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 * செப்பனிடவதற்காக எடுத்துக் *
 * கொள்ளப்பட்ட *
 * இரண்டாம் 1991 வருடம் *
 * செப்பனிட முடிந்த *
 * இரண்டாம் 1991 வருடம் *
 * ஆராய்ச்சி உதவியாளரின் *
 * கையொப்பம் *

13TH APRIL 1887, No 529, Public.

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

Read—again the following paper:—

G.O., dated 25th February 1886, Mis. No. 452, Public.

Read—also the following papers:—

Office Rules for the "Disposal Number" system of record and reference in the Chief Secretary's office, dated 29th January 1887.

Memorandum from Dr. C. D. MACLEANE, C.S., on special duty, dated 3rd March 1887.

In resigning the duties assigned by G.O. dated 25th February 1886, Mis. No. 452, Public, the undersigned submits an account of what has been done.

2. The duties were conducted for seven weeks in March-April 1886, one week in July 1886, four weeks in November-December 1886, and two weeks in January 1887, 3½ months in all out of the twelve months in the period they were conducted from Ootacamund, where the establishment of the Manual of Administration was located (G.O. dated 15th March 1886, Mis. No. 541, Public), weekly reports being received and instructions sent down.

3. The nature of the duties to be performed was explained in the Notes of Members recorded with G.O., dated 25th February 1886, Mis. No. 452, Public. The subject of spoliation, important documents being abstracted or mutilated. There was difficulty in collecting papers on any given subject. Valuable records were often found to be in a state of decay. The arrangements in the record-room were generally unsuitable. The present establishment employed was probably deficient in number and qualifications. The undersigned was directed to deal with these questions. An additional duty was prescribed of commencing a new series of printed "Extracts from the Records." The duties were to be combined with the preparation of the third volume of the "Manual of the Administration," and another duty.

4. An account of the records in the possession of the Madras Government would be an extensive operation, varying with the object in view. A general account of them will be found in the Manual of the Administration, Volume I, pages 88-95. A historical account of their contents will be found in foot-note [4] at page 91 of that volume. Foot-note [1] at page 89 gives a list of the Record Departments, past and present. The form of their contents has varied at different times. The records begin practically after the occurrence of the events mentioned at Volume I, page 162, of the Manual, namely, the usurpation of the power by Sir Edward Winter. In fact, they began almost exactly at the Governorship of the 17th century of the ancestor of the Honorable Member of Government who has initiated this inquiry. There are, however, a few records going back to 1670. Until 1750, twelve months after the peace between the French and English caused by the Treaty of Aix-la-Chapelle, they exist only in the form

of the copy-books into which they either destroyed by the French during or sent to England. From 1750 to 18 of bundles of original papers on the other, though from different causes the papers are not copied, and for some years. In 1857, printing was first applied to the divisions—the originals of unprinted papers, printed copies (existing in greater or less classification by series of numbers is still to printing, each department divided (principal and subordinate) and corresponding to the Military Department, a separate series for correspondence with the "Sundry Books" of various departments down to 1851) need scarcely be mentioned. The duplicate form of classification was, as will be seen, the destination divided into important and unimportant departments have been very various, exactness. Those charged with this duty have used and probably the arrangements were a favourite classification in this period being called "Miscellaneous," as the consultations. However, even this has been. The basis of numbering, introduced in 1857, has been the required for referencing or finding papers into indexed and unindexed for each department (dated 29th January 1887), and a series of numbers (Rule 107). Matters have tended to the classification resolves all the cross classification shows in one view, as far as now in the possession of Government.

5. With regard to the custody of records. Originally there was only one Secretariat division between old and new records, and, though keeping their general records retained under the immediate control of the most recent papers. Hence arose the confusion. When the records in the common room became unmanageable in bulk, the Chief Secretary separated the records of his own departments from the rest, and the record-room, called the Old Banqueting Hall, of the case is, that the Chief Secretary has the records of all departments, in addition to the records of his own departments (sometimes called the Reference Room). The number of years during which papers are kept in the current record-room varies in the different departments. For the first four weeks after undertaking their duties, and under the immediate control of the Chief Secretary, it was not possible to separate the records of the Members of Government. It was not until the records lying in the general room were taken to mean all the records to whatever department, the undersigned must have confined to Government. The application of these

principles for reference. The originals were in years in which they occupied Madras, records may be said generally to consist of original and copy-books tallying with them on the other, though from different causes the papers are not copied, and for some years. In 1857, printing was first applied to the divisions—the originals of unprinted papers, printed copies (existing in greater or less classification by series of numbers is still to printing, each department divided (principal and subordinate) and corresponding to the Military Department, a separate series for correspondence with the "Sundry Books" of various departments down to 1851) need scarcely be mentioned. The duplicate form of classification was, as will be seen, the destination divided into important and unimportant departments have been very various, exactness. Those charged with this duty have used and probably the arrangements were a favourite classification in this period being called "Miscellaneous," as the consultations. However, even this has been. The basis of numbering, introduced in 1857, has been the required for referencing or finding papers into indexed and unindexed for each department (dated 29th January 1887), and a series of numbers (Rule 107). Matters have tended to the classification resolves all the cross classification shows in one view, as far as now in the possession of Government.

departments under the Chief Secretary have been from the consideration of what is required for the two-fold division of the records (Rules 5 and 106 of Office Rules). The semi-official papers common to all departments are kept in a separate room, and in this direction for a considerable while, and in the future. The table appended to this memorandum, if practicable, the contents of the records

records, a distinction has to be noted. In the Public; and there was no other department branched off, the common room, for convenience of work, a separate officer in each department the distinction between old and current records, under the control of the Chief Secretary) the Chief Secretary separated the current papers of his own departments and placed them in the present principal

This was in 1826. Since then the state of the records has been controlled a general record-room containing the records of the current record-room of his own departments (Reference Room). The number of years during which papers are kept in the current record-room varies in the different departments. For the first four weeks after undertaking their duties, and under the immediate control of the Chief Secretary, it was not possible to separate the records of the Members of Government. It was not until the records lying in the general room were taken to mean all the records to whatever department, the undersigned must have confined to Government. The application of these

6. As stated in a note attached to G.O., dated 12th April 1886, Mis. No. 774, Public, the points to be attended to resolved themselves into—

- (a) providing accommodation for the records, past and present, and those of the immediate future;
- (b) protecting from decay or damage the existing records;
- (c) reducing the bulk of the existing records;
- (d) providing against loss or abstraction;
- (e) providing for more ready reference;
- (f) replacing by copies from England the copies of old records which were either missing or had been destroyed by age;
- (g) printing in *extenso* or in abstract certain old records.

