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[Despatch Abstract.]

ial. Reforms

Deciding that the Govt
addressed on the subject of the suggestions made
that Govt. bore the conduct of business in the Ser-
vants, and that a copy of the letter to that Govt
be communicated to all departments of the Secretariat.

Government (1899) of Madras.
PUBLIC.

Recd.

Regd.

1899.

Enclosures

Spare copies

G.O., No. 1200, 23rd October 1899.

OCTOBER.

Secretariat Reforms.

Directing that the Government of India be addressed on the subject of the suggestions made by that Government for the conduct of business in the Secretariats, and that a copy of the letter to that Government be communicated to all departments of the Secretariat.

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

READ—the following paper:—

From A. H. L. FRASER, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department (Public), to the Chief Secretary to the Government of Madras, dated Simla, 17th July 1899, No. 1563.

I am directed by the Government of India to send you a copy of a memorandum on the subject of Noting in the Departments of the Government which has been written by His Excellency the Viceroy, and also a copy of the revised Secretariat Instructions which have been drawn up in consequence by the Secretaries to the Government of India, and which will in future be enforced in all the Departments of Government at Calcutta and Simla.

2. I am to submit these papers for the consideration of the Governor in Council and to express a hope that His Excellency in Council may find in the enclosed procedure suggestions which may be of use in the conduct of official business in the Local Government and which may tend to bring about the same results in the Local Secretariats for the sake of which they are about to be introduced into the Departments of the Supreme Government.

3. It will be obvious that these reforms can only produce the desired effect of curtailing the volume of official writing, noting and printing in the conduct of Indian Administration in general, if they are made of wider application than in the Departments of the Supreme Government alone. They should as far as is possible, or as is compatible with differing local conditions, be made of universal application throughout India. Nor, after the whole or any portion of these rules have been accepted in the Departments of a Local Government, will the desired results, in economy of time and labour, be secured, unless a resolute and unremitting attention be paid by the superior officers of such Government, to a consistent observance in the daily routine of office work. In view of these considerations, the Government of India will be glad to hear to what extent the Government of Madras proposes, after due examination, to incorporate the reforms already accepted by the Government of India in their future procedure.

ENCLOSURE.

Memorandum on the System of Noting in the Departments of the Government of India.

I desire in this Note to invite the attention of my Colleagues and of the Secretaries of Departments to the manner in which business is conducted in the various offices of the Government of India, to the excessive noting and writing which are the characteristics of that system, to the delays involved in inter-departmental communication, with its complicated chain of reference and annotation, to the method in which the record of our proceedings is printed and kept, and to the effect which these features of the Indian practice are demonstrably exercising upon the despatch of business and the efficiency of Government.

It is in no academic spirit that I initiate this discussion, but with the definite and practical object of suggesting alterations and improvement which shall bring the Indian system more into harmony with the results of administrative experience elsewhere, and with the exigencies of Government in India itself. I am the most confirmed adherents of the existing system, who have been brought up under its influence, affect to deny the exaggeration by which some of its best features have been defaced.

It is, however, so powerful, and has established so masterful a hold over the faculties of its victims that all previous attempts at reform have failed or have been abandoned: while the whole of the Civil Service of India, trained up in a method to which they know of no alternative, and which is repeated, with very slight modifications, in every Presidential or Provincial Government throughout the country, is thus engaged in stereotyping the worst anomalies of an anomalous system. If for these reasons the stimulus of outside criticism, and of experience acquired in different schools of Government, may be useful, as tending to apply an independent test to the Indian practice, the advocates of the latter will at the same time be enabled, by the procedure which I am about to suggest, to enter any defence that there may be of a procedure which has presumably not been founded on caprice, but has grown up, however unscientifically, in response to definite requirements, and for which it is conceivable that pleas are capable of being urged, that would not at once suggest themselves to a critic from the outside world. It has been with the view of ascertaining some of these pleas and of escaping the dangers of a premature judgment, that I have refrained from raising this question until I have seen the machine at work for five months. I dare not wait any longer; lest like previous would-be reformers, my senses become dulled by the routine of every-day contact, and I end by being merely an additional cog in the machine itself.

I have alluded to previous but abortive efforts at reform. The last of these was made in 1894-95. The question was raised by a Note in the Home Department in August 1894, and after being referred by the Viceroy (Lord Elgin) to the Departments, meandered peacefully through them in the normal fashion for several months, eventually emerging in September 1895. A Committee of Secretaries then met in order to arrive at a common agreement upon the desirable points of reform and to formulate orders thereupon. These orders were finally issued in November and December 1895.

I have carefully studied the whole of these proceedings; and without any disrespect to the labours of the Committee, or to the opinions placed on record in the Notes that preceded it, I have formed the conclusions (1) that the enquiries made and views expressed barely touched the fringe of the subject; (2) that the recommendations agreed upon did no more than tinker instead of reforming the system; (3) that no serious attempt has been made to carry out the most important of these suggestions, or to obey the orders that were framed for their enforcement. For instance, strict regulations were issued as to the number of Office Notes, as to the character of précis, and as to the elimination from the final record in print of all purely routine references. The fact that these orders have been, and are every day being complacently infringed, has sharpened my anxiety to re-open a case which I should anyhow have taken up on its own merits.

The procedure which I now have in view, and in which I solicit the co-operation of my Colleagues is as follows. In this Note I propose to detail the anomalies of the existing system, as they have presented themselves to me from the experience of the past five months; and to make certain tentative suggestions as to their modification or removal. I do not propose that this Note should then itself inaugurate that perambulatory process through the departments of whose length and delays I am complaining; but that the Member and the Secretary of each Department either independently, or if they prefer to do so in collaboration, should favour me with their views upon the question at issue, both in its general aspect, and with special reference to the experience of their own Department. After collating these views, I will either submit a scheme of proposed regulations applicable to all the Departments to my Colleagues, or, if it seems preferable, will convene a meeting of all those whose opinions have been given, at which we can discuss, and, I hope, decide upon a plan of common reform. Should we be of opinion that our plan is capable of a wider application than in the offices of the Government of India, I would then propose to send it round to all the Local Governments with a request to them to embody it, so far as practicable, in their own official and departmental procedure.

Before advancing further I should like to say that I am conscious of one great and ineradicable difference between the Indian system, and the practice of those English or foreign departments with the working of which two of my Colleagues as well as myself are familiar. In Great Britain the offices of Government are manned

from top to bottom by clerks or Secretaries, all of whom have passed a severe special competitive examination, whose life-service will be devoted to the department, and who acquire early and carry with them through their careers the traditions and a great deal of the unwritten knowledge of the office. Here the case is widely different. The lower grades of the departments are filled with non-gazetted officials of a class and attainments not comparable with those of the corresponding ranks in the English offices. These clerks in India carry on with great fidelity the ministerial work of the department, but without sharing, or ever hoping to share, any of its larger responsibilities. The responsible officers at the upper end of the scale are few in number, and—what is far more serious—are constantly changing. This system has a double consequence. In the first place, it throws upon the administrative officers a labour of which they cannot expect to be relieved by their subordinate to the same extent as in English departments. Secondly, owing to the fluctuating nature of the gazetted establishment, there is much greater need for a permanent record of what may be styled the inner history of cases than there is in England. There such a record is to a large extent preserved in the inherited memory of the department. Here it requires to be perpetually put into print for the use of novices at a later stage.

There is also another difference inseparable from our Indian system of government (though as I think absurdly exaggerated in practice) which must be borne in mind. I allude to the necessity for inter-departmental reference, so much greater in the case of an administration which undertakes many functions not ordinarily associated with Government, *e.g.*, the building and management of railways, than it is in the case of a Government organised like that in England. These references and counter-references cannot be dispensed with here, although I think it can be shown that they are at present pursued with needless prolixity and delays. Nevertheless they are a feature inseparable from the Indian system, for which due allowance must be made.

I will notice only one more difference, which is not without its effect in adding to the circumlocation of the existing system; *viz.*, the somewhat indefinite subdivision of responsibility in the Government of India between the Member of Council, who represents a Department, and the Secretary of the Department itself. In England a Department speaks only with one voice, and that the voice of the Secretary of State who is its Parliamentary Chief. In India the loyalty of the service, and the traditions of administration, have as a rule prevented anything like schism. But in theory there are two voices—that of the Secretary and that of the Member—in the case of any disagreement between whom the Viceroy is called upon to decide (a condition of affairs that has no parallel in England). Whether this position be ideally right or the reverse, it is one that does not tend to the contraction of official noting upon cases, but rather to the reverse.

Of similar effect is another feature of the Indian system, unknown at home, and in my judgment, susceptible of reform here, *viz.*, the practice by which Members of Council, largely owing to conditions of accommodation, &c., for which they are not responsible, frequently do their business and write their Minutes at a distance from the office of which they are the responsible heads. This means in nine cases out of ten a Note from the Secretary and a subsequent Note from the Member, a certain amount of time being consumed while the file is being conveyed from the one to the other, and while the two Notes are being written. In England where a Secretary of State is daily in his office, this stage is constantly dispensed with by a few minutes' conversation between the two parties. I should like, as is known, to see a further development of this most sensible practice in India.

There is one alleged difference between Indian and English standards which I only note in passing, in order to dispute the value of the pretensions which are based upon it. It is said that Secretaries, Deputy Secretaries, Under Secretaries, and Assistant Secretaries in India must write in order to prove their mettle: that only by so doing can they vindicate their abilities to the Secretary of the Department and in the last resort to the Viceroy; and that if they did not thus exercise their faculties, the faculties themselves would remain untrained, and their owners would not qualify for the higher positions which they may hope at a later stage to fill. There is some plausibility in this plea. But I decline to accept it on more grounds than one. Firstly, official noting is designed as a help to the authority finally called upon to decide, not as a drill ground for raw recruits. Secondly, the promotion of the latter

in due ratio to their abilities and deserts, will not, in any properly organised system, depend upon the facility or even the acumen with which they may have written, but upon the opinion formed and recorded of them by their official superior, the Secretary of the Department. Thirdly, the Secretary will, under the system which I shall presently explain and recommend, give as full an opening as is required by the circumstances of the case to the young lions of his department. Fourthly, writing is not the main or final test by which we promote our young men in England; nor is there any reason why it should be or have become so here. A young man is far more likely to learn the formation and the expression of sound judgments by studying the performances of his seniors than by prematurely experimentalising himself.

With these remarks on the differences between the English and Indian systems, which must not be forgotten in any attempt to deduce conclusions from the experience of the one for the advantage of the other, I pass to an examination of the Indian system as it has so far come under my notice.

I.—Method of keeping and circulating papers.

The Government of India has only arrived at its present system after trying and discarding several others. The history, as traced from the practice of the Foreign Department, has been as follows:—

- (1) Originally all papers were kept in MS. and were folded in four, and docketed on the outside back. During this period there seems to have been very little noting. What there was appears to have been appended in separate covers or little books.

I may mention that this system of folding is still adopted in the Foreign Office in London. The MS. despatch, invariably written upon a light blue foolscap sheet, is upon arrival folded into four, docketed, noted upon the back of the sheet by a clerk or Under Secretary (unless a note of unusual length requires to be written—in which case minute paper of corresponding shape and size is employed, and the Note is appended), and is then submitted to the Secretary of State, who initials the Note if he approves, or writes his own instructions if he does not.

Each paper or despatch therefore carries upon its own back the orders passed upon it. The despatch itself is subsequently printed on a single sheet, as one of a series, and these are bound up yearly, or more often, into volumes. None of the Notes or orders issued upon the despatch are ever printed. Should reference to them be necessary, to illustrate or to explain the history of a case, the particular folded despatches are picked out from the file, placed together in an elastic band, and submitted for perusal. Whereas in India we preserve the humblest effort of a clerk: the order of a Secretary of State and even of a Prime Minister in England are not recorded in print.

I do not propose to advocate the re-introduction of this system of folding in India, nor the introduction of this system of quasi-marginal and unprinted noting; the former, because paper perishes more quickly in the Indian climate, and a folded document soon becomes frayed along the folds; the latter, for the reason already mentioned, namely, that, owing to the personnel of our departments, printed records are more necessary here than in England. I may, however, say that both for the expeditious discharge of business and for ease of reference, it seems to me the best system that I have so far seen.

- (2) The next stage in the evolution of our papers was from 1863 to 1869. During this period they were for the first time printed, but still folded in four.
- (3) From 1870 to 1882 folding in two (the papers being folded longitudinally down the centre) was the practice. During this period the Notes (called, at least in the Foreign Department, K-W. or Keep-with) were separately printed; and the sheets containing them were, as now, pre-fixed to the Official Proceedings, when the latter were bound together. During this simple and Saturnian age however (for it is only since then

that corruption on a large scale has set in), there were four particulars in which the system differed materially from that which now prevails, greatly to the discredit of the latter. (A) No one noted, or at least the Note of no one was finally printed, except a Secretary of Department, a Member of Council, or the Viceroy. The new criterion of Government, according to which men can only qualify for promotion by writing, had not then been discovered. (B) These Notes were of the briefest and most business-like dimensions. (C) What are now treated as demi-official communications, and separately collected, were included in the K-W., with the Office Notes. (D) Office numbers, figures, hieroglyphics, précis, paraphrases, dockets, were unknown. In one section of the print were the Proceedings duly numbered. In the other or K-W. were the printed Notes with corresponding numbers. The Notes had no connecting link with the Proceedings, beyond the numbers. This was slight, but sufficient.

- (4) From 1882 onwards the Flat File system was adopted, under which the papers were laid, unfolded, upon each other, both as originally received in MS., and as ultimately bound up in print. This was a salutary change, and one which is not now likely to be departed from. Unfortunately, at the same time or soon after, were sown the first seeds of that fatal malady that has ever since increased and tightened its hold upon its victim.

The Flat File system is that adopted in the India Office and Colonial Office (and I believe in the majority of the Offices) in London. But there is this difference. The Notes upon each paper are in the London Offices written in the first place, and subsequently either typed or printed, upon sheets corresponding in size to the paper received, and are affixed to it by a tag. Each paper therefore carries its own Notes or instructions, not actually upon its back, as in the case of the Foreign Office papers, but attached to it. This I believe to be the best system where an office is independent and self-sufficing. I understand that the main drawback to its adoption here is that we send home from time to time our Official Proceedings to the India Office, and that there is convenience therefore in keeping them, both in MS. and in print, separate from the Notes or K-W. There is also perhaps some convenience in our system, for the rapid tracing of the departmental history of any case that has extended, as do most Indian cases, over a long period of time.

As regards the method of folding and preserving papers here, I do not recommend any departure, in main principles, from the existing system. But I think that it would be to the convenience of the Departments, and certainly of Members of Council, if in circulating the files attention were paid to the following points, individually insignificant, but collectively providing a perceptible relief:—

- (i) All files should have a board at the bottom (as generally supplied).
- (ii) The tapes attached to these boards should not be of the flimsy and breakable type in use in most of the Departments, but the stouter sort, in use in the Public Works Department.
- (iii) When a file attains any size or weight a strap should be employed to hold it together for submission. This strap should be of better make, less stiff and coarse, and with shorter and sharper prongs to the buckle, than that in common use here. A sample, as employed in the India Office, London, will be sent round to each Office.
- (iv) A despatch sheet or card with the title of Department concerned printed at the top, and the subject-matter written legibly across the sheet, must be placed upon the top of every file, immediately inside the tape or strap, so that the Viceroy may see at a glance, without undoing the tape or strap, what are the Department and the subject concerned. Copies of those in use in Foreign Department can be procured.
- (v) Blank sheets for noting by the Viceroy should invariably be attached to the MS. Notes or K-W. Cases are constantly occurring, in which

owing to departmental carelessness, no such sheets are attached. The Department, after expanding itself over pages of MS., only leaves the Viceroy room to give dumb witness by his initials to their lucubrations.

