



GOVERNMENT OF ORISSA

THE ORISSA SECRETARIAT INSTRUCTIONS



**POLITICAL & SERVICES DEPARTMENT
ORGANISATION AND METHODS DIVISION
BHUBANESWAR**

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PREFACE

From the year 1936 when the State of Orissa came into being till the beginning of 1940, the Bihar and Orissa Secretariat Instructions were followed in the Orissa Secretariat. The Orissa Secretariat Instructions was, for the first time, published in the year 1940 and this has been followed ever since. There was only a reprint of this publication in the year 1948.

During the last two decades many changes have taken place in the administrative set up of the Secretariat, the number of Departments has increased from nine to eighteen together with a few composite Departments which were not in existence before. During the last few years Government have been keen on improving the transaction of business in the Secretariat Departments by reducing delays and increasing efficiency in the working of the Departments with the result that a number of Circulars and Orders have been issued on organization and procedural matters.

All this has necessitated the revision of the Secretariat Instructions. The initiative in this direction was taken by my predecessor in office Shri B. Sivaraman, I.C.S. during the compilation of the revised Secretariat Instructions guidance has been received from the Council of ministers and particularly from the Chief Minister from time to time. In July, 1959 a special meeting of the members of the Council of Ministers and the departmental Secretaries was convened to consider the ways and means for toning up the working of the Departments of the Secretariat and a number of important decisions were taken which have been incorporated in the present edition. Certain matters which did not find place in the previous issue of the Secretariat Instructions have been incorporated in this edition to provide easy reference to them in the Departments. For instance, a chapter (Chapter VIII) has been included on Budget Procedure outlining the important procedural steps to be taken in the Departments in connection with compilation of the Budget and connected matters. Another important matter, rules on which have been incorporated relates to the procedure between Departments of Government and the Legislature. A Special Chapter (Chapter IX) has been devoted to this. Another special feature of the present edition is a chapter on 'Publicity' (Chapter XII) indicating how the activities of Government in the various Departments have to be published through the Public Relations Department. A special chapter (Chapter XIII) has been devoted to the rules of procedure

relating to references to be made to Public Service Commission which are frequently required for reference in all the Departments. In order to emphasise the importance of regular submission of reports and returns and the procedure for dealing with them a special chapter (Chapter XVI) has been included. The creation of composite offices in which a Secretariat Department combines the functions of a Head of Department is a new feature which came into being in certain cases such as the Public Relations Department, the Grama Panchayat Department, the Community Development Department, Tribal and Rural Welfare Department etc., after the year 1940. A special chapter (Chapter XVII) has been devoted to the rules of procedure applicable to such composite offices in the Secretariat. Another special feature to which attention may be drawn is a chapter on 'Committee Procedure' (Chapter XVIII) containing rules relating to the conduct of business of committee meetings. We have to record our thankfulness in this connection to the Director of Publications of H.M. STATIONERY OFFICE, LONDON for very kindly permitting us to make use of the material published in an article entitled "Committee Procedure" in the Autumn 1958 issue of "Public Administration" in preparing our chapter on the same subject.

For the sake of convenience the rules in each chapter have been numbered independently in the present issue of the Secretariat Instructions; they have moreover been so numbered that they can be quoted with ease. Thus, Rule III-18 would mean rule 18 of Chapter III of the publication.

The instructions are applicable to all Departments of the Secretariat except that, departments with which offices of respective Heads of Departments have been amalgamated will follow the rules contained in Chapter XVII.

These Secretariat Instructions have been compiled on the basis of experience. They are not the last word. Government is an embodiment of a growing administration which always tries to improve. Suggestions for improvement of Governmental Procedure is welcome.

Any errors or suggestions may be brought to the notice of the ORGANISATION & METHODS DIVISION of the Political and Services Department.

**V. RAMANATHAN.
CHIEF SECRETARY**

The Orissa Secretariat Instructions

CHAPTER I

Organisation

I-1. *The Government of Orissa*-- The executive authority of the State of Orissa formally vests in the Governor, who is the constitutional head of the State. He is assisted by his Council of Ministers and acts on its advice. Every act or decision of Government expressed to be taken in his name is based on a decision taken by, or under the authority of a Minister or the Council of Ministers according to the Rules of Business.