7. *Accommodation.*—The records of the last few years (departments under the Chief Secretary) are kept in rooms on the first floor adjoining the principal room in which the clerks write. The almirahs have already filled the contiguous passage and no further extension is possible; in fact, it is already much overcrowded. If, as seems probable, the number of papers in each year increases, it will be necessary to diminish the number of years kept there. The records of an older date (for all departments) are kept in a large building called the Old Banqueting Hall, and a set of chambers, large and small, adjoining it. The Old Banqueting Hall stands on the ground and measures 116 feet by 50 feet. The entrance face is the sea, and the present Secretariat Offices are built to the west of it and at right angles with it. A digression may be made by saying that the Old Banqueting Hall is an imitation of the Pantheon of Athens reduced in size by exactly half. The Company at one time kept their "general table" there for their servants. It was also used for entertainments by the Governor, when Government House was in the building now occupied by the Accountant-General. Afterwards the hall became a godown for goods, and was then known as the Pillar Godown. It became a record-room, as above stated, in 1826. The whole of the ground floor of this building is now occupied by cupboards on almirahs containing records. At the margins round three sides, where there are galleries 14 feet wide, these cupboards run up to the ceiling made by the galleries. In the middle there are standing almirahs to about the same height. One part of one of the galleries is used by the Referencers, the remainder of the galleries are filled with records. The chambers behind or west of the Old Banqueting Hall are on the first floor, above part of the printing offices. They are in reality only three rooms (measuring 39 x 19 feet, 38 x 22 feet and 31 x 16 feet, respectively,) with some intermediate and very badly lighted passages; but it is usual to say that there are eight chambers. These also are completely filled with records to the roof. In the whole of the space here mentioned, the Old Banqueting Hall and the western chambers, there is not the least portion available for expansion; and already large quantities of records are lying on the ground, owing to the impossibility of setting up more shelves or almirahs.

8. The undersigned began his duties, and must now conclude them by saying that until new quarters are provided, it is useless to attempt any radical amelioration of the older records. Whatever is done in that direction implies increased space, and at present there is not even room to take out the records in any quantities and deal with them. Something must be allowed also for human infirmity on the part of those concerned in working in the climate of Madras in such very dark and confined quarters. The later records alone can with any ease be dealt with.

9. As a temporary or partial measure, it was decided (G.O., 30th July 1886, No. 1592) to enclose and raise the roof of the existing verandahs lying north and south of the Old Banqueting Hall, thus giving two new chambers, which will accommodate, at any rate, the records newly arising. This work is still in the hands of the Engineer Department.

10. In connection with the question of accommodation, it has been proposed to remove the Press (who occupy the whole basement of the Government Office, including the two "crab's-claw" buildings thrown out to enclose the Old Banqueting Hall, and who are themselves very much crowded, to some other locality. This would

mean to remove them outside the same building with the principal file seems likely that the question will be at any time occurs, of the Secretary's note here in connection with the paper should be kept on a first floor, and

11. *Protecting Records from Decay.*—Records already decayed with a cloth Museum, without apparent advantage, more harm than do good. The correct measure should be ensured—

- (a) by employing a proper material to bear the principal wear;
- (b) by employing stationery of uniform size, so that the edges may not be frayed;
- (c) by folding the papers in a uniform manner with the same object;
- (d) by binding or re-binding;
- (e) by storing the records in proper cases;
- (f) by placing the cases in proper positions.

12. As to "a," under the system of "files" which are placed even

G.O., dated 1st September 1886, No. 88

suitable for Government purposes, and Indian and European stationery being now in use, has not thought it desirable to propose, however, the various forms specified in the charge of the Chief Secretary before the outer docket shall be of the material hand-made English material now available in the absence of a Government order. Overlooked, this office instruction will be made hereafter to be made should be so effectual as this measure will be so effectual as this records in the future. In a separate of having a more intelligible form improbable that country-made stationery the outer covers of records.

13. As to "b," the undersigned dated 18th December 1886, No. 2 Record Rule 30. A very inferior paper stand wear and tear when the record paper will be damaged early where a small difference causes misalignment of paper sizes and the corresponding (uncut) than the latter (cut). There is a difference, and the present measure has the point has been under experiment for

14. As to "c," the same order of minimum of folding, which has a good effect. Some of the public offices in England keep the papers unfolded, as they come

15. As to "d," numerous experiments have been made in the binding department of the Public Office, and the result has been applied to the book-form records. The result has been that there are three ways of

The advantage of having the Press in the Public Office is considerable, and altogether it is considered along with that of the removal, if it is as themselves. The undersigned will only object, that, as a general principle, records should be kept on a ground floor.

Damage.—Experiments were made on old records, and a solution obtained from the Government application of a liquid seemed to cause decay in this case is prevention, which may be ensured—

- (a) by employing a proper material to bear the principal wear;
- (b) by employing stationery of uniform size, so that the edges may not be frayed;
- (c) by folding the papers in a uniform manner with the same object;
- (d) by binding or re-binding;
- (e) by storing the records in proper cases;
- (f) by placing the cases in proper positions.

Records hereafter to be mentioned, all records of "dockets," and these dockets should be of the most durable material which can be procured. A committee having recently met to report on qualities of stationery, and of practical experiment, the undersigned has proposed general rules of action. In preparing Appendix C to the Rules for Records under consideration, he has provided practically that all records in specimen A herewith, being the best. The supply is already exhausted, and as there is much probability of the matter being corresponding indents on the Stationery Office. The undersigned is of opinion that no measure will be so effectual as this measure will be so effectual as this records in the future. In a separate of having a more intelligible form improbable that country-made stationery the outer covers of records.