- (vi) The system of Linked Files is (though in rare occasions necessary) a cumbrous system, and has been greatly abused. I am constantly having enormous Linked Files submitted to me which, having perhaps started from different points, have gradually converged, until both contain the same papers, and discuss the same problem. This is perhaps inevitable, e.g., in a case where the Military and the Foreign Departments are engaged in discussing a case which may have a military as well as a political aspect. But in the majority of cases the separation and linked presentation of the files are only a nuisance which a little forethought might avoid. An intelligent selection of the papers required from both files by the Deputy Secretary, and their submission with an explanatory Note, would probably save the Viceroy many a quarter of an hour of valuable time.
- (vii) Similarly, with reference not only to Linked Files but to any file, there is no necessity to submit to the Viceroy, or I should imagine to any Member of Council, prodigious files which start almost from the commencement of time. Such a system would bring the work of the Foreign Office in England to a standstill in 24 hours. When I was Under Secretary there, I frequently had in the course of a single day to read from 50 to 100 despatches or papers relating to different subjects. These came round to me in boxes, with the few previous papers, required for the understanding of each, attached to them by elastic bands. Had each paper carried upon its back, like a snail, its entire official history and tenement, a regiment of porters would have been required to carry to and fro, between the Foreign Office and the House of Commons, the preposterous burden. Why cannot a similar intelligence, in selection and in reduction of burden, be exhibited here? Why cannot the vast mass of the file be left in the Department, and the necessary papers alone be sent? Of course the Secretary would be held responsible; and if he omitted essential papers, the blame would fall upon him, or upon the particular subordinate to whom had been delegated the selection. But such a responsibility is after all only a feature of any and every departmental system. I remember a case here in which there was circulated to Members of Council, prior to its being mentioned there, an Inland Steam Vessels Act. The papers constituted a file nearly a foot high, with which *chuprassis* struggled about Calcutta for a week.

II.—Noting on cases in the Departments.

Here I come to the main abuse and scandal of the present system. I have already pointed the contrast between the practice now in vogue, under which everybody from a clerk to a Member of Council paraphrases, initials, notes, or recommends, and is handed down to posterity in print—and the sensible system that prevailed in the days of Lord Mayo and Lord Northbrook. The present system has the following obvious drawbacks. Firstly, people write who have no business to write. Secondly, a case is delayed for days and sometimes for weeks in a department (and *a fortiori* still longer in cases of inter-departmental reference), while it is passing through this dismal ordeal of irresponsible loquacity. Thirdly, in the wilderness of diverse opinions, its original proportions and point are eventually lost to view, until no one is able to say what is the issue, or at what stage it has arrived. I have myself had to pick out unsolved cases, which have been literally buried under the superincumbent mass of writing, and would, unless disturbed, have lain mummified in the departmental tomb, until one day accidentally unearthed by a later generation. Fourthly, all these opinions, disquisitions, trivial departmental stages, and even initials of clerks, preserved as they are in print, swell the volume of our official records to a point at which the Notes far exceed the Official Proceedings in bulk and length; and must, in the long run, require a library like that of the British Museum to contain them. I

will give, before passing on, an illustration of the prolixity of the existing system. A Despatch from the Secretary of State arrived in one of the Departments of the Government of India in my predecessor's time. It covered $3\frac{1}{2}$ pages of print. After being somewhat gingerly touched by a few clerks, it was taken in hand by an Under Secretary who paraphrased it (with glosses and readings of his own) in $1\frac{3}{4}$ pages of print, and then added a Note recording his own opinions in $4\frac{1}{2}$ additional pages of print. This brave example was eagerly followed by his colleagues in an ascending scale; and by the time the Viceroy and Members of Council had noted upon it the recorded Notes amounted to 28 pages of small print, as compared with the $3\frac{1}{2}$ page of large print from the Secretary of State which had provoked this lamentable effusion. I need hardly add that no final decision was arrived at; and that the case was one of many left over to me for settlement. I am glad to think that we settled it with less than half a dozen more pages of print, followed by an hour's discussion in Council.

I now turn to the remedies. They are based upon the old practice of the Indian Government, upon the practice of the London Departments, and upon what I should imagine to be the practice of every sensible Government in the world. This practice rests upon the simple principle that the Head of the Department (here styled Secretary, in England Permanent Under Secretary) is officially responsible for the presentation to his Chief (in India a Member of Council and ultimately the Viceroy, in England a Secretary of State or other Minister, and ultimately the Prime Minister) of the case upon which the latter is required to decide. In the preparation of the case, he may employ at his own discretion the industry or abilities of his own subordinates, be they clerks or Under Secretaries; he may even delegate his responsibility to one or other of them, signifying his own assent by appending his initials.

But this discretion must have obvious limitations. There must be a limit to the number of subordinates who are permitted to note, the selection being determined not by their grade in the official scale, but by their aptitude to deal with the particular question under notice. Secondly, the reference to the ultimate authority must not consist of a jumble of heterogeneous and discordant opinions, out of which he is called upon to pick one for himself. The manner in which I would apply this principle to our Indian practice is as follows:—

(i) When the question of noting was discussed in 1895, a great deal turned upon the question as to the side of the page upon which clerks or gazetted officers should sign their initials, and as to whether the higher officials should sign their initials or their names. The principle that I would desire now to establish is this; that from the Office there should come up to the administrative ranks but one Note. Let the Superintendent select which clerk he pleases to write it. If he approves of the note, let him pass it on with his initials. If he disapproves, let him have it revised or modified, or let him substitute for it a Note by himself. When the paper has passed to the gazetted officials, as a general rule not more than two of them (including the Secretary) should note upon it before passing it on to the Hon'ble Member. The Secretary will doubtless select whichever of his subordinates he pleases to write the preliminary Note, or the selection will be made automatically by the sub-division of labour in the Department. I have said 'as a general rule,' and I think that it should be of almost universal acceptance, but I would not exclude the possibility in exceptional cases of three Notes, though I hope that such a contingency may very rarely occur.

(ii) Précis and paraphrases should only be adopted on a very limited scale. If the letter or despatch under examination is one of a character and importance that are certain to require its perusal by the higher officials and ultimately by the Viceroy, it will, in nine cases out of ten, be unnecessary to précis or paraphrase it at all. The subject-heading will indicate the general character of its contents. Only in the event of the document being one of great length or complexity, may a précis of its proposals or contents, for sake of convenience, be required. Occasions will also occur from time to time when a précis, either of the facts or of the previous history of a case, may be useful in order to avoid much

reference to old files, and to create, so to speak, a fresh starting point. Similarly, with regard to paraphrases, no higher official requires a paraphrase, much less a sequence of paraphrases, by subordinates, of a letter which he is bound to read himself. Still less does he want to know (though he is often now invited to read) what his subordinates think was, or may have been, in the mind of the original writer. He requires references to precedents, to former papers, and so on, and suggestions for action. Another vice of the present system is the habit of reproducing verbatim in the Notes entire extracts from the letter or despatch under discussion. This is entirely unnecessary and should be discontinued.

- (iii) The rule should be of universal acceptance, that when at any stage an official agrees with the preceding Note or recommendation, he should append his initials (and date) and nothing more.
- (iv) Cases are constantly occurring in which, even without superfluity or delay in noting, a paper will take several days in passing through a department, simply owing to a want of elasticity in the interpretation of the existing system. An official who is seated in one room, will keep a file lying on his desk one or two days, and then initial it, and pass it on by a *chuprassi* to another official seated next door, who will treat it in similar fashion. I was asked the other day by a Local Government whether I would sanction the journey of a Native Prince to Europe. The application reached the Department on May 12th. The Chief proposed to sail on the 20th. The file, after a leisurely and uneventful procession through the office chambers, reached me on the night of the 18th, too late to make permission of value, or refusal possible. If the officials of the departments would only remember that they live in the same building, and would in cases demanding early decision (and I may add in many others) substitute a few words of conversation with each other for the pedestrian procession of the files, they would greatly expedite the despatch of business.

III.—Inter-Departmental reference.

- (i) The last remark applies with even greater force to the references that, under our complex system, are inevitable from one department to another. In the event of any difference of opinion between the two, each is disposed to act as if it were the inhabitant of a separate planet, firing off its missive to another world; whereas the offices, from which this interchange of former compliments proceeds, are usually within a few yards of each other, which might be traversed in a few moments by the rival correspondents, who might in a few minutes settle a matter that otherwise drags its weary course along for months. I will give an illustration that has occurred in my time. There was a question as to whether a Colonel W. was or was not deserving of promotion, and whether the unfavourable comments of the Provincial Government upon his capacities should or should not be communicated to him. It entered the Departments in December 1897. It came up to me for decision in February 1899. In the interval the departmental Notes had amounted to 53 pages of print.

The same sort of official pedantry appears to prevent a settlement, by meeting and conversation, of any question upon which an acute controversy has arisen between two Departments, or between their official heads. I have more than once, in commenting upon these displays, employed the simile of Lawn Tennis or Badminton, and I repeat it here. When once the Departments have, so to speak, got their flannels on and the game has begun, they appear to lose sight of all other considerations but that of keeping up the ball or the shuttle cock (and as a rule, the latter is the fairer parallel) over the net, while the faithful official marker calls out the strokes and records them (in print) for the admiration of later ages. I had a case the other day, in which the Secretary

of State had, in June 1897, invited the Government of India to express an opinion as to a change in the marking of their confidential maps. From that date until May 1899, the rally was heroically sustained, and might, but for an accident, have gone on till the crack of doom. Can we not in our Departments abandon this system? In England if the Foreign Office disagrees with the Colonial Office, the Permanent Under Secretary of the one puts on his hat and walks across the quadrangle to discuss the matter with the corresponding official of the other. If they fail to come to terms, the two Secretaries of State meet and talk it over. They do not pursue for months an exchange of vocal amenities from the rival house-tops.

- (ii) The rules that I have already suggested for the conduct of any one Department, in respect of noting, will of course equally apply, but with increased economy of time and space, in cases where more than one Department is involved. I had a case before me concerning the supply of winter great coats to the Khyber Rifles. After the usual departmental formulas had been gone through, I referred it back for some additional information to the three Departments who were affected. It was returned to me with fourteen separate and distinct opinions! There is a further abuse in the same connection which is capable of easy correction. Where a case is being bandied to and fro between different departments, after the officials of the first have had their say, and the officials of the second have commented upon the opinions of the first, the papers frequently go back to the latter, who then begin in the same old order commenting again upon the comments of the second; until presently the chain of argument and repetition reminds one of the nursery rhyme about the "house that Jack built." I suggest that in such cases the Secretary of the original Department alone should note upon the papers after they have been returned to his office.

IV.—Arrangement and Printing of Proceedings and Notes.

- (i) The papers of the Government of India (I believe in every Department) consist of two sections; the Official Proceedings, and the Office Notes. These are, under our system, kept distinct from each other, both in MS. and in print. I would not propose to interfere with this distinction. Some offices print the Notes first and the Proceedings afterwards, others *vice versa*. I think that a uniform system should be adopted; and, unless any good reason can be shown to the contrary, I would propose that the Notes should be printed first, since they are, in the majority of cases, a prelude to, rather than a sequel of, the official decisions recorded in the other section.
- (ii) The Notes, when printed, are in many departments called Keepwiths, and are designated as K.-W. This is part of the barbarous jargon that has grown up *pari passu* with a barbarous system. I see no reason why in the Government of India we should call ordinary things by any other than their ordinary names. I would therefore propose in future to designate K.-W. simply as Notes. In the Foreign Department I have further found the Index or Table of Contents of the separate volumes of papers, when bound up, variously designated as "Brief Subject," "List of Papers," and "Précis-Docket." As I see no reason for calling it by any other than its proper name, I have ordered this Index-page in future to be headed "Table of Contents."
- (iii) As each fresh letter, despatch or telegram, comes into the office, and is added to the MS. file, the heading or docket under which it is entered in the MS. Notes, prior to noting, is in the Foreign Department written in red ink. I dare say this is done in other offices. If not, I recommend it as a useful system of distinguishing the various stages of a case, as well as each stage in turn, from the MS. Notes upon it.

- (iv) I now come to a peculiarly malignant abuse of the present system, which is itself the outcome of a further, and equally culpable abuse, *viz.*, the extent to which official correspondence (I speak particularly of the Foreign Department) has become supplemented, and almost in many cases superseded, by private or demi-official communications. The privilege of private correspondence between officials in the Department and officers or persons outside is a valuable one, inasmuch as it places the former in possession of information which may be essential to the due comprehension of a case, but which it may be impossible, for various reasons, to include in the official letters or telegrams. But it is a privilege which is capable of being, and has been, greatly abused; and hence has arisen the question of how to deal with this sort of communications in the records of a Department. It has been solved by constituting a separate branch or sub-head of the K.-W.'s for demi-official papers. This branch requires again a separate index of its own. Accordingly, it has happened to me in studying a case, in a printed volume of our Proceedings, that in order to preserve the chronological sequence of discussion and decision, I have had to keep my fingers in three or four different places in the same volume, and to dart backwards and forwards, from one to the other, at what a cost of time and temper I need hardly say.

I lay down the proposition therefore, which cannot, I think, be disputed, that a demi-official, personal, or private letter, differs only from an office note in the fact that it is written by an official outside the Department and often at a distance, instead of by an official inside the Department at his desk. It must as a consequence be similarly treated; *i.e.*, it must, if printed at all, be placed not in a category apart, but in the Notes in the order of its arrival. The decision whether it should be printed, and if so how much of it should be printed, must rest with the officer concerned, subject of course to the decision of the Secretary. By this method there will be in every printed collection of papers in every Department, three sections only, (a) Table of Contents, with References to former and latter cases; (b) Notes; (c) Proceedings. There must be no extras of any description.

- (v) In printing both the Notes and Proceedings, it is possible to avoid a good many sources of subsequent confusion by always using the same type for the same thing, *i.e.*, one type for Notes, another for Proceedings, and again in each class, one type for headings, another for contents, and so on. At present all kinds of type are used promiscuously, according to what may be handy in the printing press at the moment. Similarly, in printing both the Notes and the Proceedings, all numbers, alphabetical letters, and purely departmental hieroglyphics, except such as may be essential for subsequent reference, should also be omitted. Too often a printed volume of our records is more of a puzzle than it is of a guide.

- (vi) I now come to the main cause of the plethora of print, as distinct from writing, from which our records suffer in so marked a degree. This is the preservation in print of any and every Note, mark, sign, date, or even initial—in a word of the inevitable but worthless ministerial routine of the Department.

In the conduct of all business there must be an immense amount of such surplusage. Under the Indian system, it is swollen at every point by the abuses which I have been describing. But its main and differentiating feature is this, that here alone, as I conceive, of all Governments in the world, is it accorded the honour of print. The Notes of our official volumes are augmented to three or four times their needful dimensions by long columns—I have often seen entire pages—of initials and dates, by the record of the passage of the case from Department to Department, by the questions asked by officials of their subordinates

(which ought to be sent round on a slip of paper instead of officially recorded upon the Notes) and by *banalités* of many and various types.

The reduction of this abuse was one of the questions that was only perfunctorily dealt with by the Committee of Secretaries in 1895. They recommended a strict enforcement of Rule XIV in the Rules of Business, which ran as follows:—

“References of no permanent importance, such as requests for former papers, should be made on separate slips, which should not be filed, but destroyed when done with.”

In the revised Secretariat instructions which were issued in August 1898, this rule re-appeared as No. 5 (3) in the following form:—

“References of no permanent importance such as requests for former papers, calls for proofs or drafts, orders to print, &c., shall be written on separate slips and destroyed without being filed.”

But it is obvious that this went neither far enough nor in the right direction. For what is wanted is not merely the destruction of routine slips such as those alluded to, but orders to prevent the printing of matter, which must appear upon the files, but which is not worthy of being printed. All that is wanted is that in every Department, some officer, responsible to the Secretary, shall, before the MS. file goes to the printer, run a blue or red pencil through the stuff that does not require reproduction in print. In this way we shall find that the bulk of our printed Notes will speedily be diminished by more than one half. I circulate for inspection an ordinary Foreign Department file, prepared under the existing system; and a revised proof of the Notes or K.-W. of the same as amended under the process that I am about to introduce. The length is thereby reduced from 11 printed pages to 4.

V.—Other aids to despatch.

