals and the review thereon by the Local Government are required by the letters of the Government of India in the Home Department, No. 4496 of 11th November 1868 and No. 4952 of 28th October 1870. The reports are prepared by the Civil Surgeon or by a Military Medical Officer, and the Deputy Commissioner is merely required to record brief remarks upon them. The reports are now reviewed in the Military Department to this Government, and the issue of further orders is not required regarding them.

7. *No. 2.—The Dispensary Report.*—The orders of the Government of India desiring the submission of a report on the Dispensaries of the Province cannot be traced in this office. The District Reports are prepared by Civil Surgeons and are forwarded by them to Deputy Commissioners for remarks. The Provincial Report is compiled by the Inspector General of Civil Hospitals. The Lieutenant-Governor proposes to direct that this report shall be made a triennial one, and that in other years the usual tables of statistics accompanied by brief explanatory notes only shall be submitted to the Government of India, by whom it has been left to the Local Government to decide whether the report shall be separately printed each year or not (*vide* section 14 of Resolution of 26th February 1878). The principles upon which dispensaries are managed in the Punjab are now well known and are everywhere followed, and there is no probability of any immediate or marked increase in the number of these institutions. The important medical history of the year is contained in the Sanitary Report, and His Honour therefore thinks that there is no reason for the compilation or publication of a separate annual report upon dispensaries in this province.

8. *No. 3.—Chemical Examiner's Report.*—This is required by the orders of the Government of India, contained in the letter of the Home Department, No. 555 of 24th October 1879. The report does not entail any work upon District Officers, and it is not desired to make any change with regard to it.

9. *No. 4.—Lunatic Asylum Report.*—This report is submitted to the Government of India in accordance with the orders contained in the endorsement by the Home Department, No. 16-848 of 12th May 1876. It does not entail any work upon District Officers, and the publication of the returns of lunatics which are attached to it is required for the satisfaction of the local bodies, to whom the cost of maintaining most of the lunatics is charged. It is not, therefore, proposed to make any alteration in this case.

10. *No. 5.—The Sanitary Report.*—This report is required by the Resolution of the Government of India in the Home Department, No. 130 of 10th September 1868, paragraphs 5 and 14. The District Reports are prepared by the Civil Surgeons and are submitted to the Deputy Commissioners for remarks. The Sanitary Commissioner compiles the Provincial Report. Of late years the great length of the Punjab Sanitary Reports has elicited unfavourable comment, and orders have now been issued in accordance with the sense of the Resolution of 21st November 1874, above quoted, restricting the report to 25 pages of print. Further instructions do not appear called for at present. If in any year the Sanitary Commissioner desires to publish a fuller report, he will be required to obtain the permission of Government beforehand.

11. *No. 6.—Vaccination Report.*—This report is submitted to the Government of India in accordance with the orders contained in the letter of the Home Department, No. 1-52 of 7th March 1876. It does not entail any work upon District Officers; but, on the other hand, the progress of vaccination in the province does not usually call for special comment, and can be ascertained as easily from the statistical returns as from any remarks in the body of the report. The Lieutenant-Governor therefore proposes to avail himself of the discretion granted by section 14 of the Resolution of 26th February 1878, and to direct that the report be made a triennial one, and that returns only be submitted in other years.

12. *No. 7.—Joint Stock Companies Report.*—This is prepared by the Inspector General of Registration in accordance with the orders of the Government of India, received under cover of the letter of the Department of Revenue, Agriculture and Commerce, No. 187 of 28th March 1877. No alteration is required with regard to this report.

13. *Nos. 8-11.—The Reports on Criminal and Civil Justice, Jails, and Police.*—The orders for the submission of these reports to the Government of India cannot be traced in this office, but they are doubtless of old standing. The Lieutenant-Governor would propose to direct that these reports should be full every third year, and that in other years they should be made as brief as is compatible with the object for which they are prepared and published. His Honour has observed that the memo. upon the Civil and Criminal Statistics of the North-Western Provinces, published under the orders of the Judges of the High Court, is far more brief than the reports of the Punjab. The first two reports, with the Report on the Revenue Administration of the Province, entail more work than any others upon District Officers. It does not appear advisable, however, at present to omit their preparation altogether in certain years, and to substitute the submission of tabular returns with brief explanatory notes for them.

14. *No. 12.—Stamp Report.*—This report pertains to the Financial Department, but till lately was disposed of in the Home Department of this Government. It is prepared by District Officers, and by them submitted to the Superintendent of Stamps. In the letters noted in the margin it has been stated that the Government of India in the Financial Department does not require the preparation of a separate report upon

Government of India, Financial Department, No. 143 of 30th April 1878, and No. 2259 of 11th August 1880.

either stamps or excise merely for its own purposes; and that as far as the Supreme Government is concerned, the early submission of the portions of the General Administration Report of the Province treating of these subjects will be sufficient. The Lieutenant-Governor intends to take advantage of this permission to direct that a Report on Stamps and Excise be submitted every third year only, and that in other years the usual tabular statements shall be prepared and forwarded to the Government of India by an early date, together with the portions of the Administration Report treating of these two matters.

15. *No. 13.—Registration Report.*—This report was ordered to be submitted for the official year by the letter of the Government of India in the Home Department, No. 4777 of 20th October 1869. It is not the policy of Government to make any income out of registration. The system is now well understood, and its working is closely supervised by a special officer; and the receipts in the Punjab are less than 1½ lakhs of rupees yearly. The Lieutenant-Governor would therefore recommend that a Report on Registration should be submitted once only in three years, and that in the other years statements accompanied by brief explanatory notes should be accepted by the Government of India. In paragraph 14 of Resolution No. 364 of 26th February 1878 it was decided that the Registration Report should continue to be printed; but His Honour thinks that the Supreme Government will be willing to reconsider their order, as far at least as the Punjab is concerned.

16. *No. 14.—Education Report.*—This report was originally prescribed by the Court of Directors, and must apparently continue to be submitted yearly. The Lieutenant-Governor proposes, however, to instruct the Director of Public Instruction to make the report as brief as possible in two years out of three, and to submit a full report in the third year only. The Director will also be requested to choose one or two important points for special, though brief, notice in each annual report, and to indicate these beforehand to all Educational Officers and Deputy Commissioners, by whom the District Reports are prepared. The notice of the progress of education in each district will be confined to the full triennial report.

17. *No. 15.—The Administration Report of the Province.*—With regard to this report also, the Lieutenant-Governor proposes to lay down the rule that it shall be full every third year and brief in other years. Certain sections, such as the Military, Education, and Public Works sections, in past reports are capable of curtailment, and it is in these chiefly that curtailment of the brief reports will take place. This proposal will not, of course, in any way affect the orders of the Secretary of State regarding a full decennial report and red letter chapters.

18. *No. 16.—Annual Report on Publications registered under Act XXV of 1867.*—This report was called for by the Resolution of Government of India in the Home Department, No. 4240 of 20th September 1870. Its preparation and submission does not involve any special work on the Secretariat, and no change need be made as regards it.

B.—FOREIGN DEPARTMENT.

19. *No. 17.—Report on Native States.*—This report is prepared in accordance with the orders of the Government of India, contained in the letter of the Foreign Department, No. 1567 of 2nd September 1870. The report forms to a large extent that portion of the Administration Report which treats of Native States, and is necessary as affording to the Supreme Government full information regarding the important Chiefs who are under the political control of the Lieutenant-Governor. It is not proposed, therefore, to make any change with regard to it.

C.—REVENUE AND FOREST DEPARTMENT.

20. *No. 18.—Forest Report.*—This report is submitted in accordance with the instructions of the Government of India in the Department of Agriculture, Revenue and Commerce, issued in 1871 (No. 47 of 12th December), and

subsequently. The circumstances under which it was first prescribed have however greatly changed, and the Lieutenant-Governor would wish to see this report made a triennial one, tables of statistics only being submitted in other years. The Government of India have agreed to this proposal as regards the Arboriculture Report (*vide* letter of the Department of Revenue and Agriculture, No. 938 of 25th October 1884), and the reasons which were applicable in the case of that report are applicable for the most part to the Forest Report also. The organisation of this Department has been practically completed, and its work is now conducted upon well-known principles. Forest Officers will shortly be associated with Civil Officers, and the risk of friction between the Forest and Revenue Departments will thereby be greatly lessened. The principal work to which this Department will devote itself during the next ten or fifteen years will be work of protection and reproduction, of the results of which it is impossible to judge in most parts of the Punjab from the experience of a single year. The Lieutenant-Governor would, therefore, urge upon the Government of India that a full report upon the forest operations of the Punjab should be required only once in three years, and that in other years tables of statistics accompanied by the briefest possible remarks of an explanatory nature should be accepted. If the Government of India is unable to approve of this recommendation, the Lieutenant-Governor would propose to apply the system of brief and full reports in the present case.

21. *No. 19.—Arboriculture Report.*—As has been already stated, the Government of India in the Department of Revenue and Agriculture have approved of the recommendation that this report should be made a triennial one, information of progress in other years being furnished in the shape of statistical returns.

22. *No. 20.—Cotton Report.*—This report has now been abolished on the representation of the Lieutenant-Governor as far as the Punjab is concerned (*vide* letter of Government of India, Revenue and Agriculture, No. 40 A. of 15th March 1884).

23. *Nos. 21 and 21A.—The Revenue Administration Report and Agricultural Report.*—The latter report, which is required by the letter of the Government of India, Revenue and Agriculture, No. 7A. of 14th May 1883, will in future cover part of the ground which has hitherto been occupied by the former. The orders requiring the submission of the Revenue Administration report to the Government of India cannot now be traced in this office. This report is perhaps the most important of all from an administrative point of view; and while the Lieutenant-Governor thinks that it would be desirable to apply to it the triennial system of brief and full reports, he would propose that in each year the Financial Commissioner should direct certain subjects, such as taccavi, or alienation of lands, or irrigation, or cattle disease, &c., &c., to be fully noticed by District Officers. The same proposals would apply to the Agricultural Report. The Lieutenant-Governor believes that in this way a more valuable collection of information can be made than under the old system, and he trusts that the Government of India will be able to approve of his recommendation in this matter.