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the edges; this being the way in which almost all native books are bound (warehouse work); secondly, to sew the sheets and attach them by long cloth slips pasted to ready-made cloth-covered boards, this being the way in which the greater number of books are bound for sale in the European book trade (case work); thirdly, to sew the sheets and secure them by fastenings to boards, then to draw a skin over the whole or a part (whole-binding or half-binding). Many book-binders consider the last named only to be book-binding proper. On the Madras coast, the earliest binding for the purposes of Europeans was whole-binding in country sheep-skin. Next half-binding with paper sides was introduced. Next half-binding with cloth sides. Except that the sewing might be improved upon, the old whole-bound books leave nothing to be desired. For purposes of durability, the country sheep-skin is equal to anything made in Europe. Insects and mould effect no permanent lodgment in it, and if the surface is worn, it can without much trouble be renovated. Paper sides are soon rubbed, and in particular become frayed at the edges. They have, however, the merit that they do not specially harbour insects, and can be rubbed clear of mould. Cloth sides are much used by binders, as having at first a good appearance, but they are not suited to the coast climate. They contain cotton, in which mould effects a permanent lodgment. From the experiments now made, three specimens are shown. Specimen B is a binding in the style generally employed for law-books. The leather back is English calf, the sides are English cloth of a superior quality. The cost to Government for binding an 8vo. book is Rs. 1-8-0. This is not recommended except for its appearance. Specimen C is a half-binding with country sheep-skin back and paper sides. The cost to Government for 8vo. is Rs. 1-; it is not recommended except where wear and tear are trifling. Specimen D is whole-leather binding in country sheep-skin, reverting to the old style. This is recommended for all old records. It warps or draws with the weather, on account of the leather not being well cured, but it is otherwise unobjectionable and is very durable. The cost to Government 8vo. is Rs. 1-4-0.

16. As to "e," a new pattern almirah has been constructed, and the new verandahs are to be furnished with almirahs to that pattern.

17. As to "f," record-rooms should, as stated in paragraph 10, be, if practicable, on a first-floor, to avoid damp and the ravages of white ants. The new verandahs are unfortunately on the ground floor.

18. *Reducing the bulk of the records.*—Mr. Talboys Wheeler, an officer specially detailed, who took the opportunity to publish his "Madras in the Olden Time" (Higginbotham, 1861), being extracts from the Madras records, reduced the records according to his discretion down to the year 1881. The undersigned is of opinion that nothing requires now to be done except what is contained in Rules 8 and 153 of the present record rules. Various experiments were made before the last-named rule was arrived at. It provides a current remedy instead of a periodical one.

19. *Providing against loss or abstraction.*—A material remedy for this in the final stage of the record-room is no doubt to put records under lock and key, and this will be done in the new almirahs. For the single lock and key of the present pattern almirah should be substituted a series of locks all opening with one key. However a consideration of the work in a Secretariat Office will show that this is not the principal matter. A document between the date of its reception in the office as what is called a "current," and that of its reaching the record-room as what is called in these rules a "disposal," may be many weeks on its journey, may pass through a very large number of hands, and may lie in several rooms of the Government Office. Moreover a paper does not travel through the office once, but many times; whenever its services are required. It may be confidently stated that when abstraction of part or whole of a record is made, this occurs seldom from the shelf, and almost always during one of the journeys just mentioned. For this the only remedy is a scientific record-system, the different parts of which react on one another and betray irregularity at different points. The "number system," which the undersigned began to introduce into certain public offices in 1881-82, need not here be explained in detail. Its principles are set out in the Manual of the Administration, Vol. I, paragraph 91, and foot-note

[2], and its application to the records now in point is set out at paragraph 178 of the record rules. Its fundamental principle is to rely on consecutive numbers as a check on irregularity, a system well known in Railway offices. The whole of these rules are a development of that initial principle, as applied to the purposes of the clerks who perform different functions in connection with records. They may seem rather complicated, but that they share that characteristic with the rules of other offices may be seen by comparing them with the rules of the Accountant-General's office, which will be found in this bundle. These rules are intelligible enough to those concerned, and they are ruled by a single principle. It is to be observed with regard to a fixed record-system as a check on irregularity, that though it may not operate directly in that direction every day, it does indirectly always; for clerks soon learn to know of its existence and to be afraid of it.

20. Though the record rules bear date 29th January 1887, it is not to be supposed that that is the date of the introduction of the arrangements. The corresponding system was introduced into the Board of Revenue in 1882, since when it has continued there without change or interruption. The system was also introduced into the Chief Secretary's Office in the same year, but the undersigned was not able to see it through and it was not continued in its integrity. In commercial book-keeping, especially by double-entry, the omission of a single debtor or creditor will falsify the ledger, and so in the present case. The system has now been made complete. Since March last the details have been the subject of continued experiment. On the 1st January 1887 new books and a new set of forms (Appendix C) were introduced, fixing the system. The draft of rules submitted to the Chief Secretary on 29th January 1887 was a final draft confirming, with the exception of a very few clauses, previous arrangements. Owing to pressure of business on the part of the First Assistant of the office, the work was done by the undersigned mainly in communication with the Head Clerk. The present incumbent of that office is at this moment the person best qualified to carry on the details of the system.

21. In connection with this subject the undersigned was directed to submit proposals, if any, regarding establishments and supervision. Reference may be made to Progress Report on the Manual of the Administration for May 1886 (the remarks in which on this head would more appropriately have been kept separate). The undersigned has given careful consideration to this matter, and has had the benefit of the advice of the First Assistant. He believes that officer agrees with him that in a small office like the Chief Secretary's, where the duties connected with records run so much into each other and are so often interchangeable as regards the persons in charge of them, it is sufficient to make a numerical increase in the establishment leaving the assignment of duties to him. He would doubtless as an initial step give relief to the Head Clerk and the Current Recordkeeper. The question of the strength of the office has been so much illustrated lately in connection with the inquiries of the Finance Committee of the Government of India that it is not necessary here to give any figured statements. The best guide in these matters is the opinion of the officers of experience who are concerned, and it is the unanimous opinion of these that the Chief Secretary's Office is under-manned in the departments relating to routine; the consequence being that work is in a constant condition of delay and arrears, while the subordinate officers are over-worked and the superior officers are harassed. Neither the present record rules nor any others giving a complete record-system can be worked with the present staff. Being directed to submit proposals, the undersigned proposes that two clerks be added to the permanent staff of the Chief Secretary's Office, one on Rs. 55 and one on Rs. 40. He would also give his opinion that the principal officers in charge of records, whether they are called "current" or "old" should as a general measure always be Europeans or East Indians, these having less temptation to irregularity in that connection. The question has been raised whether records should be supervised by a separate "Registrar." With present experience the undersigned thinks that nothing will be gained by altering organisation. The First Assistant must retain control, and according to leisure will apply it to routine questions. To make a Registrarship would therefore merely be to give the Head Clerk a new name.