I should like to invite the aid of my Colleagues and of the Secretaries in respect of any suggestions that they may care to make under the above heading, in addition to, or in corroboration of, the remarks which I am about to submit. Some check appears to me to be wanted in order to prevent the interminable delays that now occur, and the complete oblivion that is apt to overtake Departments as to the whereabouts, or fate, or future of cases in the course of their departmental career. These delays and this carelessness occur—

- (1) in the cases of answers to communications from the Secretary of State—concerning which I am continually receiving telegrams, couched in the following terms: ‘When may I expect an answer to my telegram or despatch of such and such a date?’
- (2) in the case of questions that are pursuing their weary pilgrimage through the departments;
- (3) in the case of questions that have been referred to a Local Government but have not returned therefrom. Let me give an illustration of the latter. I was called upon not long ago to give a decision affecting certain canal rates in one of the Provinces. The question had originally been referred to the Government of India in October 1892. It had then been sent to the Local Government with whom it had remained, without reminder, or rebuke, for 3½ years. After returning from this long holiday, it had then wandered like an uneasy spirit through the Departments of the Government of India for another 3 years, until at length in April 1899 it came up to me to be exercised and laid.

Now in all these cases, there ought to be some practical, and not merely illusory, check. I know that in each Department some sort of statement is drawn up quarterly, or perhaps at other intervals, of the cases in the Department, of the orders that have been issued upon them, and of the present stage of their wandering. But clearly this check must at present be what I call an illusory check, since it does not prevent cases like that which I have just mentioned, and which is only one among many that

come under my own notice. My impression is that these quarterly statements, which are drawn up by clerks and are, I believe, divided into classes for submission to the Secretary and Deputy, Assistant, and Under Secretary, severally are either only glanced at or are completely ignored by them, a convenient initial being substituted for a *bond fide* scrutiny. I cannot dogmatise upon such a question as this; but having indicated what I believe to be the evil, I shall be grateful to the Secretaries if they will submit to me what their experience suggests to them as the remedy.

I have now completed what I have to say upon this branch of the question. At a later date I shall submit another Memorandum to my Colleagues upon an abuse, equal in intensity and even more pernicious in its results than over-writing inside the Secretariats, upon which I have here been commenting—*viz.*, over-writing, not of Notes but of reports, in every branch of the Local and Imperial Governments. But for the moment I confine myself to the Departments of the Supreme Government with which we are here officially connected. This is a long Note; but a long Note has been required to deal with an abuse of such long standing; nor if one long Note from a single Viceroy has the effect of saving many scores and hundreds of long notes from hardworked subordinate officials in the future, will its length have been wasted. The reforms that I have indicated, I can undertake to carry out—in fact most of them are already in successful operation—in my own, *i.e.*, the Foreign Department. While I could impose them by a ukase, it is obvious that it would be out of my power to supervise their enactment, still less to ensure their ready acceptance, in the other Departments of the Government of India, without the cordial co-operation both of my Colleagues and of the present and future Secretaries of those Offices. I invite this co-operation, in the interests, not merely of Members of Council whose work may be somewhat lightened by more reasonable and business-like methods; nor merely of the Departments themselves, though I believe that when a better régime has once been fairly started, it will prove to be of incalculable relief to them; but for the sake of the efficiency of British administration in India, in which from the Viceroy to the humblest clerk, we are all engaged, and which is being seriously and detrimentally affected by a continuance of the existing indefensible system.

May 24th, 1899.

CURZON OF KEDLESTON.

SECRETARIAT INSTRUCTIONS.

Duty of Secretary to see that cases are complete.

Power for Secretary to call for further information.

Method of keeping and circulating cases.

1. It shall be the duty of the Secretary in the Department to which the subject belongs, to submit every case which he is not, by the practice of the Department, competent himself to dispose of, in a complete form, ready for orders, to the Governor-General or the Member in charge of the Department, as the case may be.

Explanation.—For the purposes of these Instructions the expression "the Department to which the subject belongs," has the same meaning as in the Rules of Business made under section 8 of the Indian Councils Act, 1861. (24 & 25 Vict., c. 67.)

2. If a case is received in the Department to which the subject belongs, in an incomplete form, the Secretary may call for the information necessary to complete it before submission to the Governor-General or the Member in charge, as the case may be.

3. (1) All cases shall have a board at the bottom.

(2) The tapes attached to these boards shall be of the prescribed stout pattern.

(3) When a case attains considerable size or weight, a strap of the prescribed pattern shall be employed.

4. When cases are sent to the Viceroy, a despatch sheet of the prescribed pattern, with the title of the Department concerned printed at the top and the subject-matter written very briefly in large legible characters across the sheet, shall be placed on the top of every file between the tape and the flaps of the file board; and sufficient blank sheets for noting shall be attached to the Notes.

5. The linking of cases shall, as far as possible, be avoided. Linked cases may occasionally be necessary. But cases should be consolidated, whenever practicable, into one bundle by an intelligent selection of papers and arrangement of Notes.

6. In submitting cases, only such previous papers shall be placed in the file as are relevant to the question under discussion. The office may put up any papers which they think it likely that officers may wish to refer to; but the Secretary shall arrange that at some stage before any file is sent to the Viceroy or the Member of Council or to another Department, all papers not really required are removed.

7. (1) The previous papers put up with a case should be chronologically arranged, the latest being at the top and the earliest at the bottom of the file.

(2) Lettered or numbered slips may be pinned on previous papers referred to in the Notes, the letter or number being quoted in the margin in pencil. But not more than one slip shall be attached to the same collection or volume: the reference to any particular part being made by quoting the record number in, or page of, the collection or volume.

8. Above the previous papers shall be placed the current correspondence, which should be strung together in chronological order upwards, the latest letter being at the top. With this arrangement it will not be convenient to assign serial numbers to the pages of the whole correspondence; but a serial number will be entered on each paper, as received, in pencil or chalk, and each paper will have its pages numbered separately, also in pencil or chalk. These numbers are required for reference only while the file is current. Above the current correspondence shall be placed the Notes.

9. The subject of the first current paper in a file shall be entered in red ink on the form used for the first sheet of the Notes: the subject of any subsequent paper (receipt or issue) shall be entered in red ink, not on a separate sheet in that form, but in chronological order in the Notes.

Noting on cases.

10. (1) Every Note shall be legibly written upon paper of foolscap size, with a quarter margin, and only on one side of the page.

(2) Merely "Routine Notes," such as requests for previous papers, calls for proofs or drafts, orders to print, &c., shall be written on separate slips to be destroyed without being filed.

(3) In every case referred by one Department to another, the Notes written in the Department referred to shall be on separate sheets from the Notes written in the referring Department.

11. All Notes shall be temperately written and free from personal remarks. If apparent errors in the Note of a Member in charge of another Department have to be pointed out, special care must be taken that the observations are courteously expressed, and do not extend to the criticism of the opinions he has expressed as apart from the facts.

12. When a case is submitted for orders, it shall not contain more than one Note from the office, the Superintendent of the Branch or Section re-writing or modifying the Note of the clerk if he cannot accept it. The office Note may be similarly treated by the first officer to whom the case is submitted, if he thinks fit.

13. When the case has passed to the gazetted officers, not more than two of them (including the Secretary) shall, as a general rule, note upon it before passing it on to the Honourable Member. In the case, however, of Departments with several Branches through which a case must necessarily pass, this limit cannot be enforced; but only one Note, as a rule, shall be recorded in each Branch.

14. It shall always be assumed that the paper under consideration will be read by the officer to whom it is submitted. Consequently no paraphrases shall be permitted in the Notes. A précis of the contents of a single paper shall only be made when it is of great length and complexity, and neither such a précis, nor a précis of the contents or history of a file, shall ordinarily be prepared with the orders of an officer.

15. In some cases perusal of the paper under consideration will be sufficient, and nothing is required beyond a brief suggestion for action. When a Note is required, it should be a statement of the case showing, more or less in detail, according to the importance and stage of the case, the question for consideration, the circumstances leading up to it, the rules and precedents bearing upon it, and suggestions for action. The reproduction in a Note of verbatim extracts from the letter or despatch under consideration should ordinarily be avoided.

16. When an officer agrees with the preceding Note or recommendation, he shall append his signature and nothing more. Marginal Notes, or Notes to emphasize special points, may, however, be made.

17. To facilitate the rapid passing on of cases, and especially in cases of emergency, full use shall be made of personal communication between officers of the same Department. The Secretary in each Department should encourage his subordinate officers to bring up cases for advice, discussion or disposal. Formal registration to show the transmission of cases from one officer to another within the same Department is unnecessary.

18. A draft despatch, letter, resolution, notification or telegram, as the case may be, may be prepared at any stage of a case if it appears that the consideration and disposal of the case would be facilitated by submitting it with a draft.

19. In cases of inter-departmental reference the Department of origin shall state, with as much precision as possible, the specific point or points in respect to which reference is made, and the Department referred to shall avoid unnecessary repetition in its Notes of anything sufficiently stated in the Notes of the Department of origin.

20. When a case has been referred to and returned from another Department, and a difference of opinion between the Departments is disclosed, personal discussion shall, if possible, be substituted for further noting; and in any circumstances no more than one further Note shall be recorded in either Department.

21. If a Member desires to refer a case in the Department of which he is in charge, to another Member personally, for formal opinion, he shall obtain the consent of the Governor-General before doing so.

Inter-departmental reference.

Personal references to Members.

Notes sent to another Department not to be referred outside Secretariat without consent.

22. (1) Notes written in one Department and sent to another shall be treated as confidential and shall not be referred to any officer outside the Secretariat except with the general or specific consent of the Department to which they belong.

(2) Where a general consent has been given to the reference of Notes to an officer outside the Secretariat, such consent shall not be construed to cover such a reference when the papers are marked "Confidential," or in cases—

- (a) affecting the excepted officer personally, or in which his official conduct is under consideration; or
- (b) in which the emoluments or allowances of any subordinate of the excepted officer are discussed.

(3) The officers, in regard to whom a general consent to the reference of Notes by the Departments hereinafter indicated has been given, are the following:—

(A) *Home Department.*

- (i) General Superintendent of Operations for the Suppression of Thagi and Dakaiti; and
- (ii) Chief Inspector of Explosives.

(B) *Revenue and Agricultural Department.*

- (i) Inspector-General of Forests;
- (ii) Surveyor-General of India;
- (iii) Inspector-General, Civil Veterinary Department; and
- (iv) Meteorological Reporter and Director-General of Indian Observatories.

(C) *Foreign Department.*

- (i) General Superintendent of Operations for the Suppression of Thagi and Dakaiti; and
- (ii) Inspector-General, Imperial Service Troops.

(D) *Department of Finance and Commerce.*

- (i) Comptroller-General;
- (ii) Comptroller, India Treasuries;
- (iii) Director-General of the Post Office;
- (iv) Commissioner, Northern India Salt Revenue; and
- (v) Director-General of Statistics.

(E) *Military Department.*

- (i) Adjutant-General in India;
- (ii) Quarter Master General in India;
- (iii) Principal Medical Officer, Her Majesty's Forces in India;
- (iv) Director-General of Ordnance in India;
- (v) Director-General of Military Works;
- (vi) Commissary-General-in-Chief;
- (vii) Director, Army Remount Department; and
- (viii) Director, Royal Indian Marine.

(F) *Public Works Department.*

Director-General of Telegraphs.

(G) *Any Department.*

- (i) Director-General, Indian Medical Service, and Sanitary Commissioner
- (ii) Advocate-General, Bengal;
- (iii) Standing Counsel to the Government of India; and
- (iv) Government Solicitor, Calcutta:

Provided that no Notes shall be referred to the Advocate-General, the Standing Counsel or the Government Solicitor except on the order of an officer not below the rank of Secretary, and that no Notes, other than those of the referring Department shall be so referred without the consent of the Department to which they belong.

Record and printing of Proceedings and Notes.

23. When papers are recorded in Proceedings, a "Table of Contents" shall be added to the record. This may, however, be omitted in cases which are not recorded in A. Proceedings, if there are only one or two papers. Each recorded collection will thus ordinarily contain in the order named—

- (a) a Table of Contents, with references to former and later Proceedings;
- (b) the Notes on the case, with appendices to the Notes should they be found necessary in exceptional cases; and
- (c) the official Proceedings.

The record numbers of the official correspondence shall be entered in the margin of the Notes opposite the statement of the subject of each paper.

24. Précis and Notes shall not be entered in the official Proceedings of the Government of India, save by the express direction of the Governor-General.

25. (1) There shall only be one set of Notes, though occasionally it will not be convenient to run all the Notes into one set, and appendices containing Notes or information on subsidiary points may be necessary. Demi-official communications, when not ordered to be brought on the official record, shall, if preserved at all, be treated as Notes and incorporated therewith.

(2) When Notes are printed either after the disposal or during the currency of a case, much matter referring to the routine progress of the case may be omitted as unworthy of print. All Notes and initials of a routine nature, dates and numbers of unofficial references and the like shall be struck out before sending to Press.

(3) Before printing the Notes for permanent record, they shall be carefully edited by some official appointed by the Secretary of not lower standing than the Superintendent of a Branch or Section, who will see that everything not of permanent value is omitted. This official may also, under the general or special orders of the Secretary, cut out considerable portions of the Notes, substituting, if necessary, a short explanation showing the course of the case at that stage.

26. (1) The printing of the different parts of a collection of Proceedings shall be in the different kinds of type prescribed by the Financial Department.

(2) In the printed Notes attached to the collections of Proceedings, the name of the Governor-General, Member or Secretariat officer, as the case may be, shall be printed in full at the foot of each Note written by him. In the case of a Note written by the Governor-General or by a Member, the letters after the first letter of the surname shall be enclosed in brackets, so that such Notes shall be readily distinguishable from minutes.

27. (1) Where a paper, which has been printed, is required for information or reference, a printed copy, and not the original, shall, in the absence of orders to the contrary, be submitted.

(2) Where a paper, which has been printed, concerns more than one Department, a sufficient number of copies shall be sent by the Department, by which it was printed, to each of the other Departments concerned.

28. Every Department shall maintain lists—

- (a) of unanswered communications from the Secretary of State;
- (b) of unanswered communications sent to other Departments, persons or Local Governments; and
- (c) of unofficial references which have not been returned.

Such lists shall be submitted periodically for orders, to a gazetted officer, at convenient dates to be fixed by each Department.

Additional aids to despatch.

29. In the case of both Local Governments and other Departments reminders shall take the form of a distinct inquiry as to the cause of delay and the prospects of the case; and the reminder shall be returned with the information required within a time to be specified thereon.

30. (1) The Secretary in each Department shall be responsible that no case, the subject of which belongs to the Department, shall be brought before a meeting of Council without having been previously seen by all the Members:

Council cases.

Provided that this rule may be relaxed in cases of special urgency at the discretion of the Secretary, such discretion being exercised with due regard to the inconvenience likely to be occasioned by any ill-considered departure from it.

(2) Where time permits and the case is of sufficient importance, printed copies of the papers and Notes connected therewith shall, prior to the meeting of Council before which the case is to be brought, be distributed by the Secretary to the Governor-General and all the Members, and the copies so received shall ordinarily be returned to the Secretary by the Members as soon as the Order in Council on the case has been made.

31. (1) Every telegram to the Secretary of State shall, unless it relates only to matters of routine or matters of fact, be submitted to the Governor-General before issue. A copy of every telegram to the Secretary of State shall be sent after issue to the Private Secretary.

(2) Every despatch to the Secretary of State shall be submitted in draft to the Governor-General or the Member in charge of the Department to which the subject belongs, as the case may be, unless the Secretary is, by the practice of the Department, competent himself to order the issue of the draft.

(3) The circulation for signature of every despatch to the Secretary of State shall, except in cases of urgency, commence, if possible, six days before the departure of the mail, in order that each Member may have leisure to study it and the papers connected therewith. Such papers, if the subject is one of importance or interest and has not been brought before a meeting of Council, shall be circulated along with the despatch.

(4) Every despatch to or from the Secretary of State issuing from, or received in, the Foreign Department shall be circulated as promptly as possible, first, to the Governor-General for signature or perusal, as the case may be, and, then, to all the Members in the most convenient order with regard to their places of residence.

(5) Every despatch to the Secretary of State issuing from any Department other than the Foreign Department shall be circulated for signature, first, to the Member in charge, then to the other Members in the order aforesaid, and, finally, to the Governor-General.

(6) Every despatch from the Secretary of State received in any Department other than the Foreign Department shall be circulated as promptly as possible, first, to the Member in charge, then to the Governor-General, and, finally, to the other Members in the order aforesaid.