D.—FINANCIAL DEPARTMENT.

24. *No. 22.—The Excise Report.*—The same orders as in the case of stamps apply to the case of excise, as above explained in paragraph 14. The Excise Report of the province will, therefore, be submitted triennially in future, tables of statistics and a copy of the notice of the subject in the Annual Administration Report being forwarded by an early date to the Government of India in other years. In the full triennial report the working of the excise system in each district will be noticed in detail.

25. *No. 23.—The External Trade Report.*—The Lieutenant-Governor feels sure that the Government of India will agree with him that the submission of an annual report on the foreign trade of the Punjab is not required. Statistics of foreign trade are compiled monthly, and are forwarded to the

Government of India as far as possible within one month of the period to which they relate. Information of the progress of trade is therefore available throughout the year, and, considering how unimportant the variations of the trade from year to year usually are, it seems unnecessary to review them formally in an annual report. The fact that no safe conclusions regarding the course of trade can be drawn from the figures of a single year has been practically admitted by the Government of India, as it has been ordered that statistics in the body of the report shall be shown in each case for three years. It would appear that a triennial report will answer all the purposes of an annual report, and it will possess the advantage of being far more reliable and interesting.

26. *No. 24.—Review of Provincial Service Accounts.*—This has been made as brief as possible, the review now being in the shape of explanatory notes of the figures contained in the tabular statements, as may be seen from a reference to the last review, which was forwarded to the Government of India under cover of the letter of this office, No. 1048, dated 27th April 1885. No further orders are required as regards this report.

27. *No. 25.—The License Tax Report.*—This report is required by the orders of the Government of India in the Department of Finance and Commerce (*vide* letters Nos. 1267 and 624 of 17th June 1879 and 27th May 1880). The report is submitted by Deputy Commissioners, and the Lieutenant-Governor would propose to treat it in the same manner as the Stamp and Excise Reports of the province. The system of assessment of the License Tax is now well understood; the variations in the yield of it have become comparatively insignificant; and the amount realised yearly from it is small as compared with the Excise Revenue of the province, and still smaller as compared with the Stamp Revenue. The Lieutenant-Governor therefore trusts that the Government of India will accept his proposal to treat this report in the same way as the Reports upon Stamps and Excise. A brief notice of the working of the tax in each district will be recorded in the triennial reports.

28. *No. 26.—Municipal Report.*—This report is submitted in accordance with the orders contained in the letter of the Government of India in the Department of Revenue, Agriculture and Commerce, No. 2-83 of 8th August 1876. The Lieutenant-Governor proposes to direct that it shall be brief for two years out of three, and full in the third year.

29. *No. 27.—Internal Trade.*—Arrangements are now being made for the preparation of quarterly returns of the Internal Trade of the province, and the Lieutenant-Governor considers that the report on this subject should, like the Report on Foreign Trade, be made a triennial one, tabular statements being submitted in two years out of three. These proposals will not affect the yearly preparation of a monograph on one of the manufactures of the Punjab. This will continue to be submitted as usual.

II.—Reports not submitted to the Government of India.

30. These seven reports* may be dismissed briefly. It is intended to

* Lahore Museum.
Meteorology.
Lahore Government Gardens.
Provincial Properties.
District Funds.
Criminal Tribes.
Lahore Medical School.

abolish the Provincial Properties Report in future, and to incorporate that upon Criminal Tribes in the Police Report of the province, and that on the Lahore Medical School in the Education Report. Many provincial properties will, it is hoped, be transferred to local bodies for management. Of those which remain under the control of Deputy Commissioners, tabular statements with brief explanatory remarks will be submitted to the Commissioners of Divisions for transmission to the Local Government.

A triennial report upon the Lahore Government Gardens is, it should be observed, due to the Government of India in the Department of Revenue and Agriculture.

31. Such are the detailed proposals regarding each annual report which the Lieutenant-Governor desires to submit for the consideration of the Government of India. Summed up briefly, they may be shown as follows:—

Subjects of which the separate reports will be abolished.	Subjects which will be treated under the system of Statistical Returns for two years, and a report in the third year.	Subjects which will be treated under the system of brief reports for two years, and a full report in the third year.	Subjects the reports on which required no present orders.
1. Provincial Properties. 2. Criminal Tribes. 3. Lahore Medical School.	1. Dispensaries. 2. Vaccination. 3. Stamps. 4. Registration. 5. Forests. 6. Excise. 7. Foreign Trade. 8. License Tax. 9. Internal Trade.	1. Civil Justice. 2. Criminal Justice. 3. Jails. 4. Police. 5. Education. 6. Administration. 7. Revenue Administration. 8. Agriculture. 9. Municipal. X	1. Lock Hospitals. 2. Work of Chemical Examiner. 3. Lunatic Asylums. 4. Sanitation. 5. Joint Stock Companies. 6. Publications under Act XXV of 1857. 7. Native States. 8. Arboriculture.* 9. Provincial Services and Accounts. 10. Lahore Museum. 11. Meteorology. 12. Lahore Government Gardens. 13. District Funds.

* This report falls under column 2, in accordance with the orders of the Government of India already passed upon it.

On receipt of the orders of the Supreme Government, a statement will be drawn up in this office dividing the reports submitted to the various Departments of the Government of India as equally as possible over the period of three years, so that a certain number of the reports may be treated and reviewed fully in each year. The necessary orders will also issue regarding the early preparation of those portions of the Administration Report in each year which are required to be forwarded to the Government of India, because tabular statements only of the subjects treated in such portions are submitted in that year. The statistical statements will in all cases be forwarded by the dates already fixed for the submission of annual reports to the Supreme Government.

32. Sir Charles Aitchison is satisfied in his own mind that the suggestions which are now submitted for the consideration of the Government of India will result in a great administrative gain, directly and indirectly. It will relieve officers of a burden which is at present almost intolerable, and will enable them to devote more time to really important duties. It will give them a greater interest in the preparation of such reports as will be submitted yearly, and this will necessarily lead to an improvement in the character of the reports and of the reliability of their contents. It will relieve the Financial Commissioner

and the Punjab Government Secretariat of much unnecessary work which is now done at the greatest possible inconvenience, and occasionally at the sacrifice of work of a more useful nature. And it will undoubtedly cause a considerable saving in the printing charges of the province. The measure proposed is further an important step in the direction of the system of decentralisation, which it is desirable to further in every possible way; and if it meets with the general approval of the Supreme Government, the Lieutenant-Governor intends to make subsequent recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and for the reduction of the number of periodical returns required of District Officers. Annual reports have, the Lieutenant-Governor conceives, a double aim, *viz.*, first, the presentation of evidence of departmental efficiency; and secondly, the collection in a convenient form of information useful for administrative and other purposes. So far as supervision by Government is concerned, that is likely to be far more effective on the triennial than on the annual system of reports, while the Heads of Departments will not probably find any difficulty in judging of the results of the work of their subordinates from brief reports or from statistical tables alone. And so far as the collection of information is concerned, the Lieutenant-Governor cannot doubt that much positive gain will accrue to the Administration from the proposed system. The Lieutenant-Governor will be obliged if early orders can be passed on these proposals, so as to admit of the system being adopted in next year's reports, or sooner if possible.

33. In conclusion I am to state that a copy of this letter has been forwarded to the Government of India in the Financial and Revenue Departments, with reference to the recommendations made in the case of the reports which are submitted to them.

10P 117

Read the following papers:—

No. 39
1852-406

Extract from the Proceedings of the Government of India in the Home Department (Public),—
under date Simla, the 17th August 1885.

Shil

READ—

Home Department Resolution, No. 68—2337-2354, dated the 21st November 1874.

Home Department Resolution, No. 361-380, dated the 26th February 1878.

Despatch to the Secretary of State, No. 28 (Public), dated the 18th April 1878.

Despatch from the Secretary of State, No. 121 (Statistics and Commerce), dated the 27th June 1878.

Shil

Read also—

A letter from the Government of the Punjab, No. 392S., dated the 22nd June 1885.

12

Shil

RESOLUTION.

THE orders contained in Home Department Resolution, dated 26th February 1878, read in the preamble, are the last general orders issued on the subject of the preparation and printing of annual departmental reports submitted to the Government of India in the Home Department. Briefly stated these orders

Judicial Criminal.
Judicial Civil.
Police.
Jails.

Education.
Sanitary.
Registration.
Municipalities.

were that the reports noted in the margin should be separately printed with the review of the Local Government thereon, discretion being left to Local Governments and Administrations to print or not as they chose other reports, including those relating to Dispensaries, Lunatic Asylums, Lock Hospitals and Medical Schools. As regards the length of the reports it had been suggested by the Government of India that the printed reports should, as a rule, be limited to a fixed maximum number of pages, but objections were raised to this proposal which was accordingly abandoned. It was, however, pointed out that a decided concurrence of opinion existed that departmental reports were often too bulky and might well be reduced to a more convenient size, the reproduction *in extenso* of the reports of subordinate officers being at the same time forbidden. It was added:—

It should be borne in mind that such reports should contain summaries of facts supported by accurate statistics; that discussions of theories are out of place in them; and that a short report, if clear and complete, is far more creditable than a long one. The Government of India trust that each Local Government will instruct their subordinates to keep this view in mind.

Subsequently a despatch from Her Majesty's Secretary of State was dated 18th September 1878, circulated* in which it was observed that care should be taken, in condensing local reports, to represent faithfully the views of district officers, as it not unfrequently happens that their opinions are of interest and importance to the Home Government.