22. *Providing for more ready reference.*—This measure is the subject of the whole of the present record rules, there being scarcely one of the heads shown in Rule 178 which does not bear on it. The main points are correct books (Rule 17), a "chaining" system, (Rules 138—140), and a scientific system of indexing (Rules 173—177). As to the books, till recently they were never really closed. The chaining has been newly introduced. As to indexes:—the oldest system of all is to give a "Table of Contents" in order of the matter; the next is to select certain fixed main heads, and place all matter under them sometimes alphabetically, sometimes not; the present plan is to rely entirely on alphabetical arrangement, assisted by cross-referencing. The system of indexing by fixed main-heads breaks down under the stress of a large correspondence where the subjects rapidly change. It may be mentioned that what is believed to be the largest index in the world, that of the British Museum Library, is strictly alphabetical.

23. A measure which has considerable influence on ready referencing is that of the "Press Exchange" for set-up printed matter, described in memorandum, dated 6th March 1882, No. 167, Public, and Record Rule 122. The number of detached papers which formerly existed was most excessive, and correspondence is now to a great extent shown consecutively.

24. Two indexerships for old records were added to the establishment scale by G.O., dated 12th April 1886, Mis. No. 774, Public. The incumbents were carefully selected according to merit, see that order, and the undersigned submits that they should rank in the general establishment according to their pay, which seems a recognised principle in the case of adding to establishment, and the First Assistant is of that opinion in the present case. Some special arrangement could doubtless be made in the case of any individual specially aggrieved by supersession. Four years of old indexes are now passing through the Press.

25. *Replacing certain old records from England.*—This was to have been taken up with the next head, but has not been taken up for the reasons there stated.

26. *Editing printed extracts from the records.*—A printing estimate was framed, but it was found impossible to proceed with this operation in the present state of business in the Book Department of the Printing Press.

27. *Conclusion.*—Nothing has been said about convenience of work. The undersigned believes that every Secretary who knows what work was a few years ago with bundles of papers arranged much as they would be in a wastepaper basket and the papers themselves rolled up like manuscripts, will understand that matters of convenience have been consulted in these arrangements equally with other considerations. The work of the present day could not be done with the machinery of four years back.

28. For shortcomings in connection with what was contemplated about the old records, the question of space must, it is submitted, be held responsible. The new record chambers are not even now ready. For shortcomings in other respects, the undersigned must plead his other duties, which he has found engrossing. He believes that all the points which have been taken up have been dealt with thoroughly.

CONTENTS OF THE RECORDS OF THE GOVERNMENT ROUGHLY STATED

Sundry Books.	Country correspondence.				Despatches to England.				Despatches from England.				Miscellaneous Proceedings.				Consultations or Principal Proceedings.				Sundry Books.	
	Volumes.		Bundles.		Volumes.		Bundles.		Volumes.		Bundles.		Volumes.		Bundles.		Volumes.		Bundles.			
	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO	FROM	TO		
Public ..	1672	date	1754	date	1672	date	1750	date	1791	1792 and 1850	1792	date	1791	1792	1791	1792	1791	1792	1754	date	1677	1826
Military ..	1742	date	1752	date	1750	date	1750	date	1775	1775	1775	date	1775	1775	1775	1775	1775	1775	1752	date	1754	1827
Revenue ..	1774	date	1774	date	1787	date	1787	date	1840	1840	1840	date	1840	1840	1840	1840	1840	1840	1774	date	1784	1831
Secret ..	1796	date	1796	date	1815	date	1815	date	1852	1852	1852	date	1852	1852	1852	1852	1852	1852	1796	date	1802	1809
Political ..	1758	date	1758	date	1799	date	1799	date	1826	1826	1826	date	1826	1826	1826	1826	1826	1826	1758	date	1764	1809
Financial ..	1800	date	1800	date	1815	1815 and 1850	1815	1815	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1800	date	1802	1809
Commercial ..	1811	date	1811	date	1815	1815	1815	1815	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1811	date	1812	1820
Law ..	1815	1859	1815	1848	1815	1815	1815	1815	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1815	1848	1817	1820
Foreign ..	1816	1847	1816	1847	1816	1816	1816	1816	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1816	1847	1817	1820
Ecclesiastical ..	1818	date	1818	date	1818	1818	1818	1818	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1818	date	1819	1820
Marine ..	1833	date	1833	date	1833	1833	1833	1833	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1833	date	1834	1840
Public Works ..	1843	date	1843	date	1843	1843	1843	1843	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1843	date	1844	1850
Financial, Rail- way ..	1853	1865	1853	1862	1853	1853	1853	1853	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1853	1865	1866	1870
Educational ..	1861	date	1861	date	1861	1861	1861	1861	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1861	date	1862	1870
Legislative ..	1863	date	1863	date	1863	1863	1863	1863	1850	1850	1850	date	1850	1850	1850	1850	1850	1850	1863	date	1864	1870

ORDER—dated 13th April 1887, No. 529, Public.

The thanks of Government are due to Dr. Maclean for the improvements already effected by him and for the suggestions made in connection with the duties entrusted to him in G.O., dated 25th February 1886, No. 452.

2. Dr. Maclean's investigations have borne fruit in the shape of a series of carefully-elaborated rules dealing with the arrangement, numbering, disposal and indexing of current papers and records, which have been introduced into the Chief Secretary's office from the 29th January last. These rules mark the completion of a new record system, which was commenced by Dr. Maclean himself as Under Secretary in 1882, and which will, if strictly followed, really facilitate reference and form an effective check on fraudulent abstraction or careless loss of papers. The rules have at present been applied to the Chief Secretary's office only, but when sufficient experience of their working has been gained there, they will be extended to the other departments of the Secretariat.

3. In the note now submitted, Dr. Maclean gives an interesting account of the past history of the records with which he has had to deal, and sets forth in detail the objects and results of his investigations. The principal points to which his attention was directed were the following:—

- The provision of adequate accommodation for existing and future records;
- The protection of existing records from decay;
- Reduction in the bulk of existing records;
- Provision against loss or abstraction of papers; and
- Provision for more ready reference.