32. Every despatch to the Secretary of State issuing under section 28* of the Government of India Act, 1858 (21 & 22 Vict., c. 106), shall be enclosed in double covers, the inner cover being marked "Secret" and addressed to the Secretary of State by name.†

33. (1) The Secretary in each Department shall be responsible for the correctness of the enclosures to every despatch to the Secretary of State issuing therefrom, and for the correctness of all papers sent therefrom for publication in the Gazette.

* The section referred to is as follows:—

"28. Any despatches to Great Britain which might, if this Act had not been passed, have been addressed to a secret committee of the Court of Directors, may be marked 'secret' by the authorities sending the same; and such despatches shall not be communicated to the members of the Council, unless the Secretary of State shall so think fit and direct."

Section 20 of the East India Company Act, 1793 (33 Geo. 3, c. 59), took power for the appointment of a secret committee of directors, and section 24 provided that—

"When any of the governments or presidencies in India shall be of opinion that any of their despatches to Great Britain concerning the government of the said territories and acquisitions, or the levying of war or making peace, negotiations or treaties with any of the native princes or states in India, shall be of a nature to require the same to be kept secret, it shall be lawful for the said governments or presidencies respectively to address their despatches requiring such secrecy under cover, sealed with their seals, unto the said secret committee of directors of the said company for the inspection of such committee, and that immediately upon the arrival of such despatches so addressed, the said secret committee of directors shall deliver the same or copies thereof to the said board" (i.e., the Board of Commissioners for the Affairs of India)."

Section 36 of the Government of India Act, 1833 (3 & 4 Will. 4, c. 85), subsequently provided for the despatch by the Board of Commissioners for the Affairs of India through the secret committee of directors on matters which seemed to the board to require secrecy.

† Secret despatches to the Secretary of State are transmitted from the Department to which the subject belongs, even in cases where, if they had not been secret, they would have been transmitted from the Department of Finance and Commerce.

Telegrams to, and despatches to and from, the Secretary of State.

Secret despatches to Secretary of State.

Enclosures to despatches to Secretary of State and Gazette publications.

(2) The enclosures to every despatch to the Secretary of State shall be numbered and a correct list of them prepared; and either the enclosures themselves or the list shall be signed by the Secretary or, under the Secretary's instructions, by an officer not below the rank of Assistant Secretary.

(3) All papers sent for publication in the Gazette shall be signed by the Secretary or, under the Secretary's instructions, by an officer not below the rank of Assistant Secretary.

34. A copy of every despatch to the Secretary of State respecting intended legislation in the Council of the Governor-General shall, when issued by an Executive Department, be forwarded to the Legislative Department for record.

35. Every letter addressed to an Ambassador or Minister of Her Majesty or to a Foreign or Colonial Government shall be signed by the Secretary in the Department to which the subject belongs.

36. Where papers are communicated to Local Governments or to the public, all matter indicating the existence of a difference of opinion in Council shall be removed, unless the consent of the Governor-General to its retention is first obtained.

37. (1) The Secretary in each Department shall be responsible for the careful observance therein of these Instructions.

(2) Where a Secretary considers that there has been any departure from these Instructions, he shall personally bring the matter to the notice of the Governor-General.

For the purposes of these Instructions, the expression "Secretary" shall include a Joint Secretary, and any of the functions of a Secretary, otherwise referred to in the proviso to Instruction 22 and in Instructions 35 and 37 with the approval of the Governor-General or the Member in charge of the Department concerned, as the case may be, be discharged by a Deputy Secretary.

The 10th July 1899.

(Signed) A. H. L. FRASER,
Offg. Secy. to the Govt. of India.

Telegram from the Government of India (Home Department), dated 14th September 1899, No. 2067.

Telegram from the Government of India (Home Department), dated 11th October 1899, No. 2318.

ORDER—No. 1200, Public, dated 23rd October 1899.

The Government of India will be addressed and a copy of the letter to that Government will be communicated to all departments of the Secretariat for information.

[Here enter letter No. 1201, Public, dated 23rd October 1899.]

(True Extract.)

G. STOKES,
Chief Secretary.

To all departments of the Secretariat (with copy of letter).

Ed. A. F. Eccleston.

Copies of legislative despatches to be sent to Legislative Department.

Letters to Ambassadors, etc., to be signed by Secretary.

Differences of opinion in Council not to be disclosed without consent of Governor-General.

Secretary responsible for observance of these Instructions.

Joint and Deputy Secretaries.

Government {1899} of Madras.
PUBLIC.

Recd.

Regd.

} 1899.

Enclosures

Spare copies

Letter, No. 1201, 23rd October 1899.

OCTOBER.

Secretariat Reforms.

Addressing the Government of India on the subject of the suggestions made by that Government for the conduct of business in the Secretariats.

PUBLIC DEPARTMENT.

LETTER—FROM

THE CHIEF SECRETARY TO THE GOVERNMENT OF
FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

SIR,

I am directed to reply to your letter No. 1563, dated the 17th July last, in which you request to be informed as to how far this Government proposes to incorporate in its future procedure the reforms already accepted by the Government of India in regard to the conduct of official business in its Secretariats.

2. The Memorandum by His Excellency the Viceroy and the Secretariat Instructions which accompanied your letter under reply have been carefully examined in all departments of the Madras Secretariat in view to ascertain whether any reforms or the lines indicated can be introduced in the conduct of business by this Government. The appendix to this letter contains in a convenient tabular form a brief account of the procedure in Madras on such points as have been alluded to in the Memorandum and in the Instructions. It is clear from this that the systems followed in the Government of India Secretariats as regards noting and record-keeping differ considerably from those in force in the Madras Secretariats.

3. As regards noting and the general conduct of business, the reforms proposed by His Excellency the Viceroy are unnecessary in Madras, as the evils which they are intended to remove do not exist.

4. The Madras system of record-keeping, which is known as the "disposal number" system and a history of which is contained in the foot-note at page 89 to Maclean's Manual of the Administration of the Madras Presidency, Vol. I, has been found to be at the same time the simplest, the most economical as regards the question of the establishment required and the most complete for the purpose of recording the proceedings of Government. This system, which has received special attention during the last thirteen years, has been built up and has been improved upon from time to time as the necessity for alterations or changes has arisen. Its adoption has resulted in greater expedition in the disposal of work and has also been found of very great service in the maintenance of records.

I have the honour to be,

Sir,

Your most obedient servant,

FORT ST. GEORGE,
23rd October 1899.G. STOKES,
Chief Secretary

Ed. A. F. Eccleston.

HIS EXCELLENCY THE VICEROY'S MEMORANDUM ON THE SYSTEM OF
NOTING IN THE DEPARTMENTS OF THE GOVERNMENT OF INDIA

AND THE

SECRETARIAT INSTRUCTIONS ISSUED BY THE GOVERNMENT OF INDIA.

His Excellency the Viceroy's
Memorandum.The practice in the Secretariats of the
Madras Government.

I.—Method of keeping and circulating papers.

(4) From 1882 onwards the Flat File system was adopted, under which the papers were laid, unfolded, upon each other, both as originally received in MS., and as ultimately bound up in print. This was a salutary change, and one which is not now likely to be departed from. Unfortunately, at the same time or soon after, were sown the first seeds of that fatal malady that has ever since increased and tightened its hold upon its victim.

The Flat File system is that adopted in the India Office and Colonial Office (and I believe in the majority of the Offices) in London. But there is this difference. The Notes upon each paper are in the London Offices written in the first place, and subsequently either typed or printed, upon sheets corresponding in size to the paper received, and are affixed to it by a tag. Each paper therefore carries its own Notes or instructions, not actually upon its back, as in the case of the Foreign Office papers, but attached to it. This I believe to be the best system where an office is independent and self-sufficing. I understand that the main drawback to its adoption here is that we send home from time to time our Official Proceedings to the India Office, and that there is convenience in keeping them, both in MS. and in print, separate from the Notes or K.-W. There is also perhaps some convenience in our system, for the rapid tracing of the departmental history of any case, as the extended, as do most Indian cases, over a long period of time.

I think that it would be to the convenience of the Departments, and certainly of Members of Council, if in circulating the files attention were paid to the following points, individually insignificant, but collectively providing a perceptible relief:—

The Flat File system was introduced in Madras in 1896; and the records from 1895 are now kept flattened out.

In the Madras Secretariats notes or orders are written either upon the dockets of the papers or on a separate sheet attached thereto.

The Madras Government sends to England and to the Government of India its proceedings volumes and the difficulty referred to in His Excellency the Viceroy's Memorandum has not been felt here. In Madras, notes are sometimes but not always printed. In the case of proceedings, the notes of which are not printed, the notes are stitched with the originals of the proceedings, and in the case of proceedings the notes of which are printed, a certain number of copies of the notes are stitched to a like number of the proceedings—these are for office use only.

His Excellency the Viceroy's Memorandum.	The practice in the Secretariats of the Madras Government.
(i) All files should have a board at the bottom (as generally supplied).	Boards are used with tapes attached to them and the Department is printed in bold letters both on the flaps as well as on the back of the board.
(ii) The tapes attached to these boards should not be of the flimsy and breakable type in use in most of the Departments, but the stouter sort, in use in the Public Works Department.	No difficulty is experienced as regards tapes. Strong tape is used. Fresh tapes can easily be inserted as often as desired, as the boards have loops.
(iii) When a file attains any size or weight a strap should be employed to hold it together for submission. This strap should be of better make, less stiff and coarse, and with shorter and sharper prongs to the buckle, than that in common use here. A sample, as employed in the India Office, London, will be sent round to each Office.	Straps are not used and no necessity has ever been felt for their use. Under Secretaries, Secretaries and Honourable Members are supplied with books of reference and the files do not generally attain such dimensions as to necessitate the use of straps. Files of all sizes are circulated in boxes and it is a rule that each bulky file or a file of an important subject should have a separate box allotted to it.
(iv) A despatch sheet or card with the title of Department concerned printed at the top, and the subject-matter written legibly across the sheet, must be placed upon the top of every file, immediately inside the tape or strap, so that the Viceroy may see at a glance, without undoing the tape or strap, what are the Department and the subject concerned. Copies of those in use in Foreign Department can be procured.	The title of the Department is printed on the boards (cases) and the subject-matter of the file is written at the top of the first sheet of the note or draft order in every file. The Department and the subject-matter of the file are thus seen at a glance without undoing the tape. Further, the subject of every file in a non-confidential circulation box is specified on a card placed outside (in an opening on the left side).
(v) Blank sheets for noting by the Viceroy should invariably be attached to the MS. Notes or R.W. Cases are constantly occurring, in which, owing to departmental carelessness, no such sheets are attached. The Department, after expanding itself over pages of MS., only leaves the Viceroy room to give dumb witness by his initials to their lucubrations.	Notes and drafts are written on half-margin and spare paper is, where necessary, added for the entry of notes by Honourable Members and His Excellency the Governor.
(vi) The system of Linked Files is (though in rare occasions necessary) a cumbrous system, and has been greatly abused. I am constantly having enormous Linked Files submitted to me which, having perhaps started from different points, have gradually converged, until both contain the same papers, and discuss the same problem. This is perhaps inevitable, e.g., in a case where the Military and the Foreign Departments are engaged in discussing a case which may have a military as well as a political aspect. But in the majority of cases the separation and	Files are linked only on rare occasions.

His Excellency the Viceroy's Memorandum.	The practice in the Secretariats of the Madras Government.
linked presentation of the files are only a nuisance which a little forethought might avoid. An intelligent selection of the papers required from both files by the Deputy Secretary, and their submission with an explanatory Note, would probably save the Viceroy many a quarter of an hour of valuable time.	Unnecessary papers are removed before files go in circulation and it is a well-understood rule that irrelevant papers should not be put up with a file.
(vii) Similarly, with reference not only to Linked Files but to any file, there is no necessity to submit to the Viceroy, or I should imagine to any Member of Council, prodigious files which start almost from the commencement of time. . . . Why cannot the vast mass of the file be left in the Department, and the necessary papers alone be sent? Of course the Secretary would be held responsible; and if he omitted essential papers, the blame would fall upon him, or upon the particular subordinate to whom had been delegated the selection. But such a responsibility is after all only a feature of any and every departmental system. I remember a case here in which there was circulated to Members of Council, prior to its being mentioned there, an Inland Steam Vessels Act. The papers constituted a file nearly a foot high, with which <i>chuprassis</i> struggled about Calcutta for a week.	Circulation boxes are not as a rule carried by peons, but are taken round in a circulation cart. If a file requires it, it is separated into two or more portions.
II.—Noting on cases in the Departments.	
the Head of the Department (here styled Secretary, in England Permanent Under Secretary) is officially responsible for the presentation to his Chief (in India a Member of Council and ultimately the Viceroy, in England a Secretary of State or other Minister, and ultimately the Prime Minister) of the case upon which the latter is required to decide. In the preparation of the case, he may employ at his own discretion the industry or abilities of his own subordinates, be they clerks or Under Secretaries; he may even delegate his responsibility to one or other of them, signifying his own assent by appending his initials.	These principles are observed in the Madras Secretariats.
There must be a limit to the number of subordinates who are permitted to note, the selection being determined not by their grade in the official scale, but by their aptitude to deal with the particular question under notice. Secondly, the reference to the ultimate authority must not consist of a jumble of heterogeneous and discordant opinions, out of which he is called upon to pick one for himself.	

His Excellency the Viceroy's Memorandum.

The practice in the Secretariats of the Madras Government.

(i). The principle that I would desire now to establish is this; that from the Office there should come up to the administrative ranks but one Note. Let the Superintendent select which clerk he pleases to write it. If he approves of the note, let him pass it on with his initials. If he disapproves, let him have it revised or modified, or let him substitute for it a Note by himself. When the paper has passed to the gazetted officials, as a general rule not more than two of them (including the Secretary) should note upon it before passing it on to the Hon'ble Member. The Secretary will doubtless select whichever of his subordinates he pleases to write the preliminary Note, or the selection will be made automatically by the sub-division of labour in the Department.

(ii) Précis and paraphrases should only be adopted on a very limited scale. If the letter or despatch under examination is one of a character and importance that are certain to require its perusal by the higher officials and ultimately by the Viceroy, it will, in nine cases out of ten, be unnecessary to précis or paraphrase it at all. The subject-heading will indicate the general character of its contents. Only in the event of the document being one of great length or complexity, may a précis of its proposals or contents, for sake of convenience, be required. Occasions will also occur from time to time when a précis, either of the facts or of the previous history of a case, may be useful in order to avoid much reference to old files, and to create, so to speak, a fresh starting point. Similarly, with regard to paraphrases, no higher official requires a paraphrase, much less a sequence of paraphrases, by subordinates, of a letter which he is bound to read himself. Still less does he want to know (though he is often now invited to read) what his subordinates think was, or may have been, in the mind of the original writer. He requires references to precedents, to former papers, and so on, and suggestions for action. Another vice of the present system is the habit of reproducing verbatim in the Notes entire extracts from the letter or despatch under discussion. This is entirely unnecessary and should be discontinued.

(iii) The rule should be of universal acceptance, that when at any stage an official agrees with the preceding Note or recommendation, he should append his initials (and date) and nothing more.

No more than two notes are written before a file goes up to Honourable Members or to His Excellency the Governor. In some Departments the plan is even simpler; there is only one note to deal with.

Précis and paraphrases are only adopted on a very limited scale. It is only when a paper is of great length and complexity that a précis of its proposals or contents is made for the sake of convenience. Entire extracts from a letter or despatch under discussion are not reproduced verbatim in notes, unless absolutely necessary.

This has been the Madras practice long time.

His Excellency the Viceroy's Memorandum.

The practice in the Secretariats of the Madras Government.

(iv) Cases are constantly occurring in which, even without superfluity or delay in noting, a paper will take several days in passing through a department, simply owing to a want of elasticity in the interpretation of the existing system. An official who is seated in one room will keep a file lying on his desk one or two days, and then initial it, and pass it on by a *chuprassi* to another official seated next door, who will treat it in a similar fashion. If the officials of the departments would only remember that they live in the same building, and would in cases demanding early decision (and I may add in many others) substitute a few words of conversation with each other for the pedestrian procession of the files, they would greatly expedite the despatch of business.

III.—Inter-Departmental reference.