G.O. No. 396
47 Mar 1878
in Book File

3572
1/85
WLS

In India G.O. 2369 of 1878

2. There is reason to fear that the orders summarized in the foregoing paragraph regarding the desirability of reducing the length of departmental reports have, in some cases, been more or less overlooked, and in admitting this to have been the case in the Punjab, the Local Government in a letter of the 22nd June last, solicits a reconsideration of the whole question of the preparation and treatment of annual reports, so far as that province is concerned. His Honour the Lieutenant-Governor represents that "the present overgrown system of reporting is a great incubus upon the administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible." It is urged that a far larger sum than is desirable is now spent on the publication of annual reports, and that the time of all officers, in particular of the officers of the Secretariat of the Financial Commissioner and of the Lieutenant Governor, is unduly taken up by the task of compiling and reviewing reports. The demand which this class of work makes upon the time of district officers is moreover said to affect the efficiency of their administration, and often to render it impossible for the officers concerned to bestow sufficient attention on the more important duties with which they are entrusted. It is argued that as the principles of administration in every department have now been clearly laid down, and departure from them is possible only within the narrowest limits, the necessity for constant progress reports no longer exists. It is further pointed out that the system of annual reports must necessarily become unsatisfactory in the cases of such reports as those on Registration or Criminal or Civil Justice, as it is almost impossible to say whether in any one year the causes of minor fluctuations in the returns are permanent, or whether they are purely accidental and likely to disappear. At present the officers entrusted with the compilation of these reports, feeling it incumbent upon them to explain variations, adopt for this purpose any reason, sound or unsound, with the result that many mistakes of judgment are committed, and placed upon record. It is urged that under a system of triennial reports, it would be more easy to eliminate such causes of variation as are fortuitous, while an improvement of the reports themselves in style as well as in matter might be expected, and a saving of expenditure in printing and in the demand for additional establishment is likely to be caused.

3. The general lines upon which Sir C. Aitchison proposes to proceed in the matter are—

- (1) to discontinue the submission of separate reports which can be shown to be unnecessary;
- (2) to require the submission only of triennial reports in the case of all reports which are of value rather from a statistical or financial point of view than on administrative grounds, returns accompanied by the briefest possible notes being prepared in the other two years; and
- (3) in the case of the more important reports with regard to which it may be considered undesirable entirely to discontinue the preparation of annual reports, to introduce a system of varying *brief* with *full* reports; the full reports being submitted every third year.

In the *brief* reports it is suggested that the remarks should be confined as far as possible to an exposition of general results and to points calling for notice which are brought out by the returns. Such reports would not deal with the subject-matter exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. In the *full* reports, on the other hand, the remarks would be directed to an exhaustive examination of facts of the three previous years, and to showing the bearing of those facts upon the acknowledged principles laid down by Government for the guidance of the department in question. The reviews of the Local Government would follow the reports in their nature, and in cases in which statistics or only *brief* reports were submitted, such reviews would take the form of a letter rather than of a Resolution. When no remarks appear necessary, the *brief* report would be simply acknowledged.

4. So far as reports relating to subjects dealt with by the Home Department are concerned, the practical effect of the proposals above summarized is thus shown:—

Subjects regarding which statistical returns would be submitted for two years and report in the third year.	Subjects regarding which brief reports would be submitted for two years and a full report in the third year.	Subject regarding which no change is proposed.
Dispensaries. ✓ Vaccination. ✓ Registration. ✓ Forests. ✓	Civil Justice. ✓ Criminal Justice. ✓ Jails. ✓ Police. ✓ Education. ✓ General Administration. ✓ Municipal. ✓ X	Lock Hospitals. ✓ Work of Chemical Examiner. ✓ Lunatic Asylums. ✓ Sanitation. ✓ Publications under Act XXV of 1867. ✓

It is further proposed, in the event of the scheme being sanctioned, to divide the reports submitted to the several departments of the Government of India as equally as possible over the period of three years, in order that a certain number of reports may be treated and reviewed fully in each year. The measure is regarded by the Lieutenant-Governor as a further and important step in the system of decentralization, and if it meets with general approval, Sir C. Aitchison proposes to make further recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and also for the reduction of the number of periodical returns required from District officers.

5. The Governor General in Council entirely sympathizes with the desire expressed by the Punjab Government to reduce within more reasonable dimensions the work of writing and reviewing reports, and any measures which would effect this object, without being open to decided objection on other grounds, would meet with the cordial support of the Government of India. His Excellency in Council is, however, doubtful whether it is possible to accept in its entirety the scheme now submitted, which involves a complete change of system in preparing Departmental reports. In the first place it must be remembered that these Departmental reports not only serve to meet the objects specified by the Punjab Government, namely, the presentation of evidence of Departmental efficiency and the collection in a convenient form of information useful for administrative and other purposes, but are also of the greatest use as a guide to Departmental officers. On this point the following remarks made by the Government of the North-Western Provinces, when the subject was previously under the consideration of the Government of India, are worthy of attention:—

The several annual reports * * * contain the source to which all officers turn for the past experience of others than themselves in the Department in which they serve. Officers in fact in great measure educate themselves by means of these reports, and to condense or summarise all of them in the manner indicated in your letter would, in the Lieutenant-Governor's opinion, be a serious inconvenience.

It is true that Departmental officers would under the proposed system be able to refer to the triennial reports; but the interval between the issues of these reports would be considerable, and it may be open to doubt whether the effect of the change would not be to deprive officers of the Department, concerned and others interested of a ready means of ascertaining the latest particulars in regard to current Departmental administration and of benefiting by the experience of each year as embodied in the annual report. However this may be, the point appears to be one which deserves consideration.

6. Another objection which might be urged against the proposed system is that the discontinuance of the annual review by Local Governments and Administrations on the working of any particular Department would remove

4
a very useful check, and possibly lead to a perpetuation or continuance of errors of policy or administration, which it is desirable to remove without loss of time, but which under the proposed arrangement might not come to the notice of the Local Government until the lapse of a considerable period after their introduction. As regards this point experience has shown that advantage may be taken of facts recorded in the annual reports to initiate many useful reforms and to correct errors which, if not promptly removed, might in some cases have far reaching effects.

7. Again, as regards those subjects in respect to which it is proposed to have full reports every third year and brief reports for the two intermediate years, it may be feared that while on the one hand the intermediate reports would be so brief as to be of little practical value, the triennial report would tend to become unduly prolix and that its preparation would be a work of very considerable labour. The absence on leave of permanent officers in charge of Departments would also not infrequently interfere with the preparation of those full triennial reports, and a further effect of the change would be that each Lieutenant-Governor would be only able fully to review the working of any given Department at the most twice, and in some cases possibly only once, during his tenure of office.

8. As regards the Annual Administration Report, which it is proposed to place in the category of reports to be brief for two years and full for the third year, the Governor General in Council is not disposed to sanction any material change in the mode of preparing it, although greater brevity is desirable in the case of the reports compiled for some Provinces. In the preparation of this report what is required is that it should contain "a clear and compact retrospect of the working of the local administration during the year; of the principal events with which the Government is concerned or has to deal; of the more important measures that have been actually taken, and of the course of ordinary and extraordinary business in every Department." Such a report should be neither too brief nor too full; but under the proposed arrangement it is to be feared that it might err on the side of brevity in the intermediate years and on the side of prolixity in the third year. In connection with this report it must be remembered that, under the orders of Her Majesty's Secretary of State, it should be so prepared as to bear the impress of a single mind, and, such being the case, if the departmental reports were reduced to the limits desired by the Punjab Government, some difficulty might in the intermediate years be experienced in the preparation of the departmental chapters. Even under existing circumstances with the full and comprehensive information given in the departmental reports, it is believed that some Local Governments find it no easy matter to get the general administration report prepared by the date on which it is due, and on more than one occasion the Secretary of State has found it necessary to notice the delay which has taken place. A reference to scattered materials, which would be necessary in the absence of full departmental reports, would probably aggravate the difficulty now experienced in this matter.

9. Lastly, it may be remarked that any such extensive change of system as that recommended could not be introduced without the approval of Her Majesty's Secretary of State, and if introduced at all should be applied to all Provinces.

10. Under these circumstances the Government of India, before further dealing with the matter, would wish to be favoured with a full expression of the views of Local Governments and Administrations upon the proposals of the Punjab Government. As at present advised, and having regard to the considerations described in the foregoing paragraphs of this Resolution, the Governor General in Council is disposed to think that, although it is impossible to accept all the proposals made by the Punjab Government, something may usefully be done in the direction indicated. With respect to such subjects as Education, Jails, Sanitation, Police and Forests, His Excellency in Council is inclined to

3 2 157
the opinion that the system of annual reports which should be full and comprehensive, though possibly susceptible of curtailment from present dimensions, must be maintained. On the other hand, as regards Dispensaries, Vaccination, Lunatic Asylums, Registration and Lock Hospitals, statistical tables with brief notes would perhaps sufficiently meet all ordinary requirements, if a full report were submitted every third year. In the case of the other subjects named a brief report for two years with a full and careful report in the third year should ordinarily suffice.

11. The Governor General in Council would be glad if Local Governments and Administrations would give this matter early and careful consideration and favour the Government of India with their views on the question, confining their remarks to the reports referred to in paragraph 4, with which the Home Department is more immediately concerned.

ORDER. Ordered that a copy, with a copy of the letter from the Punjab Government of the 22nd June 1885, be forwarded to all Local Governments and Administrations (except the Punjab) for information and guidance; that a copy of the Resolution be forwarded to the Punjab Government for information; and that a copy be forwarded to the Financial, Revenue and Agricultural, Foreign and Public Works Departments for information and for such supplementary action in connection with the matter as may seem to be called for.

* Original paper returned.

† With a copy of the letter from the Government of the Punjab, dated the 22nd June 1885.

(True Extract).

Secretary to the Government of India.

The Government of Madras.

3/78 20396 Pub. Pers.

Public CURRENT NO. 3892

From

the Govt. of India.

Home Dept.

No. 37

1392-406

0717-8-85

1819-8-85

1 with 75.0 - 4 75.04 letter

Subject.

Preparation and
Treatment of annual reports.

40P n7

No. 2650.

GOVERNMENT OF INDIA.

DEPARTMENT OF FINANCE AND COMMERCE.

ACCOUNTS AND FINANCE.
Miscellaneous.

To

The Secretary to the Govt. of Madras.

Simla, the 28th August 1885.

SIR,

WITH reference to the Resolution of the Government of India in the Home Department, No. ^{37-A} 1392-406, dated 12th August 1885, regarding the proposals of the Government of the Punjab as to the preparation and submission of annual departmental reports, I am directed to request that the Government of India may be favoured with *the* views of His Excellency the Govt. in Council

Rev. ^{Namely—}
Int. { Excise.
Stamps.
License Tax.
Foreign (Frontier) Trade.
Joint Stock Companies.

on the proposal relating to the annual reports submitted to this Department* at the same time that you communicate your reply to the Home Department regarding the reports on the subjects with which that Department is concerned.