4. The last two points have been dealt with in the rules above referred to, and paragraph 158 of these rules also provides an effective check against the accumulation of useless papers. If Rule 158 is properly carried out, no special measures in the way of destruction will be necessary.

5. The two new rooms referred to in paragraph 9 of the note have now been completed, and one of them has already been made over to the Record Department. A new style of almirah will be introduced in the new rooms, with a view to the fullest utilisation of the extra space obtained, and if it is found to answer, similar almirahs will be substituted for the cupboards now in use in the main building of the Old Banqueting Hall. These measures will, it is hoped, have the result of providing sufficient record-space for the present and in the immediate future.

6. The means to be taken for protecting records from decay are fully discussed by Dr. Maclean in paragraphs 11 to 17 of his note. Government approve generally of the suggestions therein made, and those which have not been already carried out will be adopted with the least possible delay.

(True Extract.)

H. E. STOKES,
Ag. Chief Secretary.

To C. D. Maclean, Esq., C.S.,
the Departments of the Secretariat, with copies of files.

Exd. A. Raitt.

Govt. of (1887) Madras.

PUBLIC.

Issued.

Recd.

Encl.

G.O., 13th April 1887, No. 529.

APRIL.

The Government Records.

Passing orders on Dr. Macleane's report on the Government record system.

PUBLIC DEPARTMENT.

NOTE.

In resigning the duties assigned by G.O., dated 25th February 1886, Mis. No. 452, Public, the undersigned submits an account of what has been done.

2. The duties were conducted for seven weeks in March-April 1886, one week in July 1886, four weeks in November-December 1886, and two weeks in January 1887, $3\frac{1}{2}$ months in all out of the twelvemonth, in the Fort, Madras. For the remainder of the period they were conducted from Ootacamund, where the establishment of the Manual of Administration was located (G.O., dated 15th March 1886, Mis. No. 541, Public), weekly reports being received and instructions sent down.

3. The nature of the duties to be performed was explained in the Notes of Members recorded with G.O., dated 25th February 1886, Mis. No. 452, Public. The records in the Government Office had been the subject of spoliation, important documents being abstracted or mutilated. There was difficulty in collecting papers on any given subject. Valuable records were often found to be in a state of decay. The arrangements in the record-room were generally faulty. The present almirahs and cases were unsuitable. It was considered that the establishment employed was probably deficient in number and qualifications. The undersigned was directed to deal with these questions. An additional duty was prescribed of commencing a new series of printed "Extracts from the Records." The duties were to be combined with the preparation of the third volume of the "Manual of the Administration," and another duty.

4. An account of the records in the possession of the Madras Government would be an extensive operation, varying with the object in view. A general account of them will be found in the Manual of the Administration, Volume I, pages 88-95. A historical account of their contents will be found in foot-note [4] at page 91 of that volume. Foot-note [1] at page 89 gives a list of the Record Departments, past and present. The form of their contents has differed at different times. The records begin practically after the occurrence which is mentioned at Volume I, page 162, of the Manual, namely, the usurpation of the factory by Sir Edward Winter. In fact, they begin almost exactly at the Governorship (1678) of the ancestor of the Honorable Member of Government who has initiated this inquiry. There are, however, a few records going back to 1670. Until 1750, twelve months after the peace between the French and English caused by the Treaty of Aix-la-Chapelle, they exist only in the form of the copy-books into which they were copied for reference. The originals were either destroyed by the French during the four years in which they occupied Madras, or sent to England. From 1750 to 1857, the records may be said generally to consist of bundles of original papers on the one side and copy-books tallying with them on the other, though from different causes there are exceptions to the rule. Unimportant papers are not copied, and for some years in certain departments originals are missing. In 1857, printing was first applied to the records, since when the records are in three divisions—the originals of unprinted papers, the originals of printed papers, and the printed copies (existing in greater or less numbers and called "spare copies"). The classification by series of numbers is still more fluctuating. Broadly speaking, prior to printing, each department divided its papers into consultations or proceedings (principal and subordinate) and correspondence with England (to and from). From 1753 to 1830 the Military Department, and succeeding it the Political Department, had a separate series for correspondence with Native powers called Country Correspondence. The "Sundry Books" of various departments (kept up by the Revenue Department down to 1851) need scarcely be mentioned. All these papers except the sundry books appeared in the duplicate form of volume and bundle. The real basis of classification was, as will be seen, the destination of the document, and the consultations were divided into important and unimportant. Since 1857, the classifications in different

departments have been very various, exhibiting no stable basis or principle of organisation. Those charged with this duty evidently took no comprehensive view of the case and probably the arrangements were never elaborated and merely grew up. A favourite classification in this period has been into printed and unprinted, the latter being called "Miscellaneous," as the remains of the old miscellaneous or minor consultations. However, even this has been traversed by several cross-divisions. The basis of numbering, introduced into the departments under the Chief Secretary from 1st January 1837, has been that derived from the consideration of what is required for referencing or finding papers, and consists merely of a two-fold division into indexed and unindexed for each department (Rules 5 and 103 of Office Rules, dated 29th January 1837), and a series of demi-official papers common to all departments (Rule 107). Matters have tended in this direction for a considerable while, and the classification resolves all the cross-divisions. The table appended to this memorandum shows in one view, as far as that is practicable, the contents of the records now in the possession of Government.

5. With regard to the custody of the records, a distinction has to be noted. Originally there was only one Secretariat Department, the Public; and there was no division between old and new records. Subsequently, other departments branched off, and, though keeping their general records in the common room, for convenience of work retained under the immediate control of some separate officer in each department the most recent papers. Hence arose the distinction between old and current records. When the records in the common room under the control of the Chief Secretary became unmanageable in bulk, the Chief Secretary separated the current papers of his own departments from the rest, and the latter were placed in the present principal record room, called the Old Banqueting Hall. This was in 1826. Since then the state of the case is, that the Chief Secretary has controlled a general record-room containing the records of all departments, in addition to the current record-room of his own departments (sometimes called the Reference Room). The number of years during which papers are kept in the current rooms before they pass into the general record-room varies in the different departments, but is generally from 5 to 7 years. For the first four weeks after undertaking those duties, the undersigned acted in close personal communication and under the immediate orders of the Chief Secretary, and it was agreed then that for the greater part of the purposes mentioned in the notes of the Members of Government, it was not possible to draw any line of distinction between the records lying in the general rooms and those lying in the departmental rooms. With a view to practical considerations, the work on the latter was confined to the departments under the Chief Secretary; otherwise, the words "Record Office" were taken to mean all the records to whatever year belonging. If this view had not been taken, the undersigned must have confessed his inability to be of any service to the Government. The application of these remarks will be seen in what follows.