The same sort of official pedantry appears to prevent a settlement, by meeting and conversation, of any question upon which an acute controversy has arisen between two departments, or between their official heads. In England if the Foreign Office disagrees with the Colonial Office, the Permanent Under Secretary of the one puts on his hat and walks across the quadrangle to discuss the matter with the corresponding official of the other. If they fail to come to terms, the two Secretaries of State meet and talk it over.

IV.—Arrangement and Printing of Proceedings and Notes.

(i) The papers of the Government of India (I believe in every Department) consist of two sections; the official Proceedings, and the Office Notes. These are, under our system, kept distinct from each other, both in MS. and in print. I would not propose to interfere with this distinction. Some offices print the Notes first and the Proceedings afterwards, others *vice versa*. I think that a uniform system should be adopted; and, unless any good reason can be shown to the contrary, I would propose that the Notes should be printed first, since they are, in the majority of cases, a prelude to, rather than a sequel of, the official decisions recorded in the other section.

There is no danger of any such delay occurring according to the system prevailing in the Madras Secretariats. As soon as papers are received they are scrutinized, such as are urgent are so marked, and the papers are passed on for Registry. The papers received for registry are further scrutinized by the Assistants, who also mark any papers which are urgent and should be taken up first. The papers so marked have precedence over all others in the matter of registry, reference and disposal.

In all cases of real urgency personal consultation between Secretariat officers is the usual practice. This procedure is also adopted in cases in which personal conferences are likely to expedite the disposal of any question.

The delays involved in a formal reference to other departments are now lessened by the unofficial reference system lately introduced. In many important cases Secretaries and Members of Government decide questions after personal consultation with Heads of Departments.

The rule in Madras is that the notes are stitched with the proceedings, whether manuscript or print, and that they are placed between the papers disposed of and the orders disposing of those papers. When notes are printed, only a limited number of copies are printed and these are stitched with a corresponding number of spare copies of the proceedings, occupying, whenever possible, the position indicated above, and being placed in the spare copy bundle with other spare copies of the proceedings without notes.

His Excellency the Viceroy's
Memorandum.

The practice in the Secretariats of the
Madras Government.

cases in the course of their departmental career. These delays and this carelessness occur—

(1) in the cases of answers to communications from the Secretary of State—concerning which I am continually receiving telegrams, couched in the following terms: 'When may I expect an answer to my telegram or despatch of such and such a date?'

(2) in the case of questions that are pursuing their weary pilgrimage through the Departments;

(3) in the case of questions that have been referred to a Local Government but have not returned therefrom.

Now in all these cases, there ought to be some practical, and not merely illusory, check. I know that in each Department some sort of statement is drawn up quarterly, or perhaps at other intervals, of the cases in the Department, of the orders that have been issued upon them, and of the present stage of their wandering. But clearly this check must at present be what I call an illusory check, since it does not prevent cases like that which I have just mentioned, and which is only one among many that have come under my own notice. My impression is that these quarterly statements, which are drawn up by clerks and are, I believe, divided into classes for submission to the Secretary and Deputy, Assistant, and Under Secretary severally are either only glanced at or are completely ignored by them, a convenient initial being substituted for a *bonâ-fide* scrutiny.

In the Madras Secretariats there are call books and arrear lists. The former are concerned with Government proceedings and letters to which replies are due. After the issue of a proceedings the call clerk notes in the call book full particulars of a proceedings and letters which require reply from outside offices or other Government Reminders issue if these replies are not received either by the due date if a date fixed for the reply, or within a reasonable time when no date is fixed. The call books are periodically and regularly submitted for the scrutiny of higher officers.

The arrears list shows the papers that have been in the office for two weeks or more and which have not been disposed of by a order or a letter. These lists therefore include all papers pending in the Secretariats and the outside offices.

The arrears lists are submitted once a week to the Secretary and are carefully scrutinized. When a reply is overdue, the fact is at once apparent and orders for the issue of a reminder are entered in the arrears list itself.

In addition, lists of periodical reports and returns due in the Secretariat are maintained and watched, reminders being issued whenever such a report or return is overdue. A separate check-register of telegrams to which replies are due, register of despatches from the Secretary of State which require an answer are maintained and periodically brought under review.

The maintenance of call books, of arrear lists and of the lists and registers mentioned above and the scrutiny exercised over them serve as a practical check to prevent delay in all cases, and in this respect to be carried is considered, be no better method than that now prevailing.

Government of India
Secretariat Instructions.

The practice in the Secretariats of the
Madras Government.

GOVERNMENT OF INDIA
SECRETARIAT INSTRUCTIONS.

7. (2) Lettered or numbered slips may be pinned on previous papers referred to in the Notes, the letter or number being quoted in the margin in pencil. But not more than one slip shall be attached to the same collection or volume: the reference to any particular part being made by quoting the record number in, or page of, the collection or volume.

8. Above the previous papers shall be placed the current correspondence, which should be strung together in chronological order upwards, the latest letter being at the top. With this arrangement it will not be convenient to assign serial numbers to the pages of the whole correspondence; but a serial number will be entered on each paper, as received, in pencil or chalk and each paper will have its pages numbered separately, also in pencil or chalk. These numbers are required for reference only while the file is current. Above the current correspondence shall be placed the Notes.

10. (1) Every Note shall be legibly written upon paper of foolscap size, with a quarter margin, and only on one side of the page.

10. (3) In every case referred by one Department to another, the Notes written in the Department referred to shall be on separate sheets from the Notes written in the referring Department.

When an officer agrees with the preceding Note or recommendation, he shall append his signature and nothing more. Marginal Notes, or Notes to emphasize special points, may, however, be made.

Lettered or numbered slips called flags are affixed to previous papers by means of clips; they are not pinned. If reference has to be made to different portions of a Government Order, more than one flag is sometimes used for the sake of convenience. In the case of volumes and printed books flags are not used, but the portion referred to is marked by a tape.

The current correspondence is strung together in chronological order downwards so that the latest letter may be at the bottom. Each current is preceded by its enclosures arranged chronologically, and the latter are in their turn preceded by the docket sheet of the current, and the pages of the whole correspondence are then numbered in pencil or chalk to enable it to be read like a book.

Notes are written on half-margin and on both sides of the paper. This system leaves space for Honourable Members and His Excellency the Governor to write their remarks opposite to the notes.

The U.O. system has been interpreted to require that each departmental note should be in continuation of the previous note or notes. In many cases the initials of the Secretary of the Department referred to are all that is required, and very frequently a single sentence embodies his views. The use of a separate sheet would therefore be productive of great waste of stationery, besides increasing the bulk of files unnecessarily.

Officers append their initials only and not their signature when they agree with the preceding note.

Government of India Secretariat Instructions.	The practice in the Secretariats of the Madras Government.
21. If a Member desires to refer a case in the Department of which he is in charge, to another Member personally, for formal opinion, he shall obtain the consent of the Governor-General before doing so.	When a Member desires to refer a case to another Member for formal opinion, it is not usual to obtain the consent of His Excellency the Governor. This system would be very undesirable in Madras.
22. (3) The officers, in regard to whom a general consent to the reference of Notes by the Departments hereinafter indicated has been given, are the following:— (4) <i>Home Department.</i> (i) General Superintendent of Operations for the Suppression of Thagi and Dakaiti; and (ii) Chief Inspector of Explosives, &c., &c.	There is no such fixed rule. The only officers ordinarily referred to U.O. are the Accountant-General and the Heads of Departments under each Secretariat.
23. When papers are recorded in Proceedings, a "Table of Contents" shall be added to the record. This may, however, be omitted in cases which are not recorded in A. Proceedings, if there are only one or two papers. Each recorded collection will thus ordinarily contain in the order named— (a) a Table of Contents, with references to former and later Proceedings; (b) the Notes on the case, with appendices to the Notes should they be found necessary in exceptional cases; and (c) the official Proceedings. The record numbers of the official correspondence shall be entered in the margin of the Notes opposite the statement of the subject of each paper.	This rule is inapplicable to the "Disposal Number" system which obtains in the Madras Secretariats.
27. (1) Where a paper, which has been printed, is required for information or reference, a printed copy, and not the original, shall, in the absence of orders to the contrary, be submitted.	Only printed copies are put up; but if the originals contain notes which are not printed, those originals are put up.

Government of India Secretariat Instructions.	The practice in the Secretariats of the Madras Government.
29. In the case of both Local Governments and other Departments reminders shall take the form of a distinct inquiry as to the cause of delay and the prospects of the case; and the reminder shall be returned with the information required within a time to be specified thereon.	The reminder forms simply request that the reply may be expedited. With Call books and Arrear lists properly worked, it is an easy matter for a Secretary to decide whether or not the reminder should ask for date on which reply may be expected. To do this with every reminder would multiply correspondence unnecessarily.
31. (1) Every telegram to the Secretary of State shall, unless it relates only to matters of routine or matters of fact, be submitted to the Governor-General before issue. A copy of every telegram to the Secretary of State shall be sent after issue to the Private Secretary.	Copies of telegrams to the Secretary of State are not sent, after issue, to the Private Secretary; but drafts of the same are submitted to His Excellency the Governor.
(3) The circulation for signature of every despatch to the Secretary of State shall, except in cases of urgency commence, if possible, six days before the departure of the mail, in order that each Member may have leisure to study it and the papers connected therewith. Such papers, if the subject is one of importance and interest and has not been brought before a meeting of Council, shall be circulated along with the despatch.	All despatches to the Secretary of State are submitted for signature first to His Excellency the Governor, then to the Honourable Members in the order of seniority.
(4) Every despatch to or from the Secretary of State issuing from, or received in, the Foreign Department shall be circulated as promptly as possible, first, to the Governor-General for signature or perusal, as the case may be, and, then, to all the Members in the most convenient order with regard to their places of residence.	Despatches from the Secretary of State are received first by His Excellency the Governor and passed on to the Secretariat. They are then sent to Honourable Members.
(5) Every despatch to the Secretary of State issuing from any Department other than the Foreign Department shall be circulated for signature, first, to the Member in charge, then to the other Members in the order for said, and, finally, to the Governor-General.	
(6) Every despatch from the Secretary of State received in any Department other than the Foreign Department shall be circulated as promptly as possible, first, to the Member in charge, then to the Governor-General, and, finally, to the other Members in the order for said.	

Government of India Secretariat Instructions.	The practice in the Secretariats of the Madras Government.
33. (1) The Secretary in each Department shall be responsible for the correctness of the enclosures to every despatch to the Secretary of State issuing therefrom, and for the correctness of all papers sent therefrom for publication in the Gazette.	It is an axiom that the Secretary is responsible for all the work of his office and Government recognises no one but the Secretary in such matters. The Secretary is left to make his own arrangements and such as he thinks best.
33. (3) All papers sent for publication in the Gazette shall be signed by the Secretary or, under the Secretary's instructions, by an officer not below the rank of Assistant Secretary.	Papers are marked for Gazette on the draft orders. No separate signing is required.
36. Where papers are communicated to Local Governments or to the public, all matter indicating the existence of a difference of opinion in Council shall be removed, unless the consent of the Governor-General to its retention is first obtained.	This principle is observed in Madras

Director of Office System.

19

Please let me have

- (i) Spare copy with notes (printed) of G.O. No 1200-1 Public, dated 23rd October 1899. I think that this is a confidential paper

End
27/3/22

A.S. Chief Secy
Pub. Dept.

19/3

Public Dept.

The paper referred to is
not from the original and is not up.
Subt.

PVP
6.4.22
7

Return with the auto

The D.O.S.

Chub
10.4.22

A.S. Chief Secy
Pub. Dept.

Public (1899) Department.

CURRENT No.

Order

From

The Govt of India
(Home)

No. 1563

Dated 17.4.99

Received 24

Registered 25

Enclosures 2

Spare copies 7 of each + 7 of each
of the two sets need 31.7.99

SUBJECT.

Forwarding copy of a memorandum on the subject of noting in the Dept. of the Govt which, has been written by H. P. the Viceroys and also a copy of the revised Secretariat Instructions which have been drawn up in consequence of the Secretaries to the Govt of India & enquiring to what extent the Govt of Madras propose to incorporate the reforms already accepted by the Govt of India in their future procedure.

No. 2072

7-8-99

C. No. 2079.

Note for the Chief Secretary.

Now that spare copies of India's letter and enclosures have been received it is submitted that a copy might go u.c. to the following:-

- (1) Revenue & Pension Dept.
- (2) L. & M., Educl., & Leg. Dept.
- (3) P. W. D. & Marine Dept.

with the request that those departments will offer remarks on the suggestions of the Government of India with reference to paragraph 3 of its letter, stating where their systems differ from the system laid down by the Government of India and how far it is considered that the Government of India's suggestions can be adopted with advantage.

x x x x x x

(Id.) C.M.S.
7-8-99.

Departments mentioned in paragraph 1 for favour of remarks.

(Id.) G.S.
8-8-99.

Rc
9/8/99.

*Copy in letter to
India dated 7/8/99.
Indians suggested that
the system of India
is not to be adopted
in India.*

*No reference to 2012 of 9-8-99 from the
Public Dept.*

Note for the Secretary
(through the Assistant Secretary).

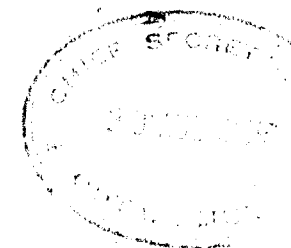
The points of difference between the system adopted in this Department, in the submission of papers to the Hon'ble Members and to His Excellency the Governor and that laid down by the Government of India for adoption in its Secretariats are noted below :-

(1) Para. 3 (3) of the instructions.

No straps are now employed in this Department. They may, however, be used with advantage in the case of heavy files.

(2) Para. 4.--The title of the Department is printed at the top of both the flaps of the file board and the subject dealt with in each file is usually written at the top of the first sheet of every note or draft order. The placing, between the tape and the flaps of the board, of a separate sheet with the title of the Department and the subject indicated thereon appears therefore to be necessary.

(3) Para. 8.--The current correspondence is strung together in chronological order downwards so that the latest letter may be at the bottom. Each current is preceded by its enclosures arranged chronologically, and the latter are in their turn preceded by the docket sheet of the current, and the pages of the whole correspondence are then numbered in pencil or chalk to enable it to be read like a book. This arrangement is, it is submitted,



*What is the AC/Mr. [unclear]
of this subject?
Hurry up*

*He
[unclear]
[unclear]*

*Cur
[unclear]*

enter than the one prescribed by the Government of India.

(4) Para. 9.—As the subject of the file is entered on the first sheet of the note, and as all the currents relate more or less to the same subject, it appears to be unnecessary to enter in the note, the subject of each current in the file.

(5) Para. 10 (1).—The notes in this Department are always written on paper with half margin and on both sides of each sheet. A quarter margin will leave very little space for the H.M. and H.E. to write their orders and remarks and there is no necessity for every alternate page being left blank.

(6) Paras. 12 and 13.—No more than two notes are ever written in this Department before a file goes up to the Hon'ble Members or H.E., that is, a note by the office as represented by the First Assistant, and another by the Secretary.

(7) Para. 16.—Only initials are appended to notes in token of approval and this seems to be sufficient.

(8) Para. 23.—When papers are recorded in Proceedings, the latter are always filed before the notes, so that the Proceedings may appear as soon as the first of the docket sheet is turned over. This appears to be more convenient for subsequent reference than to file the Proceedings after the notes.

(9) Para. 25.—Office notes are only printed in very exceptional cases, that is when they are of unusual length, and in any case, the notes are not embodied in the

volumes

The form of reminder recently adopted by the Govt of India may be used in future in including Heads of Dept.

volumes of Proceedings run up to the Government of India and the Secretary of State, nor are they stitched with the spare copies of the Proceedings concerned.

(10) Para. 29.—The reminder issued from this Department usually contains a request that the reply may be expedited. A similar enquiry as to the cause of delay and the progress of the case appears to be an improvement which may be adopted.

The above note applies generally to the Edl. & Leg. Depts. The following further points are noted:

Para 4. as notes submitted for orders are always written on half margin sheets, it is unnecessary to attach blank sheets to the notes.

Para 8. In the Edl. & Leg. Depts, though the current correspondence is strung together in chronological order downwards, the latest current is generally placed at the top & papers are not consecutively numbered, but the arrangement in L & M seems to be better & may be adopted in future.