2. I am at the same time to state that the Governor General in Council is inclined to accept in full the proposals of the Punjab Government as regards the reports relating to the subjects dealt with in this Department.

I have the honour to be,

SIR,

Your most obedient Servant,

E N Baker

Offg. Under-Secy. to the Govt. of India.

Copy forwarded to the Punjab Government, with reference to letter from that Government, No. 394S. of 22nd June 1885, and with the intimation that the report on internal trade is dealt with by the Government of India in the Department of Revenue and Agriculture.

Copy also forwarded to the Home and Revenue and Agricultural Departments.

2-3592/85

CURRENT NO.

GOVERNMENT OF INDIA.
DEPARTMENT OF FINANCE AND
COMMERCE.

ACCOUNTS AND FINANCE.
Miscellaneous.

To
ALL LOCAL GOVERNMENTS.
THE HOME DEPARTMENT.
THE REVENUE AND AGRICULTURAL DEPART-
MENT.

No. 2650.

Dated Simla, the 28th August 1885.

Received 7.9.85

Requests that the Government of India may be
favoured with the views of the Local Govern-
ments on certain proposals of the Punjab
Government regarding the submission of annual
reports so far as they relate to the reports
dealt with in this Department.

ass.
NOTE FOR THE CHIEF SECRETARY.

Dear H. to India 7.9. I think
as you send any
not. If not won you kindly
send the paper to Mr. Parsons
if No order has as yet gone
out on the same paper from
Home Dept. but have suggested
asking heads of depts who
submit such reports.

Yours for
12/10/5

Mr. Hunt. does not join
Stock Companies report so
from just: if so tell Mr
Parsons so. Let him have
the papers for despatch.

Mr.
26.
+ for. 12/10/5
from Hunt.
12/10/5
12/10/5

For the Under Secretary
 Spl. No. 3870 is
 read at the head of
 the order already
 drafted n. C. No. 3592.
 The draft will require
 no alteration, I think.
 Town of the reports
 specified in the later
 paper go up from the
 Revenue Dept. and the
 fifth from the Judicial
 Dept.

The draft order
 embraces both Depts.

N.S.
 6-10-83

Thank you
 6/11/83

Public. DEPARTMENT.

No. 3592

From

Govt. of India. Home Dept. no 39
 1392-406

Do -

Finance & Commerce dt. 17th August 1905

FOR ORDERS. 25 Aug. 1905

The proposals made in the above
 paper are contained in para. 10
 and amount to this.

I That in the case of the
 Annual Administrative Report and
 (a) Education
 (b) Sanitation } annual reports on
 (c) Sails
 (d) Police
 (e) Forests
 the present basis, but curtailed, where
 they are susceptible of curtailment, should
 continue to be submitted.

II That in the case of
 (a) Dispensaries
 (b) Vaccination
 (c) Lock Hospitals } annual statistical
 (d) Lunatic asylums
 (e) Registration
 tables with brief notes will suffice, a
 full triennial report being submitted

III That in the case of
 (a) Criminal Justice
 (b) Civil " }
 (c) Municipalities
 (d) Chemical Examiner's Repⁿ
 (e) Report under Act XXV } a brief triennial
 1867 } report for 2 years
 (f) ~~General Administration~~
 and a full triennial report
 will suffice

It is submitted that all these are excellent suggestions, the most doubtful case being Municipalities (local funds should follow the same rule, though not mentioned).

Query whether these reports should not be in class I, the extended powers lately conceded to them being considered.

Eventually this can be considered the ~~an~~ opportunity taken to ask all officers to curtail where practicable.

For the present the following order is proposed.

PS
Order 7 of 1915
11/9/15
for 9.12.15.

Communicated to the Financial, Educational, Judicial & Revenue Depots.

In order that a brief ~~report~~ expression of opinion may be called for from the heads of Depots & various officers who submit the reports referred to for in the Resolution of the Govt. of India and the as to the suggestions made in para 10 of the Resolution of the Govt. of India.

Also to officer in s.d. preparing A. A. S. Rep.

Municipal & District board reports should I think be in class I.

YUL 15/9
13/9/15

C.No 3592
C.No 3870

YUL 15/9

68

2. The Director of Public Instruction, The Surgeon General with the Govt. of Madras, the Sanitary Commissioners are requested to submit their opinions at an early date.

for 9.12.15
13/9/15

Prime among addresses

Cops also to officer preparing Special Annual Adm. reports.

give to Kinnick to put in his report to Govt. of India. He must see that the report is sent in before the 15.12.15.

- The Financial Dept.
- " Judicial Dept.
- " Educational Dept.
- " Revenue Dept.
- " Surgeon Genl. with the Govt.
- " Sanitary Commissioners

despo 22/10

Signature
Secretary

[Despatch.]

Order of Government, dated
188 ; No. Miscellaneous.

PAPER, No.

or 188

PAPER, No.

or 188

FOR ORDERS.

ENCLOSURES.

CURRENT No.

3592 } — a
3870 }

STATEMENT WITH DITTO.

ORDER, &C. OF GOVERNMENT—A.

PAPERS KEPT OUT OF FILE FOR DESPATCH IN ORIGINAL.
(not paged.)

Order 80
Letter
Collection

N.B.—

- A = Print in full.
- B = Not to be printed.
- P = Print abstract only.
- Q = Print heading only.
- R = Print, but not for monthly volume.

PRESS.

G.O. DATED

No.

First copy sent to Press: 12/10

Returned for signature.

Despatched in print.

[Despatch Abstract.]

Annual Reports. Coming to the Depto concerned
a Res^d of the Gov^t regarding the preparation
of ~~minutes~~ of —, in order that a body of ^{Officers} ~~superior~~
of opinion may be called for for ^{present} ~~present~~ order
Embark such Reports ~~there~~ as to the sugges-
tions for curtailment made in para 10
of that Resolution.

(1) Number of pages 28

(2) Date of repair 9.2.43

(3) Initials of the Referencer G.

MADRAS RECORD OFFICE.

Government of Madras.

Public

DEPARTMENT.

G.O. No.

2369

Press

Mis.

Dated

7-10-43

18

85

Not to be folded or roughly handled

No. 392S., dated Simla, the 22nd June 1885.

From—C. L. TUPPER, Esq., Officiating Secretary to the Government of the Punjab,
To—The Secretary to the Government of India, Home Department.

I AM directed by the Hon'ble the Lieutenant-Governor to address the Government of India on the subject of the preparation and treatment of annual reports, and to recommend the desirability of greatly reducing the burden which is now thrown upon District Officers, the Heads of Departments, and the Secretariat of the Local Government in connection with these.

2. For some years past the conclusion has been gradually forced upon the Lieutenant-Governor that the present overgrown system of reporting is a great incubus upon the Administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible. The subject of the reduction of the number of annual reports has already been before the Government of India in 1874, in connection with the question of the expenditure incurred in printing these volumes, and it was then suggested that certain reports should not be separately printed in future, but that their contents should be merely embodied in the Annual Administration Report. Accordingly it was proposed by the Punjab Government that, in compliance with the Resolution of the Government of India in the Home Department, No. 68-2837, dated 21st November 1874, the reports noted in

Registration.
Vaccination.
Dispensaries.

Lunatic Asylums.
Lahore Medical School.
Stamps.

Native States.

the margin should no longer be printed, and this proposal was accepted by the Supreme Government as a tentative measure, except as regards the Vaccination Report (*vide* letter of Government of India in Home Department, No. 744, dated 30th April 1875). The orders which were then issued, and which were repeated in the Resolution of the Home Department, No. 364 of 26th February 1878, have however gradually been overlooked, and at present not only are all the annual reports of the province printed and reviewed, but in many cases they have become far more elaborate and detailed than was the case ten years ago. The result is that a far larger sum than is desirable is spent yearly on the publication of annual reports, and the time of all officers, and in particular of the officers of the Secretariat of the Financial Commissioner and of the Punjab Government, is unduly taken up by the task of compiling and reviewing reports. From the list of reports which was forwarded with Mr. Young's letter No. 2867-6163 of 14th December 1883, it will be seen that, excluding the Cotton Report, which has since been abolished, there are no less than 36 reports to be reviewed annually in the Punjab Secretariat, or an average of one for every eight working days, taking the working days of the year at 285. Similarly, five heavy reports have to be compiled in the Office of the Financial Commissioner, *viz.*, the Reports on the Revenue Administration, Excise, License Tax, and External and Internal Trade; while two more, those dealing with Stamps and the

Criminal Justice.
Civil Justice.
Stamps.
Registration.
Education.
Arboriculture.
Revenue Administration.
Excise.

Trade, External.*
Trade, Internal.
License Tax.
Municipalities.
District Boards and Committees.
Criminal tribes.*
Provincial Properties.

* Reports on these subjects are submitted by certain Deputy Commissioners only.

Lahore Government Gardens, are reviewed by the Financial Commissioner before they are submitted to Government. Of the above 36 reports, 15, as shown in the margin, are actually written by District Officers, and 6 more, *viz.*, the Reports on Sanitation, Vaccination, Jails, Police, Dispensaries and Lock Hospitals, are forwarded to Deputy Commissioners for their remarks. To the latter class will be added, under the scheme for the closer association of Revenue and Forest Officers, the Annual Report on the Forest Administration; and it is obvious, from the nature of many of these, that the work connected with them must occupy an officer, who desires to make a careful record of his opinion upon the business of the past year, as long as the actual compilation of certain reports. Taking both classes of reports together, a Deputy Commissioner is required to write or record his matured opinion upon an annual report once in every thirteen

days; and when to this task is added the submission of a large number of returns, it must be conceded, the Lieutenant-Governor thinks, that the demand which this work makes upon the time of District Officers cannot fail to effect the efficiency of their administration. Indeed, Sir Charles Aitchison understands that this is admitted on all hands; and as the views of His Honour have already been accepted by the Government of India with regard to the Cotton and Arboriculture Report of this province, it does not seem necessary to enlarge at length upon this aspect of the question.