6. As stated in a note attached to G.O., dated 12th April 1886, No. 774, Public, the points to be attended to resolved themselves into—

- (a) providing accommodation for the records, past and present, and those of the immediate future;
- (b) protecting from decay or damage the existing records;
- (c) reducing the bulk of the existing records;
- (d) providing against loss or abstraction;
- (e) providing for more ready reference;
- (f) replacing by copies from England the copies of old records which were either missing or had been destroyed by age;
- (g) putting on shelves or in cabinets certain old records.

7. *Accommodation.*—The records of the last few years (departments under the Chief Secretary) are kept in rooms on the first floor adjoining the principal room in which the clerks write. The almshouses have already filled the contiguous passage and no further extension is possible; in fact, it is already much overcrowded. If, as seems probable, the number of papers in each year increases, it will be necessary to diminish the number of years kept there. The records of an older date (for all departments) are kept in a large building called the Old Banqueting Hall, and a set of chambers,

large and small, adjoining it. The Old Banqueting Hall stands on the ground and measures 116 feet by 50 feet. The entrance faces the sea, and the present Secretariat Offices are built to the west of it and at right angles with it. A digression may be made by saying that the Old Banqueting Hall is an imitation of the Pantheon of Athens reduced in size by exactly half. The Company at one time kept their "general table" there for their servants. It was also used for entertainments by the Governor, when Government House was in the building now occupied by the Accountant-General. Afterwards the hall became a godown for goods, and was then known as the Pillar Godown. It became a record-room, as above stated, in 1826. The whole of the ground floor of this building is now occupied by cupboards or almshouses containing records. At the margins round three sides, where there are galleries 14 feet wide, these cupboards run up to the ceiling made by the galleries. In the middle there are standing almshouses to about the same height. One part of one of the galleries is used by the Referencers; the remainder of the galleries are filled with records. The chambers behind or west of the Old Banqueting Hall are on the first floor, above part of the printing offices. They are in reality only three rooms (measuring 39 x 19 feet, 38 x 22 feet and 36 x 16 feet, respectively,) with some intermediate and very badly lighted passages; but it is usual to say that there are eight chambers. These also are completely filled with records to the roof. In the whole of the space here mentioned, the Old Banqueting Hall and the western chambers, there is not the least portion available for expansion; and already large quantities of records are lying on the ground, owing to the impossibility of setting up more shelves or almshouses.

8. The undersigned began his duties, and must now conclude them by saying that until new quarters are provided, it is useless to attempt any radical amelioration of the older records. Whatever is done in that direction implies increased space, and at present there is not even room to take up the records in any quantities and deal with them. Something must be allowed also for human infirmity on the part of those concerned in working in the climate of Madras in such very dark and confined quarters. The later records alone can with any ease be dealt with.

9. As a temporary or partial measure, it was decided (G.O., 30th July 1886, No. 1592) to enclose and raise the roof of the existing verandahs lying north and south of the Old Banqueting Hall, thus giving two new chambers, which will accommodate, at any rate, the records newly arising. This work is still in the hands of the Engineer Department.

10. In connection with the question of accommodation, it has been proposed to remove the Press (who occupy the whole basement of the Government Office, including the two "crab's-claw" buildings thrown out to enclose the Old Banqueting Hall, and who are themselves very much crowded) to some other locality. This would mean to remove them outside the Fort. The advantage of having the Press in the same building with the principal Secretariat Offices is considerable, and altogether it seems likely that the question will be considered along with that of the removal, if at any time occurs, of the Secretariat Offices themselves. The undersigned will only note here in connection with the present subject, that, as a general principle, records should be kept on a first floor, and not on a ground floor.

11. *Protecting Records from Decay or Damage.*—Experiments were made on old records already decayed with a chemical solution obtained from the Government Museum, without apparent advantage, as the application of a liquid seemed to cause more harm than do good. The correct remedy in this case is prevention, which may be ensured—

- (a) by employing a proper quality of stationery for the papers which have to bear the principal wear and tear;
- (b) by employing stationery of a uniform size, so that the edges may not be frayed;
- (c) by folding the papers in a suitable manner with the same object;
- (d) by binding or re-binding book-form records;
- (e) by storing the records in cotton or paper cases;
- (f) by placing the cases in proper quarters.

12. As to "a," under the system of records hereafter to be mentioned, all records form "files" which are placed eventually in "dockets," and these dockets should be of the most durable material which can be procured. A committee having recently sat* to report on qualities of stationery suitable for Government purposes, and the whole question of the rival claims of Indian and European stationery being now in course of practical experiment, the undersigned has not thought it desirable to propose any general rules or action. In preparing however, the various forms specified in Appendix C to the Rules for Records under charge of the Chief Secretary before mentioned, he has provided practically that all outer dockets shall be of the material shown in specimen A herewith, being the best hand-made English material now available. The supply is already exhausted, and as in the absence of a Government order there is much probability of the matter being overlooked, this office instruction with the Office hereafter to be made should be watched. The undersigned is of opinion that no measure will be so effectual as this for giving the Government a durable set of records in the future. In a separate paper he has drawn attention to the desirability of having a more intelligible form for indenting on the Stationery Office. It is improbable that country-made stationery will within any reasonable date suffice for the outer covers of records.

* G.O., dated 1st September 1886, No. 860.

13. As to "b," the undersigned has advised the measure represented by G.O., dated 13th December 1886, No. 2595, Public, which will be found reprinted in Record Rule 30. A very inferior paper (if forming an inside paper of a "file") will stand wear and tear when the records are uniform in width; while even the best paper will be damaged early when the records are of different widths. A point where a small difference causes much effect is in the difference between "printing paper" sizes and the corresponding "writing paper" sizes, the former being larger (unout) than the latter (cut). There are several objections to levelling down printing sizes, and the present measure has the effect of levelling up the writing sizes. This point has been under experiment for the last three or four years.