I-2. *Council of Ministers* -- The executive power is exercised by the Council of Ministers, with the Chief Minister as its head. The Chief Minister is appointed by the Governor. The other Ministers are appointed by the Governor on the advice of the Chief Minister. The Council of Ministers is collectively responsible to the Orissa Legislative Assembly.

I-3. *Allocation and Transaction of Government Business* - Rules of Business have been framed under article 166(3) of the Constitution to regulate division of the business of Government among departments and its more convenient transaction.

The allocation is made by the Governor, on the advice of the Chief Minister, by specifying the items of business allotted to each department and by assigning a department, or a part of a department, or more than one department, to the charge of a Minister. The Minister in charge is, sometimes, assisted by a Deputy Minister who performs such functions and exercises such authority as may be assigned to him in relation to his portfolio by and according to the Rules of Business in force.

I-4. (a) *Gazetted Staff*- Each department consists of a Secretary, who is its official head, with such Gazetted and other staff subordinate to him as the Government may determine from time to time. The Gazetted staff may include one or more officers of the status of Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary, Assistant Secretary, Registrar and such other officer as may be specially appointed by Government.

1.4 (b) *Non-gazetted Staff*- Each department of Government may have, normally, the following non-gazetted staff namely, head assistants

(senior and junior), personal assistants, upper division assistants-grade I and grade II, lower division assistants, stenographers (grades I, II and III), diarist, recorder, record supplier, typists (senior grade and junior grade), pasting clerk, literate peon, jamadar, daftary, peons and chowkidar. Besides, there may be special assistants for special type of work allotted to them.

In addition to the above, the following non-Gazetted staff work in connection with the affairs of the Secretariat:

Accounts Section

1. Accountant (senior and junior)
2. Treasury Sircar

Record Room

1. Record Keeper
2. Assistant Record Keeper
3. Record Clerk

Secretariat Library

1. Librarian
2. Assistant Librarian

Care-takers Establishment

1. Care-taker
2. Assistant Care-taker
3. Receptionist
4. Mali
5. Farash
6. Sweeper

NOTE- Throughout these instructions, except where the context shows otherwise, the term "Under-Secretary" includes an "Assistant Secretary".

I-5. Authority and Functions of Chief Secretary- Besides the duty of seeing to the proper transaction of the regular secretariat business allotted to him, the Chief Secretary shall have the following special functions, namely :-

- (a) superintending control over the whole secretariat ;
- (b) responsibility of all other matters not falling within the categories of subjects assigned to the other Secretaries ; and
- (c) The Chief Secretary may, on the orders of the Chief Minister, or of any minister or Deputy Minister, or of his own motion, ask to see papers relating to any case in any department and any such

request by him shall be complied with by the Secretary of the department concerned. The Chief Secretary may, after examination of the case, submit it for the orders of the Chief Minister, through the Minister or Deputy Minister in charge.

1.6 Authority and Function of Secretary, Additional Secretary, etc.-

- (i) The Secretary, as the administrative head of the department, is responsible for its smooth working.
- (ii) With the approval of Minister in charge an Additional, Joint, Deputy, or Under-Secretary may be authorized to dispose of specified classes of cases without the intervention of the Secretary, provided that -
 - (a) the Secretary may require cases of importance within the delegated classes to be submitted through him ;
 - (b) all cases, on return from the Minister, shall pass through the Secretary; and
 - (c) the Secretary retains the right of intervention in any such case at any stage;

NOTE- In cases dealt with by an Additional Secretary, authorized to discharge the functions of a Secretary, the instructions contained in the above proviso will apply only to the extent specified in the order of authorization.

- (iii) Within their respective spheres, it is for the Secretary/Additional/Joint/Deputy Secretary or Under Secretary to decide whether a case is of such importance that it should be submitted to higher officer, or whether it can be disposed of by himself under the authority, expressed or implied, delegated to him, or because the order which he proposes to pass is in accordance with an accepted policy of Government.
- (iv) Subject to the authority of the Secretary, all matters relating to establishment, office organization or procedure, shall be put up to an Under-Secretary only through the Registrar of the department, where there is one.
- (V) Whenever a proposal of a head of a department is proposed to be turned down, orders of the Minister or Deputy Minister in charge should be taken, unless the matter can be disposed of in accordance with some general decision taken by him previously. It is desirable that, whenever,

possible, the Secretary, Additional Secretary or Deputy Secretary in charge of the section dealing with the proposal should have a personal discussion with the head of the department before recommending its rejection.