3. As regards the disadvantages of the present overgrown system of reports and the advantages of their reduction, the Lieutenant-Governor would offer the following observations. In the first place, as already said, the time of officers is unduly occupied by reporting, and by office work generally, and they are often unable to bestow sufficient attention to the more important duties entrusted to them. In the next place, the submission of annual reports does not appear called for in many cases. Doubtless such reports may have been required in the past; but now that the principles of administration in every Department have been clearly laid down, and departure from them is possible only within the narrowest limits, the same necessity for constant progress reports cannot be held to exist. In the third place, the system of annual reports almost necessarily becomes unsatisfactory in many cases. For instance, it may be said without fear of contradiction that it is almost impossible to say whether the causes of minor fluctuations apparent in the returns of Registration, or Criminal or Civil Justice, or Trade or Stamps, in any one year are permanent, or whether they are purely accidental and will disappear again. Under a system of triennial reports it is easier to eliminate such causes as are fortuitous; but as long as annual reports are demanded, so long will officers seize any reason, sound or unsound, to explain all variations. The Lieutenant-Governor is therefore of opinion that the alteration of the present system would result both in the correction of many mistakes of judgment which are now committed and the improvement of the reports themselves in style as well as in matter. In the fourth place, it will be possible to effect a considerable saving in the cost of printing annual reports which is now incurred in the Punjab. This is desirable at all times; and at the present time this advantage is, in His Honour's opinion, a strong argument in favour of the proposals which I am to lay before the Government of India. It must not be forgotten that a reduction of work in this direction will also serve, for a time at least, to reduce the demands for additional establishment which are year by year becoming more difficult to resist.

4. The general lines upon which the Lieutenant-Governor would wish to proceed in reducing the work at present entailed upon the Administration by the publication of annual reports are as follows. In the first place, Sir Charles Aitchison would propose to abolish the submission of separate reports, which can be shown to be unnecessary. Under this head will fall the Reports on Criminal Tribes and Provincial Properties, which are not submitted to the Government of India. In the next place His Honour would recommend that, in the case of all reports which are of value from a statistical or financial point of view, as much as, or more than, from an administrative view, a triennial report only should, where the circumstances of the case permit of it, be submitted, and returns accompanied by the briefest possible notes should be prepared in the other two years. The Government of India in the Financial Department have already agreed to the submission of tables only as regards excise and stamps, as will be seen below. The Government of India in the Department of Revenue and Agriculture have accepted the same system with regard to the Arboricultural Report of the province; and the Lieutenant-Governor would propose to extend it to a number of other reports, such as the Registration, Vaccination, License Tax, Trade and Forest reports. The principle of abandoning the annual publication of several of these reports has already been accepted by the Government of India in the Resolution of the Home Department, No. 364 of 26th February 1878. In the third place, where it is considered undesirable to do away with an annual report in any year, His Honour would propose to introduce a system of brief and full reports, the full reports

being submitted every third year. Under this head will fall the most important reports of the province, e.g., the Revenue Administration Report, the Civil and Criminal Justice and Police Reports, the Education Report, &c. The submission of the full reports every fifth year, instead of every third year, would, perhaps, be preferable on general grounds; but under such an arrangement it might happen that some reports would not be reviewed at all during the five years' tenure of office of a Lieutenant-Governor. In the brief reports remarks would be confined as far as possible to an exposition of general results and points calling for special notice, which are brought out by the returns. Such reports will not deal with their subject exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. It would be understood that for mere information recourse would be had to the tables of statistics, and that the text should by no means form a comment on every table as a matter of course. All repetition in a narrative form of matter already set forth with sufficient clearness in the statistical tables would be avoided. In the full reports the remarks would be directed to an exhaustive examination of the facts of the three past years and to showing the bearing of these facts upon the acknowledged principles laid down by Government for the guidance of the Department in question. The reviews of the Local Government would follow the reports in their nature; and in cases in which statistics under the second proposal above, or only brief reports, were submitted, the review of the Government would take the form of a letter rather than of a formal Resolution. When no remarks seemed necessary, the brief report would be simply acknowledged.

5. The orders which the Lieutenant-Governor proposes to issue, and the recommendations which he wishes to submit to the Government of India regarding each annual report, are as follows. For convenience' sake the reports are taken in the order in which they are shown in the table annexed to Mr. Young's letter of 14th December 1883, above quoted:—

I.—Reports submitted to the Government of India.

A.—HOME DEPARTMENT.

6. *No. 1.—Lock Hospital Reports.*—The Reports on Lock Hospitals and the review thereon by the Local Government are required by the letters of the Government of India in the Home Department, No. 4496 of 11th November 1868 and No. 4952 of 28th October 1870. The reports are prepared by the Civil Surgeon or by a Military Medical Officer, and the Deputy Commissioner is merely required to record brief remarks upon them. The reports are now reviewed in the Military Department to this Government, and the issue of further orders is not required regarding them.

7. *No. 2.—The Dispensary Report.*—The orders of the Government of India desiring the submission of a report on the Dispensaries of the Province cannot be traced in this office. The District Reports are prepared by Civil Surgeons and are forwarded by them to Deputy Commissioners for remarks. The Provincial Report is compiled by the Inspector General of Civil Hospitals. The Lieutenant-Governor proposes to direct that this report shall be made a triennial one, and that in other years the usual tables of statistics accompanied by brief explanatory notes only shall be submitted to the Government of India, by whom it has been left to the Local Government to decide whether the report shall be separately printed each year or not (*vide* section 14 of Resolution of 26th February 1878). The principles upon which dispensaries are managed in the Punjab are now well known and are everywhere followed, and there is no probability of any immediate or marked increase in the number of these institutions. The important medical history of the year is contained in the Sanitary Report, and His Honour therefore thinks that there is no reason for the compilation or publication of a separate annual report upon dispensaries in this province.

8. *No. 3.—Chemical Examiner's Report.*—This is required by the orders of the Government of India, contained in the letter of the Home Department, No. 555 of 24th October 1879. The report does not entail any work upon District Officers, and it is not desired to make any change with regard to it.

9. *No. 4.—Lunatic Asylum Report.*—This report is submitted to the Government of India in accordance with the orders contained in the endorsement by the Home Department, No. 16-848 of 12th May 1876. It does not entail any work upon District Officers, and the publication of the returns of lunatics which are attached to it is required for the satisfaction of the local bodies, to whom the cost of maintaining most of the lunatics is charged. It is not, therefore, proposed to make any alteration in this case.

10. *No. 5.—The Sanitary Report.*—This report is required by the Resolution of the Government of India in the Home Department, No. 130 of 10th September 1868, paragraphs 5 and 14. The District Reports are prepared by the Civil Surgeons and are submitted to the Deputy Commissioners for remarks. The Sanitary Commissioner compiles the Provincial Report. Of late years the great length of the Punjab Sanitary Reports has elicited unfavourable comment, and orders have now been issued in accordance with the sense of the Resolution of 21st November 1874, above quoted, restricting the report to 25 pages of print. Further instructions do not appear called for at present. If in any year the Sanitary Commissioner desires to publish a fuller report, he will be required to obtain the permission of Government beforehand.

11. *No. 6.—Vaccination Report.*—This report is submitted to the Government of India in accordance with the orders contained in the letter of the Home Department, No. 1-52 of 7th March 1876. It does not entail any work upon District Officers; but, on the other hand, the progress of vaccination in the province does not usually call for special comment, and can be ascertained as easily from the statistical returns as from any remarks in the body of the report. The Lieutenant-Governor therefore proposes to avail himself of the discretion granted by section 14 of the Resolution of 26th February 1878, and to direct that the report be made a triennial one, and that returns only be submitted in other years.

12. *No. 7.—Joint Stock Companies Report.*—This is prepared by the Inspector General of Registration in accordance with the orders of the Government of India, received under cover of the letter of the Department of Revenue, Agriculture and Commerce, No. 187 of 28th March 1877. No alteration is required with regard to this report.

13. *Nos. 8-11.—The Reports on Criminal and Civil Justice, Jails, and Police.*—The orders for the submission of these reports to the Government of India cannot be traced in this office, but they are doubtless of old standing. The Lieutenant-Governor would propose to direct that these reports should be full every third year, and that in other years they should be made as brief as is compatible with the object for which they are prepared and published. His Honour has observed that the memo. upon the Civil and Criminal Statistics of the North-Western Provinces, published under the orders of the Judges of the High Court, is far more brief than the reports of the Punjab. The first two reports, with the Report on the Revenue Administration of the Province, entail more work than any others upon District Officers. It does not appear advisable, however, at present to omit their preparation altogether in certain years, and to substitute the submission of tabular returns with brief explanatory notes for them.

14. *No. 12.—Stamp Report.*—This report pertains to the Financial Department, but till lately was disposed of in the Home Department of this Government. It is prepared by District Officers, and by them submitted to the Superintendent of Stamps. In the letters noted in the margin it has been stated that the Government of India in the Financial Department does not require the preparation of a separate report upon

Government of India, Financial Department, No. 143 of 30th April 1878, and No. 2259 of 11th August 1880.

either stamps or excise merely for its own purposes; and that as far as the Supreme Government is concerned, the early submission of the portions of the General Administration Report of the Province treating of these subjects will be sufficient. The Lieutenant-Governor intends to take advantage of this permission to direct that a Report on Stamps and Excise be submitted every third year only, and that in other years the usual tabular statements shall be prepared and forwarded to the Government of India by an early date, together with the portions of the Administration Report treating of these two matters.

15. *No. 13.—Registration Report.*—This report was ordered to be submitted for the official year by the letter of the Government of India in the Home Department, No. 4777 of 20th October 1869. It is not the policy of Government to make any income out of registration. The system is now well understood, and its working is closely supervised by a special officer; and the receipts in the Punjab are less than 1½ lakhs of rupees yearly. The Lieutenant-Governor would therefore recommend that a Report on Registration should be submitted once only in three years, and that in the other years statements accompanied by brief explanatory notes should be accepted by the Government of India. In paragraph 14 of Resolution No. 364 of 26th February 1878 it was decided that the Registration Report should continue to be printed; but His Honour thinks that the Supreme Government will be willing to reconsider their order, as far at least as the Punjab is concerned.