14. As to "c," the same order and present Record Rules 20-26 provide for the minimum of folding, which has a considerable effect on the durability of records. Some of the public offices in England, and the offices of the Government of India, keep the papers unfolded, as they come from the stationer's.

15. As to "d," numerous experiments have been made. When funds and leisure in the binding department of the Press admit, the matter may be practically applied to the book-form records. Details will here be given as they are not elsewhere recorded. There are three ways of binding books; first, to "stab" the sheets near the edges, this being the way in which almost all native books are bound (warehouse work); secondly, to sew the sheets and attach them by long cloth slips pasted to ready-made cloth-covered boards, this being the way in which the greater number of books are bound for sale in the European book trade (case work); thirdly, to sew the sheets and secure them by fastenings to boards, then to draw a skin over the whole or a part (whole-binding or half-binding). Many book-binders consider the last named only to be book-binding proper. On the Madras coast, the earliest binding for the purposes of Europeans was whole-binding in country sheep-skin. Next half-binding with paper sides was introduced. Next half-binding with cloth sides. Except that the sewing might be improved upon, the old whole-bound books leave nothing to be desired. For purposes of durability, the country sheep-skin is equal to anything made in Europe. Insects and mould effect no permanent lodgment in it, and if the surface is worn, it can without much trouble be renovated. Paper sides are soon rubbed, and in particular become frayed at the edges. They have, however, the merit that they do not specially harbour insects, and can be rubbed clear of mould. Cloth sides are much used by binders, as having at first a good appearance, but they are not suited to the coast climate. They contain cotton, in which mould effects a permanent lodgment. From the experiments now made, three specimens are shown. Specimen B is a binding in the style generally employed for law-books. The leather back is English calf, the sides are English cloth of a superior quality. The cost to Government for binding an 8 vo. book is Rs. 1-8-0. This is not recommended

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except for its appearance. Specimen C is a half-binding with country sheep-skin back and paper sides. The cost to Government for 8 vo. is Rs. 1; it is not recommended except where wear and tear are trifling. Specimen D is whole-leather binding in country sheep-skin, reverting to the old style. This is recommended for all old records. It warps or draws with the weather, on account of the leather not being well cured, but it is otherwise unobjectionable and is very durable. The cost to Government 8 vo. is Rs. 1-4-0.

16. As to "e," a new pattern almirah has been constructed, and the new verandahs are to be furnished with almirahs to that pattern.

17. As to "f," record-rooms should, as stated in paragraph 10, be, if practicable, on a first-floor, to avoid damp and the ravages of whiteants. The new verandahs are unfortunately on the ground floor.

18. *Reducing the bulk of the records.*—Mr. Talboys Wheeler, an officer specially detailed, who took the opportunity to publish his "Madras in the Olden Time" (Higginbotham, 1861), being extracts from the Madras records, reduced the records according to his discretion down to the year 1861. The undersigned is of opinion that nothing requires now to be done except what is contained in Rules 8 and 158 of the present record rules. Various experiments were made before the last-named rule was arrived at. It provides a current remedy instead of a periodical one.

19. *Providing against loss or abstraction.*—A material remedy for this in the final stage of the record-room is no doubt to put records under lock and key, and this will be done in the new almirahs. For the single lock and key of the present pattern almirah should be substituted a series of locks all opening with one key. However a consideration of the work in a Secretariat Office will show that this is not the principal matter. A document between the date of its reception in the office as what is called a "current," and that of its reaching the record-room as what is called in these rules a "disposal," may be many weeks on its journey, may pass through a very large number of hands, and may lie in several rooms of the Government Office. Moreover a paper does not travel through the office once, but many times; whenever its services are required. It may be confidently stated that when abstraction of part or whole of a record is made, this occurs seldom from the shelf, and almost always during one of the journeys just mentioned. For this the only remedy is a scientific record-system, the different parts of which re-act on one another and betray irregularity at different points. The "number system," which the undersigned began to introduce into certain public offices in 1881-82, need not here be explained in detail. Its principles are set out in the Manual of the Administration, Vol. I, paragraph 91, and foot-note [2], and its application to the records now in point is set out at paragraph 178 of the record rules. Its fundamental principle is to rely on consecutive numbers as a check on irregularity, a system well known in Railway offices. The whole of these rules are a development of that initial principle, as applied to the purposes of the clerks who perform different functions in connection with records. They may seem rather complicated, but that they share that characteristic with the rules of other offices may be seen by comparing them with the rules of the Accountant-General's office, which will be found in this bundle. These rules are intelligible enough to those concerned, and they are ruled by a single principle. It is to be observed with regard to a fixed record-system as a check on irregularity, that though it may not operate directly in that direction every day, it does indirectly always, for clerks soon learn to know of its existence and to be afraid of it.

20. Though the record rules bear date 10th January 1887, it is not to be supposed that that is the date of the introduction of the arrangements. The corresponding system was introduced into the Board of Revenue in 1882, since when it has continued there without change or interruption. The system was also introduced into the Chief Secretary's Office in the same year, but the undersigned was not able to see it through and it was not continued in its integrity. In commercial book-keeping, especially by double-entry, the omission of a single debtor or creditor will falsify the ledger, and so in the present case. The system has now been made complete. Since March last the details have been the subject of continuous experiment. On the 1st January 1887

new books and a new set of forms (Appendix C) were introduced, fixing the system. The draft of rules submitted to the Chief Secretary on 29th January 1887 was a final draft confirming, with the exception of a very few clauses, previous arrangements. Owing to pressure of business on the part of the First Assistant of the office, the work was done by the undersigned mainly in communication with the Head Clerk. The present incumbent of that office is at this moment the person best qualified to carry on the details of the system.