Para 31. Telegrams to the Secretary of State are submitted to H.E. before issue, but copies of such telegrams are sent to the Private Secretary after issue.

The whole object of the G. of I. rules is to expedite dispatch - and by the way = In d. & M. a day, there is very little excuse of writing a note papers are not the office there is not much delay - but H.E. of Depts. do delay matters often. Smothering it is in watching papers. Smothering report & remarks. that time may be saved - the rules seem to embody almost all the suggestions of G. of India

24/8/99

To Public Dept. u.o.

U.O. Note from the Public Department,
No. 2012, dated 7th August 1899.

The undersigned is of opinion
that the only directions in which
reform is needed in the Public
Works and Marine Departments
are the following:—

- (1) Files sent in circulation might
be reduced.
 - (2) Personal conferences between
Secretaries or Under Secretaries
might be more frequent.
2. Attention is also invited to
the marginal remarks and
suggestions on the accompanying
spare copy of the papers.

RS

W

To the
Madas.

12-10-99

To the Public Department

Public U.O. No. 2012 d/ 9--8--'99.

To Secretary.

I. The points in which the system followed in the Revenue Dept. differs from that of the Govt. of India are given below:-

Rule 3 (3).

the strap referred to is not used here.

✓ Rule 4.

No despatch sheet in the form referred to is used.

✓ Rule 6.

It is a well understood rule that irrelevant papers should not be put up with a file and there has therefore been no occasion for the Secretary to issue any general orders for their removal before circulation.

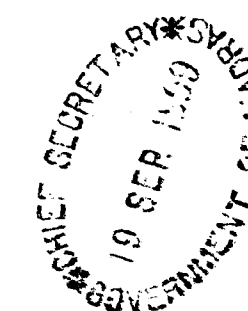
✓ Rule 7 (2).

As a general rule pages are flagged here.

✓ Rule 9.

is not observed here. The number of the currents as well as the authority or officer from whom they are received are entered at the top of the first sheet and the subject is indicated

In



*Inclosure in the file
which says up to
the date of the order
have been sent to the
but as the rule are based on
the above the rule
difficult to apply
Revenue Secretary
C. S. S.*

in the first para of the note.

✓ Rule 10.

Half margin sheets are used here and ordinarily both sides of a sheet are written upon.

✓ Rule 10 (3).

The U.O. system has been here interpreted to require that each Departmental note should be in continuation of the previous note or notes.

✓ Rule 21.

There is nothing corresponding to this in Madras.

✓ Rule 22 (3).

There is no such fixed rule here. The only officers ordinarily referred to U. O. are the Accountant-General and the Heads of Departments under the Revenue Secretariat.

✓ Rule 23.

No such definite rule for all cases. But this is done in cases where the Proceedings are voluminous.

✓ Rule 26. (1).

No such definite rule is fixed here.

✓ Rule 27 (1).

As the notes are not ordinarily printed, till recently it was a standing rule that originals if they contained notes should be put up, if possible.

possible.

✓ Rule 29.

Reminders here take the form of request for the early submission of a reply.

✓ Rule 31 (3).

is not observed here.

✓ Rule 31 (4).

Despatches are submitted to His Excellency and the other Hon'ble Members for signature in the order of their seniority.

✓ Rule 31 (6).

At present, the Public Dept. apparently circulates the despatches in the order of the seniority of the Hon'ble Members.

✓ Rule 33 (1).

The heads of sections or drafting officers are responsible here for the correctness of the enclosures to orders or letters sent out of the office or of notifications to be issued in the Gazette.

✓ Rule 33 (3).

Leave slips and others of a routine character are occasionally signed by Drafting officers besides the Under Secretary.

✓ Rule 36.

Minutes, if of dissent, are read

read in the Proceedings of Govt. (going out) as follows.-

" Read also minute of dissent
d/ by the Hon'ble Mr.-----"
This is done under special orders.

II. It will be seen that the differences are either in unimportant points of detail or in matters in which no analogy can well be drawn between the Government of India and this Government.

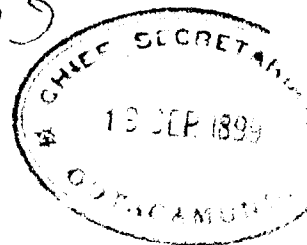
The only matter on which it may possibly be thought well to adopt India's system is as regards reminders. Should they take the form of a request that the reply may be on the opposite margin and may state the cause of delay and the date when an answer may be expected?

18/11/1899

Urgent

*To Public - no.
Even this is doubtful.*

18 999



Public (189 9) Department.

CURRENT No.

Telegram

*From The Govt of India
(Home)*

No. 2067

Dated 14 Sep 1899

Received 1/5 "

Registered

Enclosures -

Spare copies -

SUBJECT.

*Inquiring when a reply may
be expected to letter No 1563
dated 14 July regarding the
adoption of secretariat instructions
in local secretariat offices.*

*caid
note*

Order

Code
Class.

INDIAN TELEGRAPHS.

Monthly
Number.

24/3

To

(Office)

Colacann

From

(Office)

India

Words.

21/12

Day.

14

Hour.

19

Minute.

20

Official
Instructions.

20/12

To

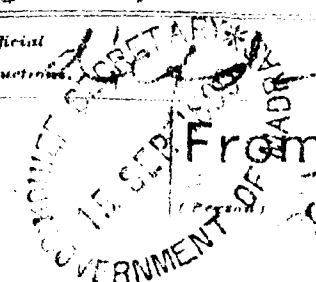
(Person)

Madras.

From

(Person)

Home



82 Word Form.

number 204. Public please
say when reply may be
expected to my letter
+1563 dated 17th July regarding
adoption of Secretariat
instructions in local
Secretariat offices.

Sent from

LN.

Sent to

LN.

At

Mrs.

Mrs. by

At

Mrs.

Mrs. by

17/12/12
15-9-12
Telegraph Master.

G.P.—No. 779 T.—19-3-91—400000

* Cuo 20/9/12
no to the 27/12
20/12

Public (1899) Department.

Note for the C.S.

Co. no. 2079/99 Pub. was sent
to H.E. in box no. 29 on 30.9.99.

CURRENT No.

Recd
17/10/99

Cash

21/10/99

Return it

W. M.

But

Bel

Tele

and ca

Subd

12/10/99

Telegram

From The Govt of India
(Home)

Order

No. 23/8

Dated 11. Oct. 99

Received

Registered

Enclosures -

Spare copies -

SUBJECT.

Requesting to expedite reply to
letter of 14 July about adoption of
Secretariat instructions in local
Secretariat offices.

BACK PAPERS

G.O.	No.	Department.
	2079/22(46)	
	Copy of telegrams	
	no 573 of 15-7-28	

FURTHER PAPERS

G.O.	No.	Department.

CURRENT NO. 877
INDIAN TELEGRAPHS

Code Class

To (Office)

Words 37/15

Day 11

Hour 18

Minute 49

Official Instructions

To (Person)

madras

From (Office)

Surula

To (Person)

Home

32 Word Form.

number 2318 public your telegram 573 dated 15th ultimo please expedite reply to my letter of 17th July about adoption of secretariat instructions in local secretariat offices

Recd. from

15

Sent to

15

At

Mrs

Mrs

Mrs

At

Mrs

Mrs

Mrs

Telegraph Master

JGP-No. 1 T-12997-2000000

NOT A CAMELIND 12-10-29

Case 2079/992 M

C.No.2079

NOTE FOR THE CHIEF SECRETARY. No 2079

Now that spare copies of India's letter and enclosures have been received, that a copy might go U.O. to the following:--

- (1) Revenue & Pension Depts.
- (2) L. & M., Edcl. & Leave Depts.
- (3) P.W.D. & Marine Depts.

with the request that these departments will of or remarks on the suggestions of the Govt. of India with reference to paragraph 3 of the letter, stating whether the system of ~~the Govt. of India~~ from the system laid down by the Govt. of India and how far it is considered that the Govt. of India's suggestions can be adopted with advantage.

2. A note on these lines could then be prepared jointly in all departments of the Chief Sectt, and where there is a difference of opinion between the ~~various~~ *Chief Sectt & other* departments, the matter might be submitted for orders in a tabular form. This seems to be the quickest way for disposing of this paper.

3. On reading through the Govt. of India letter, it seems to be clear that India is under a misapprehension as regards the procedure followed in the ~~the~~ *the* Secretariat. In ~~the~~ *the* several of

Sub case 2538 - Telegram from the
Govt of India, H.D.

NOTE FOR THE C.S.

In the telegram read above the
Govt of India asks when reply to its
com. regarding the adoption of standard
instructions in local secret-offices, may
be expected. The com. in question
was referred to the secret. depts
with no. no. 2012 of 9 Aug. last.
The file, together with the L & M reply,
was sent down to the H.C. Madras, on
the 11th inst. for tabulating the opinions
of the secret. depts. ~~for printing the~~

The reply from the I. H. D. has since
been sent down to the H.C. Madras
in contn., on the 12th inst. The reply
from the Rev. depts. is still due. But
that that depts. may be reminded to
the H.C. Madras asks to treat the
matter as very urgent & send up the
points notes as soon as possible.

The following draft reply to the Govt

The reference has
to await receipt
of spare copies
of the letter from
India
Cm. 6

He has been
already to treat
the matter as
urgent - Remind
Cm. 6
Done. 11/15/14/100

India is submitted for approval.

Telegram: (deferred)

To H. G. I. H. D.

573. Your telegram 2067 Public.
Reply to communication regarding
adoption of Secretariat instructions
will be despatched ~~in 1st~~

as soon as opinions of ~~the~~

15.12.98 various depts of the Secy

have been collected & considered

Matter is being pushed forward

CMB
15.12.98

UO No 2322 of 15.9

This might (be) for (u) to

Rev for counsel & return

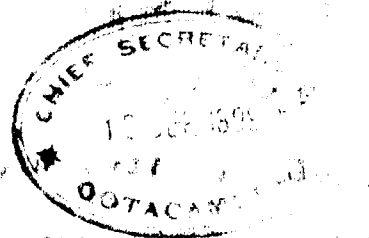
CMB

To Under Secy

The file is now with
the Secy was returned to the
15.12.98 Public Dept this evening

15.12.98

Subm no.



HC
M

VE
CMB
15.12.98

1001 31 7-07

NOTE FOR THE CHIEF SECRETARY.

Please see draft letter to
the Govt. of India as regards Sect.
procedure. The Govt. of India is tele-
graphing for reply to its letter, but
as the papers must go down to Madras
for clean proof and it will be un-
safe to issue the matter in its pre-
sent form without seeing a proof, it
is proposed to telegraph to India as
follows:--

653. Your telegram 2313 Pub., 11"

Every endeavour is being made to ex-
pedite reply to your letter 17th
July about adoption Sect. in struc-
tures in local Sect. of Jees. Matter
is a large one and has therefore
taken time. Draft reply is now print-
ing. Will be despatched as early as
possible.

15.12.98

If CS approves of the draft
generally it will be put into
type as soon as possible

Draft approved.

15.12.98

The letter might also be numbered
at Madras?

15.12.98

He
O. Dispatch the telegram
to India. Then send draft letter
& its ap. to Madras
be put into type from form
short H. G. I. sent up here
signature as early as possible

1- Current Statement

A C. No. 2079 From the *Foot of Lira, Home Dept*, No. 1883, dated 17.7.1899.
(in print)
Y. " 2535 " " " " " 2067, " 14.7.1899.
Q " 2833 " " " " " 2318, " 11.8.1899.
" " " " " " " " " " " 1899.

ORDER No 1200 of 23-10-99

The Govt. of India will be addressed and copy of the letter to that Govt. will be communicated to all departments of the Sect. for information.

To
All Depts. of the Sectt.
(with copy, 7.10.99)

Cons
15/10/99

Letter No 1201 of 23-10-99
To
The Secy. to the Govt. of India, *Despd 24.10.99*
Home Dept: *Despd 26.10.99*

Sir,

I am directed to reply to your letter No. 1883, dated the 17th July last, in which you requested to be informed as to how far the Govt. ~~proposes~~ *proposes* to incorporate the reforms in their future procedure already

4 p
accepted by the Govt. of India in regard to the conduct of official business in its Secretariats.

3. ~~It is clear from the~~ The memorandum which ~~was submitted~~ by H.E. the Viceroy and the Secretariat instructions which accompanied your letter under reply have been carefully examined in all departments of the ^{Madras} ~~Govt.~~ ~~and in view to ascertain~~ whether any reforms on the lines indicated could be introduced into the ^{conduct of business by} ~~the~~ ~~Govt.~~ The appendix to this letter contains in a ~~tabular form~~ ^{tabular form} a brief account of the ~~procedure~~ ^{in Madras} on such points as have been alluded to in the memorandum and in the instructions. ~~This form will be~~ ^{found} ~~thought will be convenient in~~

~~the Govt. of India Secretariat~~
~~to determine the points of difference~~
~~between the two systems~~
3. ~~It is clear from the~~ ~~that the system followed in the Govt.~~

of India Secretariat as regards noting and record keeping differs considerably from ^{those in force} ~~that followed~~ in the Madras Secretariat. ~~The latter~~ which is known as the "disposal number system" and the history of which is contained in foot note ^{as page 89} ~~to~~ ^{to} ~~Macdonald's Manual of the Admin.~~

the Madras Prov. Vol. I, has been found to be the simplest and at the same time the most complete for the purpose

It is clear from the

3 As regards noting the general conduct of business, ~~most of the~~ ~~reforms proposed by H.E. the Viceroy~~ are unnecessary in Madras as the evils which they are intended to remove do not exist. ⁴ The Madras system of recording business

the most economical in the sense as regards the question of the establishment required

(which has received special attention during the last 13 years)

~~and possibly in
reductions of
establishments.~~

of recording the proceedings of Court.
This system has been built up and ~~has~~
been *upon* has improved from time to time as the
necessity for alteration or changes
have been required
~~imposed, and on respectfully to the~~
~~most that the adoption of this~~

~~in the South of India Service.~~ would
has made or to the High School.
~~any~~ result in great expedition
of work but ~~will~~ also has been found of very

great service in the maintenance of
^{for}
~~the~~ records of the ~~United States~~ ^{United States} Treasury.

This system had been widely tried. The system which appears to exist in the Govt. of India Sect. 17 that no comparison between the two systems can well be instituted but I will be seen from the remarks in column of the appendix to this letter that the

~~_____~~ has none of the bl-
 wishes which are incident in the Govt.
 of India system, and which are so
 fully set forth in the Memorandum
 H. E. the Viceroy's

[Handwritten signature]

157102

SECRETARIAT INSTRUCTIONS ISSUED BY THE GOVERNMENT OF INDIA.

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Remarks in the Local and Muni. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
I.—Method of keeping and circulating papers. (4) From 1882 onwards the Flat File system was adopted, under which the papers were laid, unfolded, upon each other, both as originally received in MS., and as ultimately bound up in print. This was a salutary change, and one which is not now likely to be departed from. Unfortunately, at the same time or soon after, were sown the first seeds of that fatal malady that has ever since increased and tightened its hold upon its victim. The Flat File system is that adopted in the India Office and Colonial Office (and I believe in the majority of the Offices) in London. But there is this difference. The Notes upon each paper are in the London Offices written in the first place, and subsequently either typed or printed, upon sheets corresponding in size to the paper received, and are affixed to it by a tag. Each paper therefore carries its own Notes or instructions, not actually upon its back, as in the case of the Foreign Office papers, but attached to it. This I believe to be the best system where an office is independent and self-sufficient. I understand that the main drawback to its adoption here is that we send home from time to time our Official Proceedings to the India Office, and that there is convenience therefore in keeping them, both in MS. and in print, separate from the Notes or K.-W. There is also perhaps some convenience in our system, for the rapid tracing of the departmental history of any case that has extended, as do most Indian cases, over a long period of time. As regards the method of folding and preserving papers here, I do not recommend any departure, in main principles, from the existing system. But I think that it would be to the convenience of the departments, and certainly of Members of Council, if in circulating the files attention were paid to the following points, individually insignificant, but collectively providing a perceptible relief:— (i) All files should have a board at the bottom (as generally supplied). (ii) The tapes attached to these boards should not be of the flimsy and breakable type in use in most of the Departments, but the stouter sort, in use in the Public Works Department.	The Flat File system was introduced in Madras in 1896; and the records from 1895 are now kept flattened out. <i>Cms</i> <i>12/4/44</i> In the Chief Secretariat the notes are generally written upon the back of the papers but on a separate sheet attached to the proceedings. The Madras Government too sends to England and to the Government of India its proceedings volumes, and the difficulty referred to in the Viceroy's Memorandum has not been felt here. In Madras the notes are printed separately and no inconvenience is felt in separating them from the proceedings. In the case of proceedings the notes of which are not printed, the notes are stitched with the originals of Government Orders, and in the case of proceedings the notes of which are printed, a certain number of copies of the notes are stitched to a certain number of the proceedings—these are for office use only. <i>boards</i> Boards are used with tapes attached to them and the Department is printed in bold letters both on the flaps as well as on the back. No difficulty is experienced here as regards tapes. Strong tape is used here. Fresh tapes can easily be inserted as often as desired as the boards have loops.					
					In Madras, there is a board and flap and tape for tying.	