If the head of the department wishes to press his proposals, he should have facilities for placing his views before the Minister in charge in the presence of the Secretary, Additional Secretary, or Deputy Secretary of the department concerned.

- (vi) **Table of Cases** - On the 1st and the 16th of every month, each department shall prepare and submit to the Secretary, statements showing particulars of cases disposed of in the department during the preceding fortnight. The Secretary shall submit them to the Deputy Minister and Minister in-charge, simultaneously submitting copies to the Chief Minister and the Governor.
- (vii) A Secretary, Additional Secretary, or Joint Secretary to Government in a Department may be authorized by Government to inspect the office of the head of department under the administrative control of that department. Thereupon the head of department will afford to the officer so authorized such access to the records as may, in the opinion of such officer, be necessary to enable him to conduct the inspection and the officer so authorized may record in writing for the consideration of Government and for the benefit of the head of department any note or observation he may think proper in regard to the despatch of public business.

I- 7. Organization of Department- A department may be subdivided into branches and each branch, into sections. A branch is a part of department allotted with certain specific subjects in charge of Additional Secretary, Joint Secretary, and Deputy Secretary, or Under Secretary, subject to the control of the Secretary. A section is a unit in a branch in charge of a section officer designated as head assistant, dealing with work relating to the subjects allotted to it. It consists of a certain number of assistants under a head assistant.

A section may, if necessary, be subdivided into groups to deal with a subject or a group of allied subjects.

Any transfer of work from one section to another requires the orders of the Under Secretary in charge. Any change in the distribution of work between

the assistants within a section shall be made by the head assistant with the approval of the Under Secretary.

Duties of Staff

I-8. The main duties to be performed by the various members of the staff are enumerated below:

A-DUTIES OF DIARIST

1. To enter all receipts in the diary register (Government of India's letters shall be entered in red ink);
2. To distribute the receipts among the assistants to whom they have been marked;
3. To enter file numbers in the diary register against each receipt by noting them from the log books of the assistants while entering in the register correspondence emanating from the Government of India or from the Assembly Secretariat relating to Assembly questions, or such class of correspondence as may be prescribed by the Secretary from time to time to which a reply has to be sent, he will also note the letter 'R' in the remarks column of the register;
4. To note, from the log books, the dates of disposal of important letters, e.g., Government of India's letters, Assembly questions, and correspondence of such classes as may be prescribed, by the Secretary from time to time, against the relevant diary number in the register;
5. To bring, to the notice of the head assistant and Registrar, undue delay by assistants in providing file numbers for the receipts marked to them ;
6. To put up to the Registrar, or to the Under/Assistant Secretary where there is no Registrar, every fortnight, a list of correspondence emanating from the Government of India and the Assembly Secretariat concerning Assembly questions and such correspondence as is prescribed by the Secretary from time to time to which replies have not been sent;
7. To be responsible and to comply with the instructions of the head assistant and the Registrar ;
8. To keep a note of reminders received each day from the different departments of Government or heads of departments and show it

weekly to the head assistant and Under/Assistant Secretary, explaining the cause of delay in returning the files or in sending final replies to their letters;

9. To see that all receipts which require classification have been so classified and to bring to the notice of the head assistant any receipt which has not been classified; and
10. To maintain properly a register for all Assembly questions and resolutions.

B-DUTIES OF THE HEAD TYPIST

1. To receive from the correspondence section, passed drafts for issue and to distribute them to the typists under him;
2. To check the log book of each typist daily;
3. To check the stamp accounts maintained by the dispatcher weekly;
4. To maintain history sheets for the typewriters;
5. To see that all letters, ready for despatch, are despatched to proper destinations;
6. To check the despatch register.

C- DUTIES OF DESPATCHER

1. To maintain stamp accounts;
2. After the fair copies have been prepared and compared and subsequently signed by the appropriate officer, to receive the signature pad, through comparers, to see that all letters have been signed and, then, to number and date them and fill in the various columns of the issue register of the department, to put the communications in envelopes and hand over to the daftary the covers for closing and stamping when required, and to check that such closing and stamping has been done properly. The peon book is to be filled in by the despatchers, who is required to examine it, on return, to see that necessary receipt has been given for the communication in the proper column by the receiving office ;
3. To see that the necessary stamps have been affixed on the covers and that the letters have been despatched;

4. To enter issue numbers in telegrams, stamp and despatch them after filling up the issue register of the department concerned;
5. To return, on the date of issue, the original drafts and spare copies, if any, to the department concerned.