21. In connection with this subject the undersigned was directed to submit proposals, if any, regarding establishments and supervision. Reference may be made to Progress Report on the Manual of the Administration for May 1886 (the remarks in which on this head would more appropriately have been kept separate). The undersigned has given careful consideration to this matter, and has had the benefit of the advice of the First Assistant. He believes that officer agrees with him that in a small office like the Chief Secretary's, where the duties connected with records run so much into each other and are so often interchangeable as regards the persons in charge of them, it is sufficient to make a numerical increase in the establishment leaving the assignment of duties to him. He would doubtless as an initial step give relief to the Head Clerk and the Current Recordkeeper. The question of the strength of the office has been so much illustrated lately in connection with the inquiries of the Finance Committee of the Government of India that it is not necessary here to give any figured statements. The best guide in these matters is the opinion of the officers of experience who are concerned, and it is the unanimous opinion of these that the Chief Secretary's Office is under-manned in the departments relating to routine; the consequence being that work is in a constant condition of delay and arrears, while the subordinate officers are over-worked and the superior officers are harassed. Neither the present record rules nor any others giving a complete record-system can be worked with the present staff. Being directed to submit proposals, the undersigned proposes that two clerks be added to the permanent staff of the Chief Secretary's Office, one on Rs. 55 and one on Rs. 40. He would also give his opinion that the principal officers in charge of records, whether they are called "current" or "old" should as a general measure always be Europeans or East Indians, these having less temptation to irregularity in that connection. The question has been raised whether records should be supervised by a separate "Registrar." With present experience the undersigned thinks that nothing will be gained by altering organization. The First Assistant must retain control, and according to leisure will apply it to routine questions. To make a Registrarship would therefore merely be to give the Head Clerk a new name.

22. *Providing for more ready reference.*—This measure is the subject of the whole of the present record rules, there being scarcely one of the heads shown in Rule 178 which does not bear on it. The main points are correct books (Rule 17), a "chaining" system, (Rules 138—140), and a scientific system of indexing (Rules 173—177). As to the books, till recently they were never really closed. The chaining has been newly introduced. As to indexes:—the oldest system of all is to give a "Table of Contents" in order of the matter; the next is to select certain fixed main heads, and place all matter under them sometimes alphabetically, sometimes not; the present plan is to rely entirely on alphabetical arrangement, assisted by cross-referencing. The system of indexing by fixed main-heads breaks down under the stress of a large correspondence where the subjects rapidly change. It may be mentioned that what is believed to be the largest index in the world, that of the British Museum Library, is strictly alphabetical.

23. A measure which has considerable influence on ready referencing is that of the "Press Exchange" for set-up printed matter, described in memorandum, dated 6th March 1882, No. 167, Public, and Record Rule 122. The number of detached papers which formerly existed was most excessive, and correspondence is now to a great extent shown consecutively.

24. Two indexerships for old records were added to the establishment scale by G.O., dated 12th April 1886, Mis. No. 774, Public. The incumbents were carefully selected according to merit, see that order, and the undersigned submits that they

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should rank in the general establishment according to their pay, which seems a recognised principle in the case of adding to establishment, and the First Assistant is of that opinion in the present case. Some special arrangement could doubtless be made in the case of any individual specially aggrieved by supersession. Four years of old indexes are now passing through the Press.

25. *Replacing certain old records from England.*—This was to have been taken up with the next head, but has not been taken up for the reasons there stated.

26. *Editing printed extracts from the records.*—A printing estimate was framed, but it was found impossible to proceed with this operation in the present state of business in the Book Department of the Printing Press.

27. *Conclusion.*—Nothing has been said about regarding convenience of work. The undersigned believes that every Secretary who knows what work was a few years ago with bundles of papers arranged much as they would be in a wastepaper basket and the papers themselves rolled up like manuscripts, will understand that matters of convenience have been consulted in these arrangements equally with other considerations. The work of the present day could not be done with the machinery of four years back.

28. For shortcomings in connection with what was contemplated about the old records, the question of space must, it is submitted, be held responsible. The new record chambers are not even now ready. For shortcomings in other respects, the undersigned must plead his other duties, which he has found engrossing. He believes that all the points which have been taken up have been dealt with thoroughly.

C. D. MACLEANE.

Comments of the Government roughly stated

[illegible]

Again G.O., dated 25th February 1886, No. 452 This
Again G.O., dated Office Rules for the Disposal Number in the
Current No. of 188, dated from Record & Ref. in the Chief Mag's
Office dated 24/1/87
Memorandum d. J. J. & J. from
Mr. C. D. Maclean C. S. on spt. duty -
Current No. of 188, dated from 12.11.1878/529.

and have not been able to
 effect a sale of the
 property. I am
 suffering from a
 severe cold and
 am unable to
 get out of bed.
 25 April 1886

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2. Dr. Brackman's investigations have already borne fruit in the shape of a series of carefully elaborated rules dealing with the arrangement, numbering, deposit, indexing & conservation of records, which have been introduced into the Chief Secretary's office from the 1st Jan. 1902. These rules mark the completion of a new record system which is inaugurated by Dr. Brackman himself as under-secy in 1882, which will, it is fully followed, nearly facilitate reference, & form an effective check on fraudulent abstraction or careless loss of papers. The rules have

The Chief Secy's office may, but when sufficient experience & their working has been gained there, they will be extended to the other departments of the Secretariat.

In the note now submitted I have given an interesting account of the past history of the records with which he has had to deal & sets forth in detail the objects & results of his investigations. The principal points to which his attention was directed were the following:

1. The provision of adequate accommodation for existing & future records.
2. The protection of existing records from decay.
3. The protection in the built-up existing records.
4. Provision of a place for abstraction of papers, and
5. Provision for more ready reference.

The last two points have been dealt with in the rules above referred to, & para 158 of these rules provides an effective check against the accumulation of useless papers. The records remain in the hands of the Secy, & the Secy's office, & it is not until 158 is carried out, no special measures in the way of destruction will be necessary. In the new working referred to in para 92 of the rules above

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there has already been made over to the Records Dept. a new style of almirah will be introduced in the new building, with a view to the fullest utilization of the extra space obtained, & if it is found to answer similar almirahs will be substituted for the existing cupboards now in use in the main building of the old Banqueting Hall. These measures with it is hoped have the result of providing sufficient space for the present & in the immediate future.

6. The means to be taken for protecting records from decay are fully discussed by Dr. Maclean in para 11 & 17 of his note. Just as one generally of the suggestions therein made, those which have not been already carried out, will be adopted with the least possible delay.

L. A. Maclean Esq, to S. G. } Depd 3/5
Depts of the Secretariat }
with copy of Rules.