16. *No. 14.—Education Report.*—This report was originally prescribed by the Court of Directors, and must apparently continue to be submitted yearly. The Lieutenant-Governor proposes, however, to instruct the Director of Public Instruction to make the report as brief as possible in two years out of three, and to submit a full report in the third year only. The Director will also be requested to choose one or two important points for special, though brief, notice in each annual report, and to indicate these beforehand to all Educational Officers and Deputy Commissioners, by whom the District Reports are prepared. The notice of the progress of education in each district will be confined to the full triennial report.

17. *No. 15.—The Administration Report of the Province.*—With regard to this report also, the Lieutenant-Governor proposes to lay down the rule that it shall be full every third year and brief in other years. Certain sections, such as the Military, Education, and Public Works sections, in past reports are capable of curtailment, and it is in these chiefly that curtailment of the brief reports will take place. This proposal will not, of course, in any way affect the orders of the Secretary of State regarding a full decennial report and red letter chapters.

18. *No. 16.—Annual Report on Publications registered under Act XXV of 1867.*—This report was called for by the Resolution of Government of India in the Home Department, No. 4240 of 20th September 1870. Its preparation and submission does not involve any special work on the Secretariat, and no change need be made as regards it.

B.—FOREIGN DEPARTMENT.

19. *No. 17.—Report on Native States.*—This report is prepared in accordance with the orders of the Government of India, contained in the letter of the Foreign Department, No. 1567 of 2nd September 1870. The report forms to a large extent that portion of the Administration Report which treats of Native States, and is necessary as affording to the Supreme Government full information regarding the important Chiefs who are under the political control of the Lieutenant-Governor. It is not proposed, therefore, to make any change with regard to it.

C.—REVENUE AND FOREST DEPARTMENT.

20. *No. 18.—Forest Report.*—This report is submitted in accordance with the instructions of the Government of India in the Department of Agriculture, Revenue and Commerce, issued in 1871 (No. 47 of 12th December), and

subsequently. The circumstances under which it was first prescribed have however greatly changed, and the Lieutenant-Governor would wish to see this report made a triennial one, tables of statistics only being submitted in other years. The Government of India have agreed to this proposal as regards the Arboriculture Report (*vide* letter of the Department of Revenue and Agriculture, No. 938 of 25th October 1884), and the reasons which were applicable in the case of that report are applicable for the most part to the Forest Report also. The organisation of this Department has been practically completed, and its work is now conducted upon well-known principles. Forest Officers will shortly be associated with Civil Officers, and the risk of friction between the Forest and Revenue Departments will thereby be greatly lessened. The principal work to which this Department will devote itself during the next ten or fifteen years will be work of protection and reproduction, of the results of which it is impossible to judge in most parts of the Punjab from the experience of a single year. The Lieutenant-Governor would, therefore, urge upon the Government of India that a full report upon the forest operations of the Punjab should be required only once in three years, and that in other years tables of statistics accompanied by the briefest possible remarks of an explanatory nature should be accepted. If the Government of India is unable to approve of this recommendation, the Lieutenant-Governor would propose to apply the system of brief and full reports in the present case.

21. *No. 19.—Arboriculture Report.*—As has been already stated, the Government of India in the Department of Revenue and Agriculture have approved of the recommendation that this report should be made a triennial one, information of progress in other years being furnished in the shape of statistical returns.

22. *No. 20.—Cotton Report.*—This report has now been abolished on the representation of the Lieutenant-Governor as far as the Punjab is concerned (*vide* letter of Government of India, Revenue and Agriculture, No. 40 A. of 15th March 1884).

23. *Nos. 21 and 21A.—The Revenue Administration Report and Agricultural Report.*—The latter report, which is required by the letter of the Government of India, Revenue and Agriculture, No. 7A. of 14th May 1883, will in future cover part of the ground which has hitherto been occupied by the former. The orders requiring the submission of the Revenue Administration report to the Government of India cannot now be traced in this office. This report is perhaps the most important of all from an administrative point of view; and while the Lieutenant-Governor thinks that it would be desirable to apply to it the triennial system of brief and full reports, he would propose that in each year the Financial Commissioner should direct certain subjects, such as taccavi, or alienation of lands, or irrigation, or cattle disease, &c., &c., to be fully noticed by District Officers. The same proposals would apply to the Agricultural Report. The Lieutenant-Governor believes that in this way a more valuable collection of information can be made than under the old system, and he trusts that the Government of India will be able to approve of his recommendation in this matter.

D.—FINANCIAL DEPARTMENT.

24. *No. 22.—The Excise Report.*—The same orders as in the case of stamps apply to the case of excise, as above explained in paragraph 14. The Excise Report of the province will, therefore, be submitted triennially in future, tables of statistics and a copy of the notice of the subject in the Annual Administration Report being forwarded by an early date to the Government of India in other years. In the full triennial report the working of the excise system in each district will be noticed in detail.

25. *No. 23.—The External Trade Report.*—The Lieutenant-Governor feels sure that the Government of India will agree with him that the submission of an annual report on the foreign trade of the Punjab is not required. Statistics of foreign trade are compiled monthly, and are forwarded to the

Government of India as far as possible within one month of the period to which they relate. Information of the progress of trade is therefore available throughout the year, and, considering how unimportant the variations of the trade from year to year usually are, it seems unnecessary to review them formally in an annual report. The fact that no safe conclusions regarding the course of trade can be drawn from the figures of a single year has been practically admitted by the Government of India, as it has been ordered that statistics in the body of the report shall be shown in each case for three years. It would appear that a triennial report will answer all the purposes of an annual report, and it will possess the advantage of being far more reliable and interesting.

26. *No. 24.—Review of Provincial Service Accounts.*—This has been made as brief as possible, the review now being in the shape of explanatory notes of the figures contained in the tabular statements, as may be seen from a reference to the last review, which was forwarded to the Government of India under cover of the letter of this office, No. 1048, dated 27th April 1885. No further orders are required as regards this report.

27. *No. 25.—The License Tax Report.*—This report is required by the orders of the Government of India in the Department of Finance and Commerce (*vide* letters Nos. 1267 and 624 of 17th June 1879 and 27th May 1880). The report is submitted by Deputy Commissioners, and the Lieutenant-Governor would propose to treat it in the same manner as the Stamp and Excise Reports of the province. The system of assessment of the License Tax is now well understood; the variations in the yield of it have become comparatively insignificant; and the amount realised yearly from it is small as compared with the Excise Revenue of the province, and still smaller as compared with the Stamp Revenue. The Lieutenant-Governor therefore trusts that the Government of India will accept his proposal to treat this report in the same way as the Reports upon Stamps and Excise. A brief notice of the working of the tax in each district will be recorded in the triennial reports.

28. *No. 26.—Municipal Report.*—This report is submitted in accordance with the orders contained in the letter of the Government of India in the Department of Revenue, Agriculture and Commerce, No. 2-83 of 8th August 1876. The Lieutenant-Governor proposes to direct that it shall be brief for two years out of three, and full in the third year.

29. *No. 27.—Internal Trade.*—Arrangements are now being made for the preparation of quarterly returns of the Internal Trade of the province, and the Lieutenant-Governor considers that the report on this subject should, like the Report on Foreign Trade, be made a triennial one, tabular statements being submitted in two years out of three. These proposals will not affect the yearly preparation of a monograph on one of the manufactures of the Punjab. This will continue to be submitted as usual.

II.—Reports not submitted to the Government of India.

30. These seven reports* may be dismissed briefly. It is intended to

* Lahore Museum.
Meteorology.
Lahore Government Gardens.
Provincial Properties.
District Funds.
Criminal Tribes.
Lahore Medical School.

abolish the Provincial Properties Report in future, and to incorporate that upon Criminal Tribes in the Police Report of the province, and that on the Lahore Medical School in the Education Report. Many provincial properties will, it is hoped, be transferred to local bodies for management. Of those which remain under the control of Deputy Commissioners, tabular statements with brief explanatory remarks will be submitted to the Commissioners of Divisions for transmission to the Local Government.

A triennial report upon the Lahore Government Gardens is, it should be observed, due to the Government of India in the Department of Revenue and Agriculture.

31. Such are the detailed proposals regarding each annual report which the Lieutenant-Governor desires to submit for the consideration of the Government of India. Summed up briefly, they may be shown as follows:—

Subjects of which the separate reports will be abolished.	Subjects which will be treated under the system of Statistical Returns for two years, and a report in the third year.	Subjects which will be treated under the system of brief reports for two years, and a full report in the third year.	Subjects the reports on which required no present orders.
1. Provincial Properties. 2. Criminal Tribes. 3. Lahore Medical School.	1. Dispensaries. 2. Vaccination. 3. Stamps. 4. Registration. 5. Forests. 6. Excise. 7. Foreign Trade. 8. License Tax. 9. Internal Trade.	1. Civil Justice. 2. Criminal Justice. 3. Jails. 4. Police. 5. Education. 6. Administration. 7. Revenue Administration. 8. Agriculture. 9. Municipal. X	1. Lock Hospitals. 2. Work of Chemical Examiner. 3. Lunatic Asylums. 4. Sanitation. 5. Joint Stock Companies. 6. Publications under Act XXV of 1857. 7. Native States. 8. Arboriculture.* 9. Provincial Services and Accounts. 10. Lahore Museum. 11. Meteorology. 12. Lahore Government Gardens. 13. District Funds.

* This report falls under column 2, in accordance with the orders of the Government of India already passed upon it.

On receipt of the orders of the Supreme Government, a statement will be drawn up in this office dividing the reports submitted to the various Departments of the Government of India as equally as possible over the period of three years, so that a certain number of the reports may be treated and reviewed fully in each year. The necessary orders will also issue regarding the early preparation of those portions of the Administration Report in each year which are required to be forwarded to the Government of India, because tabular statements only of the subjects treated in such portions are submitted in that year. The statistical statements will in all cases be forwarded by the dates already fixed for the submission of annual reports to the Supreme Government.