D-DUTIES OF RECORDER

1. To record papers and to maintain a record register in the form prescribed for the purpose;
2. To prepare index slips by means of carbon paper under each major and minor head indicated by dealing assistants in each case to be recorded;
3. To countermark, if necessary, the recorded cases and to prepare countermarking slips. This can be facilitated by going through the list of previous references noted by the dealing assistant on the margin of the top of the first page note sheet of each case to be recorded;
4. To enter proceeding numbers allotted to recorded cases, in the file registers of the assistants and in the file index register in charge of the head assistant before he makes over the records to the record supplier;
5. To send 'A' cases to the press for printing;
6. To report to and comply with the instructions of the head assistant and the Registrar.

Note- In the departments, which may have no recorders, the duties of recorder will be performed by other ministerial staff who may be entrusted with the work of recording.

E-DUTIES OF RECORD-SUPPLIER

1. To be in charge of the records of papers of the department till they are transferred to the Secretariat record room;
2. To keep the records arranged in the prescribed order;
3. To have the records regularly and properly dusted and kept tidy and to carry out the precautions laid down for their preservation from damp, insects, etc., to replace soiled or torn labels and covers of bundles and collections by fresh ones;
4. To supply records to the dealing assistants in the department, after obtaining from them duly filled up requisition slips and putting them in place of records removed;

5. To supply records to other departments on requisition slips countersigned by the head assistants of those departments and signed by his own head assistant, the slips being put in place of records removed;
6. To arrange for the transfer of records (including preparation of the catalogue of papers) from the department to the record room;
7. To take care not to include, in the bundles, any thing which cannot be classed as records, such as, forms, maps, library books, specimens, unless specially permitted by the Under Secretary;
8. To act under the directions of the head assistant;
9. To maintain a register to show the details of recorded files of a department sent to another department; and
10. To weed out the records before sending to the record room and to take orders of the competent authority for their disposal.

F- DUTIES OF TYPISTS

1. To type all matters marked to each of them;
2. To maintain a log book in the following form

SI No.	File Number	Number of words or foolscap pages typed	Remarks
1	2	3	4

NOTE-(i) At the beginning of each day, the date should be entered in bold letters;

(ii) The head typist must initial all the entries in the remarks column of the log book of each typist at the end of the day, by way of verification.

1. To do comparing, as directed by the head typist or Registrar generally or in particular cases;
2. To report to, and comply with the instructions of the head typist, if there is one in the department, and the Registrar; and
3. To observe the instructions for the care of type writers given in Appendix I.

G- DUTIES OF HEAD ASSISTANT

The head assistant is in complete charge of the section under him and is directly responsible to the Under Secretary or the Assistant Secretary, immediately above him. His duties are:-

1. to receive and mark the receipts in the names of assistants in the section in his charge (Receipts may also be marked by him for his personal action);
2. to give all instructions and take necessary steps for quick and efficient disposal of work in his section;
3. to make arrangement for the disposal of work entrusted to an assistant during the assistant's absence (if necessary, this may be done in consultation with the Under-Secretary);
4. to note, briefly, instructions on each important receipt as to the manner of disposal and then to send it to the diarist for diarizing and distribution to assistant;
5. to check the diary registers daily and the file registers and log books weekly and the record register fortnightly;
6. to see that the file numbers for receipts are provided by assistants regularly in their log books;
7. to improve, or amend, action on cases put up to him by assistants for submission to officers, also to see that if government orders are required an indication is given accordingly;
8. to go round his section daily and supervise the work of all the staff working under him and see particularly what items of work are outstanding with the assistants;
9. to see that all routine duties, including maintenance of registers, etc., are carried out promptly and thoroughly;
10. to see that arrear lists, reports and returns are submitted on due dates;
11. to maintain a forward diary in the form prescribed in Chapter IV-3(iii) for keeping note of the date or dates by which important papers are to be put up, return submitted, etc., and to ensure that they are accordingly put up;
12. to supervise and give necessary instructions regarding the recording of cases by the assistants in his section, to edit notes of 'A' proceedings, if necessary, with the help of the dealing assistant, to see that the files are