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Remarks in the Local and Muni. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
(iii) When a file attains any size or weight a strap should be employed to hold it together for submission. This strap should be of better make, less stiff and coarse, and with shorter and sharper prongs to the buckle, than that in common use here. A sample, as employed in the India Office, London, will be sent round to each Office.	This system encourages bulky files. Straps are not used here and no necessity has ever been felt for their use. Under Secretaries, Secretaries and Honourable Members are supplied with books of reference and the files do not generally attain such dimensions as to necessitate the use of straps. Files of all sizes are always circulated in boxes and it is a rule that each bulky file or a file on an important subject should have a separate box allotted to it. <i>Cut</i>	The strap referred to is not used here.	No straps are now employed in this department. They may, however, be used with advantage in the case of heavy files.			
(iv) A despatch sheet or card with the title of Department concerned printed at the top, and the subject-matter written legibly across the sheet, must be placed upon the top of every file, immediately inside the tape or strap, so that the Viceroy may see at a glance, without undoing the tape or strap, what are the Department and the subject concerned. Copies of those in use in Foreign Department can be procured.	The title of the Department is printed on the boards (cases) and the subject-matter of the file is written at the top of the first sheet of the note or draft order in every file. The Department and the subject-matter of the file may be seen at a glance without undoing the tape. Further, the subject of every file in a circulation box is specified on a card placed outside (in the opening on the left side). <i>Cut</i>	No despatch sheet in the form referred to is used.	The title of the Department is printed at the top of both the flaps of the file board and the subject-matter with in each file is usually written at the top of the first sheet of every note or draft order. The placing between the tape and the flaps of the board, of a separate sheet with the title of the department and the subject indicated thereon appears therefore to be unnecessary.			
(v) Blank sheets for noting by the Viceroy should invariably be attached to the MS. Notes or K.-W. Cases are constantly occurring, in which owing to departmental carelessness, no such sheets are attached. The Department, after expanding itself over pages of MS., only leaves the Viceroy room to give dumb witness by his initials to their lucubrations.	The circulation clerk puts up sufficient spare paper in each file for the entry of notes by Honourable Members. <i>Cut</i>		As no sheets are submitted for orders are always written on half margin sheets it is unnecessary to attach blank sheets to the notes.	Half margin is left in Madras.		<i>This is not always done. Generally the subject-matter is written on the margin.</i>
(vi) The system of Linked Files is (though in rare occasions necessary) a cumbrous system, and has been greatly abused. I am constantly having enormous Linked Files submitted to me which, having perhaps started from different points, have gradually converged, until both contain the same papers, and discuss the same problem. This is perhaps inevitable, e.g., in a case where the Military and the Foreign Departments are engaged in discussing a case which may have a military as well as a political aspect. But in the majority of cases the separation and linked presentation of the files are only a nuisance which a little forethought might avoid. An intelligent selection of the papers required from both files by the Deputy Secretary, and their submission with an explanatory Note, would probably save the Viceroy many a quarter of an hour of valuable time.	Files are linked only on rare occasions and the system of linking files is not "abused" here. It is not understood in what cases files are linked together in the Government of India, but here they are linked in very few cases. <i>Cut</i>			There are no linked files here unless there is more than one current for disposal, the subjects being divergent.		

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Local and other Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
(vii) Similarly, with reference not only to Linked Files but to any file, there is no necessity to submit to the Viceroy, or I should imagine to any Member of Council, prodigious files which start almost from the commencement of time. Such a system would bring the work of the Foreign Office in England to a standstill in 24 hours. When I was Under Secretary there, I frequently had in the course of a single day to read from 50 to 100 despatches or papers relating to different subjects. These came round to me in boxes, with the few previous papers, required for the understanding of each, attached to them by elastic bands. Had each paper carried upon its back, like a snail, its entire official history and tenement, a regiment of porters would have been required to carry to and fro, between the Foreign Office and the House of Commons, the preposterous burden. Why cannot a similar intelligence, in selection and in reduction of burden, be exhibited here? Why cannot the vast mass of the file be left in the Department, and the necessary papers alone be sent? Of course the Secretary would be held responsible; and if he omitted essential papers, the blame would fall upon him, or upon the particular subordinate to whom had been delegated the selection. But such a responsibility is after all only a feature of any and every departmental system. I remember a case here in which there was circulated to Members of Council, prior to its being mentioned there, an Inland Steam Vessels Act. The papers constituted a file nearly a foot high, with which <i>chuprassies</i> struggled about Calcutta for a week. II.—<i>Noting on cases in the Departments.</i> I now turn to the remedies. They are based upon the old practice of the Indian Government, upon the practice of the London Departments, and upon what I should imagine to be the practice of every sensible Government in the world. This practice rests upon the simple principle that the Head of the Department (here styled Secretary, in England Permanent Under Secretary) is officially responsible for the presentation to his Chief (in India a Member of Council and ultimately the Viceroy, in England a Secretary of State or other Minister, and ultimately the Prime Minister) of the case upon which the latter is required to decide. In the preparation of the case, he may employ at his own discretion the industry or abilities of his own subordinates, be they clerks or Under Secretaries; he may even delegate his responsibility to one or other of them, signifying his own assent by appending his initials. But this discretion must have obvious limitations. There must be a limit to the number of subordinates who are permitted to note, the selection being determined not by their grade in the official scale, but by their aptitude to deal with the particular question under notice. Secondly, the reference to the ultimate authority must not consist of a jumble of heterogeneous and discordant opinions, out of which he is called upon to pick one for himself. The	Assistants and the Under Secretaries remove unnecessary papers before the files go to ~~Honourable Members~~ <i>further</i> <i>Ans.</i> The circulation boxes are not carried by peons but are taken round in a circulation cart. <i>as a rule by a file</i> <i>Ans. request if it is separated into two parts</i> <i>Ans.</i> This is what is done in the Chief Secretariat. <i>Ans.</i> Do. do. <i>Ans.</i>	It is a well understood rule that irrelevant papers should not be put up with a file and there has therefore been no occasion for the Secretary to issue any general orders for their removal before circulation.		There is room for amendment in Madras in the particular. Files sent in circulation might be reduced.	This is exactly what is done in the Public Works Department. In the Public Works and Marine Departments, there is no noting by any body below the Secretary, i.e., all notes go up as notes by the Secretary and none of these notes are ever printed.	

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Remarks in the Munl. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
manner in which I would apply this principle to our Indian practice is as follows :— (i) When the question of noting was discussed in 1895, a great deal turned upon the question as to the side of the page upon which clerks or gazetted officers should sign their initials, and as to whether the higher officials should sign their initials or their names. The principle that I would desire now to establish is this; that from the Office there should come up to the administrative ranks but one Note. Let the Superintendent select which clerk he pleases to write it. If he approves of the note, let him pass it on with his initials. If he disapproves, let him have it revised or modified, or let him substitute for it a Note by himself. When the paper has passed to the gazetted officials, as a general rule not more than two of them (including the Secretary) should note upon it before passing it on to the Hon'ble Member. The Secretary will doubtless select whichever of his subordinates he pleases to write the preliminary Note, or the selection will be made automatically by the sub-division of labour in the Department. I have said 'as a general rule,' and I think that it should be of almost universal acceptance, but I would not exclude the possibility in exceptional cases of three Notes, though I hope that such a contingency may very rarely occur. (ii) Précis and paraphrases should only be adopted on a very limited scale. If the letter or despatch under examination is one of a character and importance that are certain to require its perusal by the higher officials and ultimately by the Viceroy, it will, in nine cases out of ten, be unnecessary to précis or paraphrase it at all. The subject-heading will indicate the general character of its contents. Only in the event of the document being one of great length or complexity, may a précis of its proposals or contents, for sake of convenience, be required. Occasions will also occur from time to time when a précis, either of the facts or of the previous history of a case, may be useful in order to avoid much reference to old files, and to create, so to speak, a fresh starting point. Similarly, with regard to paraphrases, no higher official requires a paraphrase, much less a sequence of paraphrases, by subordinates, of a letter which he is bound to read himself. Still less does he want to know (though he is often now invited to read) what his subordinates think was, or may have been, in the mind of the original writer. He requires references to precedents, to former papers, and so on, and suggestions for action. Another vice of the present system is the habit of reproducing verbatim in the Notes entire extracts from the letter or despatch under discussion. This is entirely unnecessary and should be discontinued. (iii) The rule should be of universal acceptance, that when at any stage an official agrees with the preceding Note or recommendation, he should append his initials (and date) and nothing more.	This was always the system in Madras until the Government of India system has gradually been introduced, under which more than two notes are written before a file goes to Honourable Members. <i>in some despatches</i> ~~What the system was before was that when the officers in charge of the department were not present, their drafting clerks would substitute their own instead of giving the opinions of the officers.~~ <i>The Chief Secy.</i> <i>attached to the Secy. 1895</i> <i>Précis and paraphrases are only adopted on a very limited scale in the Chief Secretariat. It is only when a paper is of great length and complexity that a précis of its proposals or contents is made for the sake of convenience. Entire extracts from a letter or despatch under discussion are not reproduced verbatim in notes.</i> <i>under a Précis</i> <i>Précis and paraphrases</i> <i>Précis</i> This has been the Madras practice for a long time.		Not more than two notes are ever written in this Department before a file goes up to the Honourable Members or His Excellency, that is, a note by the office and another by the Secretary.	The Public Works Department plan is simpler even than this. There is only one note for Honourable Members to deal with. When a case is submitted for orders, it shall not contain more than one note from the Secretary. The principles laid down here are kept in view in the Public Works Department.		

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Remarks in the Local and District Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
IV.—Arrangement and Printing of Proceedings and Notes.						
(i) The papers of the Government of India (I believe in every Department) consist of two sections; the official Proceedings, and the Office Notes. These are, under our system, kept distinct from each other, both in MS. and in print. I would not propose to interfere with this distinction. Some offices print the Notes first and the Proceedings afterwards, others <i>vice versa</i>. I think that a uniform system should be adopted; and, unless any good reason can be shown to the contrary, I would propose that the Notes should be printed first, since they are, in the majority of cases, a prelude to, rather than a sequel of, the official decisions recorded in the other section.	It does not appear that the Government of India "Keep-withs" or notes are "kept with" the papers they belong to. The rule here is that the notes are stitched with the ~~original~~ proceedings, whether in manuscript or in print. When notes are printed, only a limited number are printed and these are stitched with a corresponding number of spare copies and placed in the spare copy bundle ~~others~~ with the spare copies of the Government orders without notes. When notes are printed, it is customary to print on the top of the first page the words "Notes connected with G.O., No. , dated . . ." The designation of "Table of Contents" has been in existence in Madras for very many years past.		When proceedings are recorded in the latter are always notes, so that the Proceedings appear as soon as the first docket sheet is turned over. This appears to be more convenient for subsequent reference to file the Proceedings after the notes.	Office notes are not printed in the Public Works Department.		
(ii) The Notes, when printed, are in many departments called Keepwiths, and are designated as K-W. This is part of the barbarous jargon that has grown up <i>pari passu</i> with a barbarous system. I see no reason why in the Government of India we should call ordinary things by any other than their ordinary names. I would therefore propose in future to designate K-W. simply as Notes. In the Foreign Department I have further found the Index or Table of Contents of the separate volumes of papers, when bound up, variously designated as "Brief Subject," "List of Papers," and "Précis-Docket." As I see no reason for calling it by any other than its proper name, I have ordered this Index-page in future to be headed "Table of Contents."	Letters and telegrams are added to a particular manuscript file only when they relate to the same subject, and as the subject-matter of the file is written on the first sheet, it is not understood why the subject of each paper should be repeated in the note in red ink.	Is not observed here. The number of the currents as well as the authority or officer from whom they are received are entered at the top of the first sheet and the subject is indicated in the first paragraph of the note.	As the subject of the file is entered on the first sheet of the note, and all the currents relate more or less to the same subject, it appears to be unnecessary to repeat in the note the subject of the current in the file.	"Table of Contents" is the name in Madras.		
(iii) As each fresh letter, despatch or telegram comes into the office, and is added to the MS. file, the heading or docket under which it is entered in the MS. Notes, prior to noting, is in the Foreign Department written in red ink. I dare say this is done in other offices. If not, I recommend it as a useful system of distinguishing the various stages of a case, as well as each stage in turn, from the MS. Notes upon it.						

Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Local	is in the and. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
(iv) I now come to a peculiarly malignant abuse of the present system, which is itself the outcome of a further, and equally culpable abuse, viz., the extent to which official correspondence (I speak particularly of the Foreign Department) has become supplemented, and almost in many cases superseded, by private or demi-official communications. The privilege of private correspondence between officials in the Department and officers or persons outside is a valuable one, inasmuch as it places the former in possession of information which may be essential to the due comprehension of a case, but which it may be impossible, for various reasons, to include in the official letters or telegrams. But it is a privilege which is capable of being, and has been, greatly abused; and hence has arisen the question of how to deal with this sort of communications in the records of a Department. It has been solved by constituting a separate branch or sub-head of the K.-W.'s for demi-official papers. This branch requires again a separate index of its own. Accordingly, it has happened to me in studying a case, in a printed volume of our Proceedings, that in order to preserve the chronological sequence of discussion and decision, I have had to keep my fingers in three or four different places in the same volume, and to dart backwards and forwards, from one to the other, at what a cost of time and temper I need hardly say. I lay down the proposition therefore, which cannot, I think, be disputed, that a demi-official personal, or private letter, differs only from an office-note in the fact that it is written by an official outside the Department and often at a distance, instead of by an official inside the Department at his desk. It must as a consequence be similarly treated; i.e., it must, if printed at all, be placed not in a category apart, but in the Notes in the order of its arrival. The decision whether it should be printed, and if so how much of it should be printed, must rest with the officer concerned, subject of course to the decision of the Secretary. By this method there will be in every printed collection of papers in every Department, three sections only, (a) Table of Contents, with References to former and latter cases; (b) Notes; (c) Proceedings. There must be no extras of any description. (v) In printing both the Notes and Proceedings, it is possible to avoid a good many sources of subsequent confusion by always using the same type for the same thing, i.e., one type for Notes, another for Proceedings, and again in each class, one type for headings, another for contents, and so on. At present all kinds of type are used promiscuously, according to what may be handy in the printing press at the moment. Similarly, in printing both the Notes and the Proceedings, all numbers, alphabetical letters, and purely departmental hieroglyphics, except such as may be essential for subsequent reference, should also be omitted. Too often a printed volume of our records is more of a puzzle than it is of a guide.	Demi-officials are not read in Proceedings of Government nor are they indexed. If any officer writes a demi-official on which an order has to be passed he is told to write officially. Except those relating to mere routine matters, which are destroyed after some years, demi-officials are generally stitched with the originals of Government orders concerned. The Demi-Official Register serves ~~being~~ well as an index. <i>It would be well to have a</i> <i>Cum. Waste of time & money to make the list.</i> <i>Cum.</i> Notes are never kept separately here. If notes are printed (and this is done only in important cases), the printed notes are kept with the spare copies of Government Orders in the bundle and a certain number of the notes stitched with the proceedings (for office use only). The original notes are always kept with the original Government Orders. <i>Cum.</i> The type used for notes, proceedings, &c., is not generally of a particular kind. Notes are printed on yellow paper to distinguish them from the proceedings. Alphabetical letters references to flags, &c., are omitted in printing. <i>Cum.</i>	No such definite rule is fixed here.	Office are only printed in very few cases, that is, when of unusual length, and in cases, the notes are not entered in the volumes of Proceedings up to the Government and the Secretary nor are they stitched with the spare copies of the Proceedings concerned.	Demi-official letters are not printed in Madras. These remarks do not apply to Madras.			