32. Sir Charles Aitchison is satisfied in his own mind that the suggestions which are now submitted for the consideration of the Government of India will result in a great administrative gain, directly and indirectly. It will relieve officers of a burden which is at present almost intolerable, and will enable them to devote more time to really important duties. It will give them a greater interest in the preparation of such reports as will be submitted yearly, and this will necessarily lead to an improvement in the character of the reports and of the reliability of their contents. It will relieve the Financial Commissioner

and the Punjab Government Secretariat of much unnecessary work which is now done at the greatest possible inconvenience, and occasionally at the sacrifice of work of a more useful nature. And it will undoubtedly cause a considerable saving in the printing charges of the province. The measure proposed is further an important step in the direction of the system of decentralisation, which it is desirable to further in every possible way; and if it meets with the general approval of the Supreme Government, the Lieutenant-Governor intends to make subsequent recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and for the reduction of the number of periodical returns required of District Officers. Annual reports have, the Lieutenant-Governor conceives, a double aim, *viz.*, first, the presentation of evidence of departmental efficiency; and secondly, the collection in a convenient form of information useful for administrative and other purposes. So far as supervision by Government is concerned, that is likely to be far more effective on the triennial than on the annual system of reports, while the Heads of Departments will not probably find any difficulty in judging of the results of the work of their subordinates from brief reports or from statistical tables alone. And so far as the collection of information is concerned, the Lieutenant-Governor cannot doubt that much positive gain will accrue to the Administration from the proposed system. The Lieutenant-Governor will be obliged if early orders can be passed on these proposals, so as to admit of the system being adopted in next year's reports, or sooner if possible.

33. In conclusion I am to state that a copy of this letter has been forwarded to the Government of India in the Financial and Revenue Departments, with reference to the recommendations made in the case of the reports which are submitted to them.

10P 117

Read the following papers:—

No. 39
1852-406

Extract from the Proceedings of the Government of India in the Home Department (Public),—
under date Simla, the 17th August 1885.

Shil

READ—

Home Department Resolution, No. 68—2337-2351, dated the 21st November 1874.

Home Department Resolution, No. 361-380, dated the 26th February 1878.

Despatch to the Secretary of State, No. 28 (Public), dated the 18th April 1878.

Despatch from the Secretary of State, No. 121 (Statistics and Commerce), dated the 27th June 1878.

Shil

Read also—

A letter from the Government of the Punjab, No. 392S., dated the 22nd June 1885.

12

Shil

RESOLUTION.

THE orders contained in Home Department Resolution, dated 26th February 1878, read in the preamble, are the last general orders issued on the subject of the preparation and printing of annual departmental reports submitted to the Government of India in the Home Department. Briefly stated these orders

Judicial Criminal.
Judicial Civil.
Police.
Jails.

Education.
Sanitary.
Registration.
Municipalities.

were that the reports noted in the margin should be separately printed with the review of the Local Government thereon, discretion being left to Local Governments and Administrations to print or not as they chose other reports, including those relating to Dispensaries, Lunatic Asylums, Lock Hospitals and Medical Schools. As regards the length of the reports it had been suggested by the Government of India that the printed reports should, as a rule, be limited to a fixed maximum number of pages, but objections were raised to this proposal which was accordingly abandoned. It was, however, pointed out that a decided concurrence of opinion existed that departmental reports were often too bulky and might well be reduced to a more convenient size, the reproduction *in extenso* of the reports of subordinate officers being at the same time forbidden. It was added:—

It should be borne in mind that such reports should contain summaries of facts supported by accurate statistics; that discussions of theories are out of place in them; and that a short report, if clear and complete, is far more creditable than a long one. The Government of India trust that each Local Government will instruct their subordinates to keep this view in mind.

Subsequently a despatch from Her Majesty's Secretary of State was dated 18th September 1878, circulated* in which it was observed that care should be taken, in condensing local reports, to represent faithfully the views of district officers, as it not unfrequently happens that their opinions are of interest and importance to the Home Government.

G.O. No. 396
47 Mar 1878
in Book File

3572
1/85
WLS

In India G.O. 2369 of 1878

2. There is reason to fear that the orders summarized in the foregoing paragraph regarding the desirability of reducing the length of departmental reports have, in some cases, been more or less overlooked, and in admitting this to have been the case in the Punjab, the Local Government in a letter of the 22nd June last, solicits a reconsideration of the whole question of the preparation and treatment of annual reports, so far as that province is concerned. His Honour the Lieutenant-Governor represents that "the present overgrown system of reporting is a great incubus upon the administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible." It is urged that a far larger sum than is desirable is now spent on the publication of annual reports, and that the time of all officers, in particular of the officers of the Secretariat of the Financial Commissioner and of the Lieutenant Governor, is unduly taken up by the task of compiling and reviewing reports. The demand which this class of work makes upon the time of district officers is moreover said to affect the efficiency of their administration, and often to render it impossible for the officers concerned to bestow sufficient attention on the more important duties with which they are entrusted. It is argued that as the principles of administration in every department have now been clearly laid down, and departure from them is possible only within the narrowest limits, the necessity for constant progress reports no longer exists. It is further pointed out that the system of annual reports must necessarily become unsatisfactory in the cases of such reports as those on Registration or Criminal or Civil Justice, as it is almost impossible to say whether in any one year the causes of minor fluctuations in the returns are permanent, or whether they are purely accidental and likely to disappear. At present the officers entrusted with the compilation of these reports, feeling it incumbent upon them to explain variations, adopt for this purpose any reason, sound or unsound, with the result that many mistakes of judgment are committed, and placed upon record. It is urged that under a system of triennial reports, it would be more easy to eliminate such causes of variation as are fortuitous, while an improvement of the reports themselves in style as well as in matter might be expected, and a saving of expenditure in printing and in the demand for additional establishment is likely to be caused.

3. The general lines upon which Sir C. Aitchison proposes to proceed in the matter are—

- (1) to discontinue the submission of separate reports which can be shown to be unnecessary;
- (2) to require the submission only of triennial reports in the case of all reports which are of value rather from a statistical or financial point of view than on administrative grounds, returns accompanied by the briefest possible notes being prepared in the other two years; and
- (3) in the case of the more important reports with regard to which it may be considered undesirable entirely to discontinue the preparation of annual reports, to introduce a system of varying *brief* with *full* reports; the full reports being submitted every third year.

In the *brief* reports it is suggested that the remarks should be confined as far as possible to an exposition of general results and to points calling for notice which are brought out by the returns. Such reports would not deal with the subject-matter exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. In the *full* reports, on the other hand, the remarks would be directed to an exhaustive examination of facts of the three previous years, and to showing the bearing of those facts upon the acknowledged principles laid down by Government for the guidance of the department in question. The reviews of the Local Government would follow the reports in their nature, and in cases in which statistics or only *brief* reports were submitted, such reviews would take the form of a letter rather than of a Resolution. When no remarks appear necessary, the *brief* report would be simply acknowledged.

4. So far as reports relating to subjects dealt with by the Home Department are concerned, the practical effect of the proposals above summarized is thus shown:—

Subjects regarding which statistical returns would be submitted for two years and report in the third year.	Subjects regarding which brief reports would be submitted for two years and a full report in the third year.	Subject regarding which no change is proposed.
Dispensaries. ✓ Vaccination. ✓ Registration. ✓ Forests. ✓	Civil Justice. ✓ Criminal Justice. ✓ Jails. ✓ Police. ✓ Education. ✓ General Administration. ✓ Municipal. ✓ X	Lock Hospitals. ✓ Work of Chemical Examiner. ✓ Lunatic Asylums. ✓ Sanitation. ✓ Publications under Act XXV of 1867. ✓

It is further proposed, in the event of the scheme being sanctioned, to divide the reports submitted to the several departments of the Government of India as equally as possible over the period of three years, in order that a certain number of reports may be treated and reviewed fully in each year. The measure is regarded by the Lieutenant-Governor as a further and important step in the system of decentralization, and if it meets with general approval, Sir C. Aitchison proposes to make further recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and also for the reduction of the number of periodical returns required from District officers.

5. The Governor General in Council entirely sympathizes with the desire expressed by the Punjab Government to reduce within more reasonable dimensions the work of writing and reviewing reports, and any measures which would effect this object, without being open to decided objection on other grounds, would meet with the cordial support of the Government of India. His Excellency in Council is, however, doubtful whether it is possible to accept in its entirety the scheme now submitted, which involves a complete change of system in preparing Departmental reports. In the first place it must be remembered that these Departmental reports not only serve to meet the objects specified by the Punjab Government, namely, the presentation of evidence of Departmental efficiency and the collection in a convenient form of information useful for administrative and other purposes, but are also of the greatest use as a guide to Departmental officers. On this point the following remarks made by the Government of the North-Western Provinces, when the subject was previously under the consideration of the Government of India, are worthy of attention:—

The several annual reports * * * contain the source to which all officers turn for the past experience of others than themselves in the Department in which they serve. Officers in fact in great measure educate themselves by means of these reports, and to condense or summarise all of them in the manner indicated in your letter would, in the Lieutenant-Governor's opinion, be a serious inconvenience.

It is true that Departmental officers would under the proposed system be able to refer to the triennial reports; but the interval between the issues of these reports would be considerable, and it may be open to doubt whether the effect of the change would not be to deprive officers of the Department, concerned and others interested of a ready means of ascertaining the latest particulars in regard to current Departmental administration and of benefiting by the experience of each year as embodied in the annual report. However this may be, the point appears to be one which deserves consideration.

6. Another objection which might be urged against the proposed system is that the discontinuance of the annual review by Local Governments and Administrations on the working of any particular Department would remove

4
a very useful check, and possibly lead to a perpetuation or continuance of errors of policy or administration, which it is desirable to remove without loss of time, but which under the proposed arrangement might not come to the notice of the Local Government until the lapse of a considerable period after their introduction. As regards this point experience has shown that advantage may be taken of facts recorded in the annual reports to initiate many useful reforms and to correct errors which, if not promptly removed, might in some cases have far reaching effects.

7. Again, as regards those subjects in respect to which it is proposed to have full reports every third year and brief reports for the two intermediate years, it may be feared that while on the one hand the intermediate reports would be so brief as to be of little practical value, the triennial report would tend to become unduly prolix and that its preparation would be a work of very considerable labour. The absence on leave of permanent officers in charge of Departments would also not infrequently interfere with the preparation of those full triennial reports, and a further effect of the change would be that each Lieutenant-Governor would be only able fully to review the working of any given Department at the most twice, and in some cases possibly only once, during his tenure of office.