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Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Loco s in the ul. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
(vi) I now come to the main cause of the plethora of print, as distinct from writing, from which our records suffer in so marked a degree. This is the preservation in print of any and every Note, mark, sign, date, or even initial—in a word of the inevitable but worthless ministerial routine of the Department. In the conduct of all business there must be an immense amount of such surplusage. Under the Indian system, it is swollen at every point by the abuses which I have been describing. But its main and differentiating feature is this, that here alone, as I conceive, of all Governments in the world, is it accorded the honour of print. The Notes of our official volumes are augmented to three or four times their needful dimensions by long columns—I have often seen entire pages—of initials and dates, by the record of the passage of the case from Department to Department, by the questions asked by officials of their subordinates (which ought to be sent round on a slip of paper instead of officially recorded upon the Notes) and by <i>banalités</i> of many and various types. But it is obvious that this went neither far enough nor in the right direction. For what is wanted is not merely the destruction of routine slips such as those alluded to, but orders to prevent the printing of matter, which must appear upon the files, but which is not worthy of being printed. All that is wanted is that in every Department, some officer, responsible to the Secretary, shall, before the MS. file goes to the printer, run a blue or red pencil through the stuff that does not require reproduction in print. In this way we shall find that the bulk of our printed Notes will speedily be diminished by more than one half. I circulate for inspection an ordinary Foreign Department file, prepared under the existing system; and a revised proof of the Notes or K.-W. of the same as amended under the process that I am about to introduce. The length is thereby reduced from 11 printed pages to 4.				These remarks do not apply to Madras. Not in the Public Works Department of this Presidency. These remarks do not apply to Madras.		

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Viceroy's Memorandum.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	B Local a	in the Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
V.—Other aids to despatch. I should like to invite the aid of my Colleagues and of the Secretaries in respect of any suggestions that they may care to make under the above heading, in addition to, or in corroboration of, the remarks which I am about to submit. Some check appears to me to be wanted in order to prevent the interminable delays that now occur, and the complete oblivion that is apt to overtake Departments as to the whereabouts, or fate, or future of cases in the course of their departmental career. These delays and this carelessness occur— (1) in the cases of answers to communications from the Secretary of State—concerning which I am continually receiving telegrams, couched in the following terms: 'When may I expect an answer to my telegram or despatch of such and such a date?' (2) in the case of questions that are pursuing their weary pilgrimage through the Departments; (3) in the case of questions that have been referred to a Local Government but have not returned therefrom. Let me give an illustration of the latter. I was called upon not long ago to give a decision affecting certain canal rates in one of the Provinces. The question had originally been referred to the Government of India in October 1892. It had then been sent to the Local Government with whom it had remained, without reminder, or rebuke, for 3½ years. After returning from this long holiday, it had then wandered like an uneasy spirit through the Departments of the Government of India for another 3 years, until at length in April 1899 it came up to me to be exorcised and laid. Now in all these cases, there ought to be some practical, and not merely illusory, check. I know that in each Department some sort of statement is drawn up quarterly, or perhaps at other intervals, of the cases in the Department, of the orders that have been issued upon them, and of the present stage of their wandering. But clearly this check must at present be what I call an illusory check, since it does not prevent cases like that which I have just mentioned, and which is only one among many that have come under my own notice. My impression is that these quarterly statements, which are drawn up by clerks and are, I believe, divided into classes for submission to the Secretary and Deputy, Assistant, and Under Secretary severally are either only glanced at or are completely ignored by them, a convenient initial being substituted for a <i>bonâ fide</i> scrutiny. I cannot dogmatise upon such a question as this; but having indicated what I believe to be the evil, I shall be grateful to the Secretaries if they will submit to me what their experience suggests to them as the remedy.	In the Chief Secretariat there are call books and arrear lists. The former are concerned with Government Orders and letters to which replies are ~~received~~ <i>due</i>. After the issue of a Government Order, the Call Clerk notes in the call book requests, if any, for further information and sends reminders if replies are not received to calls in due course. The call books are submitted for scrutiny of the Assistants and Under Secretary ~~to the Secretary~~ <i>to the Secretary</i>. The arrear list shows the papers that have been in the office for ~~three~~ <i>two</i> weeks or more and which have not been finally closed (i.e., closed by an order or letter) in the register. These lists which therefore include all papers pending in consequence of replies due from outside offices, are submitted once a week to the Chief Secretary. The maintenance of call books and the arrear lists and the scrutiny exercised over them serve as a practical check to prevent delays in all cases, and in this respect there can, it is submitted, be no better method than the one prevailing in the Chief Secretariat. <i>The Office & in</i> <i>and are carefully scrutinized, when a reply from a subordinate office is overdue the fact is at once ascertained, and orders for the issue of a</i> <i>Q. How often are the call books submitted to the Chief Secretary?</i>				There is no such "illusory check" in this office. We have Unanswered Reference Registers which give the requisite information.		

Government of India Secretariat Instructions.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Local a	in the nl. Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
GOVERNMENT OF INDIA SECRETARIAT INSTRUCTIONS. 7. (2) Lettered or numbered slips may be pinned on previous papers referred to in the Notes, the letter or number being quoted in the margin in pencil. But not more than one slip shall be attached to the same collection or volume: the reference to any particular part being made by quoting the record number in, or page of, the collection or volume. 8. Above the previous papers shall be placed the current correspondence, which should be strung together in chronological order upwards, the latest letter being at the top. With this arrangement it will not be convenient to assign serial numbers to the pages of the whole correspondence; but a serial number will be entered on each paper, as received, in pencil or chalk and each paper will have its pages numbered separately, also in pencil or chalk. These numbers are required for reference only while the file is current. Above the current correspondence shall be placed the Notes. 10. (1) Every Note shall be legibly written upon paper of foolscap size, with a quarter margin, and only on one side of the page. 10. (3) In every case referred by one Department to another, the Notes written in the Department referred to shall be on separate sheets from the Notes written in the referring Department. 16. When an officer agrees with the preceding Note or recommendation, he shall append his signature and nothing more. Marginal Notes, or Notes to emphasize special points, may, however, be made.	Lettered or numbered slips called flags are pinned on previous papers; if reference has to be made to different portions of a Government Order more than one flag is used for the sake of convenience. In case of volumes and printed books we do not use flags, but mark the portion by a tape. The practice here is the current correspondence is strung together in chronological order, the latest letters being at the bottom. When there are many currents the pages are numbered for the sake of reference ~~when the file is current~~. Our notes are written on half margin and on both sides of the paper. It is submitted that our system appears to be a better one as ~~there is~~ space for Honourable Members and His Excellency the Governor to write their remarks opposite to the notes. This increases the bulk of files & it is obviously unnecessary for a Secy to write "Agree" on a separate sheet Officers append here only their initials and not signature when they agree with the preceding note.	As a general rule pages are flagged here. The U.O. system has been here interpreted to require that each departmental note should be in continuation of the previous note or notes.	The current correspondence is strung together in chronological order downwards so that the latest letter may be at the bottom. Each current enclosure is preceded by its number and is placed in its turn preceded by the docket sheet of the current, and the whole correspondence is numbered in pencil like a book. It is submitted that this arrangement is, better than the one prescribed by the Governmental and Legislative Departments, though the correspondence is strung in chronological order downwards. The latest current is placed at the top and not consecutively. The arrangement in the Municipal seems to be adopted in this Department. The notes are always written on paper with half margin on both sides of the paper. Each sheet will leave a little space for the Honourable Members and His Excellency to write their orders and there is no necessity for alternate pages. Only initials are appended to notes taken of approval and this should be sufficient.	Every note shall be legibly written upon paper of foolscap size, with half margin, and only on one side of the page.			In many cases the initials of the Secy. of the Dept. referred to are enough.

Government of India Secretariat Instructions.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Re Local an the secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
21. If a member desires to refer a case in the Department of which he is in charge, to another Member personally, for formal opinion, he shall obtain the consent of the Governor-General before doing so. 22. (3) The officers, in regard to whom a general consent to the reference of Notes by the Departments hereinafter indicated has been given, are the following:— (A) Home Department. (i) General Superintendent of Operations for the Suppression of Thagi and Dakaiti; and (ii) Chief Inspector of Explosives, &c., &c. 23. When papers are recorded in Proceedings, a "Table of Contents" shall be added to the record. This may, however, be omitted in cases which are not recorded in A. Proceedings, if there are only one or two papers. Each recorded collection will thus ordinarily contain in the order named— (a) a Table of Contents, with references to former and later Proceedings; (b) the Notes on the case, with appendices to the Notes should they be found necessary in exceptional cases; and (c) the official Proceedings. The record numbers of the official correspondence shall be entered in the margin of the Notes opposite the statement of the subject of each paper. 27. (1) Where a paper, which has been printed, is required for information or reference, a printed copy, and not the original, shall, in the absence of orders to the contrary, be submitted. 29. In the case of both Local Governments and other Departments reminders shall take the form of a distinct inquiry as to the cause of delay and the prospects of the case; and the reminder shall be returned with the information required within a time to be specified thereon. 31. (1) Every telegram to the Secretary of State shall, unless it relates only to matters of routine or matters of fact, be submitted to the Governor-General before issue. A copy of every telegram to the Secretary of State shall be sent after issue to the Private Secretary.	When a Member desires to refer a case to another Member for formal opinion, it is not usual here to obtain the consent of His Excellency the Governor. <i>Cut</i> <i>Reminders under the</i> <i>of 3 income something</i> <i>quite different from our</i> <i>recorded - this rule is</i> <i>not intelligible when applied to the Department</i> <i>No system - India has a system of</i> <i>numbering & re-numbering, for which it has</i> <i>a correspondingly expensive establishment.</i> <i>Our system is simple & complete - we have not</i> <i>but the establishment is too small to work on complex</i> <i>numbering in fractions &c.</i> Only printed copies are put up; but if the originals contain notes which are not printed, they are put up for the currents. <i>Cut</i> The reminder forms that we now have simply state that the reply may be expedited. The suggestions that the reminder shall take the form of a distinct inquiry as to the cause of the delay and the prospects of the case appears ~~to be a good one~~ but this it is feared will increase the correspondence since in such a case a reminder will have to be answered whether the original letter be replied to or not. Copies of telegrams to the Secretary of State are not, in the Chief Secretariat, sent, after issue, to the Private Secretary but <i>Cut</i> <i>Drafts of the same are</i> <i>sent to H.E. The</i> <i>Private Secy.</i>	There is nothing corresponding to this in Madras. There is no such fixed rule here. The only officers ordinarily referred to U.O. are the Accountant-General and the Heads of Departments under the Revenue Secretariat. No such definite rule for all cases. But this is done in cases where the Proceedings are voluminous. As the notes are not ordinarily printed, till recently it was a standing rule that originals if they contained notes should be put up, if possible. Reminders here take the form of request for the early submission of a reply. <i>unnecessary. With</i> <i>call books & can be kept</i> <i>properly worked off</i> <i>can be picked up when</i> <i>necessary without the</i> <i>increase of correspondence</i> <i>Cut</i>	The this D. a request expedited as to the prospects be an be adopted re-examine future Departments issued from usually contain reply may be that enquiry delay and the case appears to it which may form of reminder by the Governor may be used in ing Heads of he Secretary of mitted to His re issue, but legrams are not ivate Secretary			This system would be very undesirable in Madras. H.E. frequently refers a case to one or both of the other two members, and they discuss other notes to H.E. H.E. I agree H.E. 28-3-89 I will leave it to the Secy. to decide whether or not the reminder should be for date on which reply may be expected. To be this with every reminder and multiply copies for <i>H.E.</i>

Government of India Secretariat Instructions.	Remarks in the Chief Secretariat.	Remarks in the Revenue Secretariat.	Local in the Secretariat.	Remarks in the Public Works Secretariat.	Remarks of the Chief Secretary.	Remarks of Hon'ble Members.
(3) The circulation for signature of every despatch to the Secretary of State shall, except in cases of urgency commence, if possible, six days before the departure of the mail, in order that each Member may have leisure to study it and the papers connected therewith. Such papers, if the subject is one of importance or interest and has not been brought before a meeting of Council, shall be circulated along with the despatch. (4) Every despatch to or from the Secretary of State issuing from, or received in, the Foreign Department shall be circulated as promptly as possible, first, to the Governor-General for signature or perusal, as the case may be, and, then, to all the Members in the most convenient order with regard to their places of residence. (5) Every despatch to the Secretary of State issuing from any Department other than the Foreign Department shall be circulated for signature, first, to the Member in charge, then to the other Members in the order aforesaid, and, finally, to the Governor-General. (6) Every despatch from the Secretary of State received in any Department other than the Foreign Department shall be circulated as promptly as possible, first, to the Member in charge, then to the Governor-General, and, finally, to the other Members in the order aforesaid. 33. (1) The Secretary in each Department shall be responsible for the correctness of the enclosures to every despatch to the Secretary of State issuing therefrom, and for the correctness of all papers sent therefrom for publication in the Gazette. 33. (3) All papers sent for publication in the Gazette shall be signed by the Secretary or, under the Secretary's instructions, by an officer not below the rank of Assistant Secretary. 36. Where papers are communicated to Local Governments or to the public, all matter indicating the existence of a difference of opinion in Council shall be removed, unless the consent of the Governor-General to its retention is first obtained.	All despatches to the Secretary of State are submitted here for signature first to His Excellency the Governor, then to the Honourable Members in the order of seniority. Despatches from the Secretary of State are received first by His Excellency the Governor and passed on to the office. They are then sent to Honourable Members. <i>It is not known whether Indian Secretaries really receive these despatches as to personally check the work. It is an error in my opinion that the Secretary is responsible for all work of his office apart from the work of the Secy. The Secy makes his own arrangements and does the thinking work.</i> <i>33(3). Papers are made here for Gazette on the draft of orders. The Secy sends the papers to Gazette. No signing is required.</i> <i>36. This is the rule here.</i>	Is not observed here. Despatches are submitted to His Excellency and the other Honourable Members for signature in the order of their seniority. At present, the Public Department apparently circulates the despatches in the order of the seniority of the Honourable Members. The heads of sections or drafting officers are responsible here for the correctness of the enclosures to orders or letters sent out of the office or of notifications to be issued in the Gazette. Leave slips and others of a routine character are occasionally signed by drafting officers besides the Under Secretary. Minutes, if of dissent, are read in the Proceedings of Government (going out) as follows:— "Read also Minute of dissent by the Hon'ble Mr." This is done under special orders. NOTE.—It will be seen that the differences are either in unimportant points of detail or in matters in which no analogy can well be drawn between the Government of India and this Government. The only matter on which it may possibly be thought well to adopt India's system is as regards reminders. Should they take the form of a request that the reply may be on the opposite margin and may state the cause of delay and the date when an answer may be expected?	whole object of the Government rules is to expedite all writing. In Local and Educational and is very little excess of papers are in the office in delay, but heads of delay matters often is in watching papers and remarks that "time Our rules seem to embody the suggestions of the India."		<i>This article is a criticism on the whole that we have better in writing to learn from India. He was the Indian form of reminder is only when the holder can use from has failed to what.</i> <i>I have suggested the above</i>	<i>I have no remarks to offer</i> <i>28-8-17</i>

20/8/17

28/8/17

27-8-17

I have no remarks to offer

28-8-17

16162

Code Class. INDIAN TELEGRAPHS. Monthly Number.

To (Office) <i>Calcutta</i>				From (Office) <i>Simla</i>	
Words	Day	Hour	Minute	Official Instructions	
<i>25-5</i>	<i>26</i>	<i>9</i>	<i>41</i>		
To (Person) <i>Madras</i>				From (Person) <i>Simla</i>	

CHIEF SECRETARY
27 OCT 1899
GOVERNMENT OF MADRAS

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letter 11/2 only
indefinite of
instructions in local secret
offices.

64 Word Fc

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PERAS 26-10-99

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