8. As regards the Annual Administration Report, which it is proposed to place in the category of reports to be brief for two years and full for the third year, the Governor General in Council is not disposed to sanction any material change in the mode of preparing it, although greater brevity is desirable in the case of the reports compiled for some Provinces. In the preparation of this report what is required is that it should contain "a clear and compact retrospect of the working of the local administration during the year; of the principal events with which the Government is concerned or has to deal; of the more important measures that have been actually taken, and of the course of ordinary and extraordinary business in every Department." Such a report should be neither too brief nor too full; but under the proposed arrangement it is to be feared that it might err on the side of brevity in the intermediate years and on the side of prolixity in the third year. In connection with this report it must be remembered that, under the orders of Her Majesty's Secretary of State, it should be so prepared as to bear the impress of a single mind, and, such being the case, if the departmental reports were reduced to the limits desired by the Punjab Government, some difficulty might in the intermediate years be experienced in the preparation of the departmental chapters. Even under existing circumstances with the full and comprehensive information given in the departmental reports, it is believed that some Local Governments find it no easy matter to get the general administration report prepared by the date on which it is due, and on more than one occasion the Secretary of State has found it necessary to notice the delay which has taken place. A reference to scattered materials, which would be necessary in the absence of full departmental reports, would probably aggravate the difficulty now experienced in this matter.

9. Lastly, it may be remarked that any such extensive change of system as that recommended could not be introduced without the approval of Her Majesty's Secretary of State, and if introduced at all should be applied to all Provinces.

10. Under these circumstances the Government of India, before further dealing with the matter, would wish to be favoured with a full expression of the views of Local Governments and Administrations upon the proposals of the Punjab Government. As at present advised, and having regard to the considerations described in the foregoing paragraphs of this Resolution, the Governor General in Council is disposed to think that, although it is impossible to accept all the proposals made by the Punjab Government, something may usefully be done in the direction indicated. With respect to such subjects as Education, Jails, Sanitation, Police and Forests, His Excellency in Council is inclined to

3 2 157
the opinion that the system of annual reports which should be full and comprehensive, though possibly susceptible of curtailment from present dimensions, must be maintained. On the other hand, as regards Dispensaries, Vaccination, Lunatic Asylums, Registration and Lock Hospitals, statistical tables with brief notes would perhaps sufficiently meet all ordinary requirements, if a full report were submitted every third year. In the case of the other subjects named a brief report for two years with a full and careful report in the third year should ordinarily suffice.

11. The Governor General in Council would be glad if Local Governments and Administrations would give this matter early and careful consideration and favour the Government of India with their views on the question, confining their remarks to the reports referred to in paragraph 4, with which the Home Department is more immediately concerned.

ORDER. Ordered that a copy, with a copy of the letter from the Punjab Government of the 22nd June 1885, be forwarded to all Local Governments and Administrations (except the Punjab) for information and guidance; that a copy of the Resolution be forwarded to the Punjab Government for information; and that a copy be forwarded to the Financial, Revenue and Agricultural, Foreign and Public Works Departments for information and for such supplementary action in connection with the matter as may seem to be called for.

* Original paper returned.

† With a copy of the letter from the Government of the Punjab, dated the 22nd June 1885.

(True Extract).

Secretary to the Government of India.

The Government of Madras.

3/78 20396 Pub. Pers.

Public CURRENT NO. 3892

From

the Govt. of India.

Home Dept.

No. 37

1392-406

0717-8-85

1819-8-85

1 with 75.0 - 4 75.04 letter

Subject.

Preparation and
Treatment of annual reports.

40 P n x

No. 2650.

GOVERNMENT OF INDIA.

DEPARTMENT OF FINANCE AND COMMERCE.

ACCOUNTS AND FINANCE.
Miscellaneous.

To

The Secretary to the Govt. of Madras.

Simla, the 28th August 1885.

SIR,

WITH reference to the Resolution of the Government of India in the Home Department, No. ^{37-A} 1392-406, dated 12th August 1885, regarding the proposals of the Government of the Punjab as to the preparation and submission of annual departmental reports, I am directed to request that the Government of India may be favoured with *the* views of His Excellency the Govt. in Council on the proposal relating to the annual reports submitted to this Department* at the same time that you communicate your reply to the Home Department regarding the reports on the subjects with which that Department is concerned.

2. I am at the same time to state that the Governor General in Council is inclined to accept in full the proposals of the Punjab Government as regards the reports relating to the subjects dealt with in this Department.

I have the honour to be,

SIR,

Your most obedient Servant,

E N Baker

Offg. Under-Secy. to the Govt. of India.

Copy forwarded to the Punjab Government, with reference to letter from that Government, No. 394S. of 22nd June 1885, and with the intimation that the report on internal trade is dealt with by the Government of India in the Department of Revenue and Agriculture.

Copy also forwarded to the Home and Revenue and Agricultural Departments.

2-3592/85

CURRENT NO.

GOVERNMENT OF INDIA.
DEPARTMENT OF FINANCE AND
COMMERCE.

ACCOUNTS AND FINANCE.
Miscellaneous.

To
ALL LOCAL GOVERNMENTS.
THE HOME DEPARTMENT.
THE REVENUE AND AGRICULTURAL DEPART-
MENT.

No. 2650.

Dated Simla, the 28th August 1885.

Received 7.9.85

Requests that the Government of India may be
favoured with the views of the Local Govern-
ments on certain proposals of the Punjab
Government regarding the submission of annual
reports so far as they relate to the reports
dealt with in this Department.

NOTE FOR THE CHIEF SECRETARY.

Dear H. to India 7.9.85
As you send any
not. If not won you kindly
send the paper to Mr. Parsons
if No order has as yet gone
out on the same paper from
Home Dept. but have suggested
asking heads of depts who
submit such reports.

Yours for
12/10/5

Mr. Hunt. does not join
Stock Companies report so
from just: if so tell Mr
Parsons so. Let him have
the papers for despatch.

Mr.
26.10.85
+ for. 26.10.85
from J. H. L.
R. H. L.
J. H. L.

For the Under Secretary
 Spl. No. 3870 is
 read at the head of
 the order already
 drafted n. C. No. 3592.
 The draft will require
 no alteration, I think.
 Town of the reports
 specified in the later
 paper go up from the
 Revenue Dept. and the
 fifth from the Judicial
 Dept.

The draft order
 embraces both Depts.

N.S.
 6-10-83

Thank you
 6/11/83

Public. DEPARTMENT.

No. 3592

From

Govt. of India. Home Dept. no 39
 1392-406

Do -

Finance & Commerce dt. 17th August 1905

FOR ORDERS. 25 Aug. 1905

The proposals made in the above
 paper are contained in para. 10
 and amount to this.

I That in the case of the
 Annual Administrative Report and
 (a) Education
 (b) Sanitation } annual reports on
 (c) Sails
 (d) Police
 (e) Forests.
 the present basis, but curtailed, where
 they are susceptible of curtailment, should
 continue to be submitted.

II That in the case of
 (a) Dispensaries
 (b) Vaccination
 (c) Lock Hospitals } annual statistical
 (d) Lunatic asylums
 (e) Registration
 tables with brief notes will suffice, a
 full triennial report being submitted

III That in the case of
 (a) Criminal Justice
 (b) Civil " }
 (c) Municipalities
 (d) Chemical Examiner's Repⁿ
 (e) Report under Act XXV } a brief triennial
 1867 } report for 2 years
 (f) ~~General Administration~~
 and a full triennial report
 will suffice

Query whether these reports should not be in class I, the extended powers lately conceded to them being considered.

Eventually this can be considered the ~~an~~ opportunity taken to ask all officers to curtail where practicable.

For the present the following order is proposed.

order ^{ps} 7 047856-2369 ✓
 58 W 119/55 Joe
 9.12.5.

in order that a brief ~~report~~
expression of opinion
may be called for from the
heads of Departments & various

officers who submit the reports
referred to for in the Resolution
of the Govt. of India ~~and the~~
as to the suggestions made in
para 10 of the Resolution of the
Govt. of India.

~~Use to officer on s.d. preparing A.A.S. Rep.~~

Municipal & District board reports
should I think be in class I.

914 $\frac{7}{13/5/85}$
1599

C-100 3572
C-100 3870

44 1579

2. ~~The Director of~~
~~Public Instruction~~, The Surgeon
General with the Govt. of Madras,
the Sanitary Commissioners
are requested to submit their
opinions at an early date.

1319185

from
9.12.5

Print common
addresses

Cops also to officer preparing
Spec. Annual adm. " report.

gave to Kinnick to put
the bill before the board
as amiable & able
and so, Galt
I have copy from the 40th

- 2. The Financial Dept.
- 3. Judicial Dept.
- 4. Educational Dept.
- 5. Revenue Dept.
- 6. Surgeon Genl. with the Govt.
- 7. Sanitary Commissioner

des/po
22/11

Deputations
Lectures on the subject

[Despatch.]

Order of Government, dated
188 ; No. Miscellaneous.

PAPER, No.

or 188

PAPER, No.

or 188

FOR ORDERS.

ENCLOSURES.

CURRENT No.

3592 } — a
3870 }

STATEMENT WITH DITTO.

ORDER, &C. OF GOVERNMENT—A.

PAPERS KEPT OUT OF FILE FOR DESPATCH IN ORIGINAL.
(not paged.)

Order 80
Letter
Collection

N.B.—

- A = Print in full.
- B = Not to be printed.
- P = Print abstract only.
- Q = Print heading only.
- R = Print, but not for monthly volume.

PRESS.

G.O. DATED

No.

First copy sent to Press: 12/10

Returned for signature.

Despatched in print.

[Despatch Abstract.]

Annual Reports. Coming to the Depto concerned
a Res^d of the Gov^t regarding the preparation
of ~~minutes~~ of —, in order that a body of ^{Officers} ~~superior~~
of opinion may be called for for ^{present} ~~present~~ order
Embark such Reports ~~there~~ as to the sugges-
tions for curtailment made in para 10
of that Resolution.