- recorded in due time and to see that books or files taken by assistants from the departmental library or Secretariat record room are returned without undue delay;
13. to prepare a composite, but brief, inspection note on the entire section in his charge once in every month touching only on points which call for comments, e.g., delay in disposal of papers, recording of cases and submission of arrear lists, etc., and submit to the Under Secretary;
 14. to maintain a precedent register in the form prescribed (indicating, in brief, important decisions taken in the department, or important decisions taken in other departments and conveyed to the department by means of circulars etc.);
 15. to report to and comply with the instructions of the Registrar, Assistant Secretary (if any) and the Under-Secretary;
 16. to maintain a personal record of his assistants, in which he would record his opinion about each assistant under him every quarter and submit them to the Assistant Secretary or Under-Secretary. He may make a report about his assistant to the Assistant or Under Secretary if he finds his work is not satisfactory. He should maintain a file containing specimen of work done by each assistant and record his opinion accordingly;
 17. to be responsible for the maintenance of discipline in his section and to see that the table of cases is put up to the Assistant Secretary on the due dates;
 18. to check the work of the issue section and to see the proper maintenance of the furniture register and departmental library and effect verification from time to time with reference to the stock register.
 19. to maintain a special note book of important receipts;
 20. to check that the disposed of files are marked for record and sent to the recorder immediately after their disposal;
 21. to supervise the work of the recorders;
 22. to see that all receipts which require classification have been so classified and to bring to the notice of the Under/Assistant Secretary any receipt which has not been classified; and
 23. to examine the register for Assembly questions and resolutions daily particularly when the assembly is in session and see that statement

showing the questions which could not be answered or to which an assurance has been given for furnishing replies in future is put up to Assistant Secretary / Under Secretary immediately after the session is adjourned or the Assembly is prorogued.

H - DUTIES OF DEALING ASSISTANT

1. To enter, in their log books, receipts marked to them and to provide file numbers in the log books for each receipt shown therein within two days of such receipt having been received by them;
2. To examine cases diligently and intelligently and in the light of the instructions, if any, given by their head assistants or higher officers;
3. To seek the assistance of the head assistant or higher officer with the permission of the head assistant for disposal of work entrusted to them;
4. To examine promptly all receipts marked to them and to submit them on the required dates;
5. To put up cases, after examination, to the head assistant on the date required and, where no date is mentioned, within three days of the receipt of the cases, noting on the margin of the top of the first page note sheet of the file a list of previous references put up by them to facilitate countermarking;
6. To bring to the notice of the Under Secretary, through the head assistant, periodically a list in the prescribed form of all files and papers entered in the log book which remain pending for more than seven days;
7. To note on each approved draft reply, the diary numbers of all correspondence received from the Government of India, the Assembly Secretariat relating to Assembly questions and any other correspondence, reply to which has to be watched;
8. To prepare and submit weekly and monthly arrear lists in the prescribed forms;
9. To prepare fortnightly table of cases and submit it to the Under Secretary through the head assistant;
10. To maintain a forward diary in the prescribed form, as a reminder for action to be taken on cases on due dates (it should be checked by the assistant at the beginning of each working day)
11. To take prompt action regarding the recording of cases;
12. To report to and comply with the instructions of the head assistant;

13. To maintain a guard file of important circulars and instructions;
14. To maintain a file register, log book, transit register, etc., neatly and properly filling up the columns duly; and
15. To issue reminders on due dates to letters of which replies due have not been received.

I-DUTIES OF PERSONAL ASSISTANTS

Personal assistants are attached to the Ministers, the Deputy Ministers, the Chief Secretary and such other officers as may be decided by Government from time to time. Besides attending to their duties as stenographers, they are-

1. to handle such of the correspondence of the Minister, the Deputy Minister or the officer with the public as are not to be dealt with in the Secretariat department;
2. to prepare the Minister's, the Deputy Minister's or the officer's tour programme and arrange its circulation to all concerned;
3. to make arrangements for journeys and other personal convenience of the Minister, the Deputy Minister or the officer on tour;
4. to prepare tour particulars and send them to accounts section for preparation of the Minister's, the Deputy Minister's or officer's traveling allowance bill;
5. to keep necessary articles of stationery and books of reference for the Minister's, the Deputy Minister's or officer's office, both at residence and in the Secretariat, to keep them in safe custody and to correct and maintain these books up to date
- (6) to draw up the engagement list of the Minister, the Deputy Minister, or other officer in such form as he may desire;
- (7) to put up in time files and papers required by the Minister, the Deputy Minister, or officer for Cabinet meetings and conferences;
- (8) to arrange interviews with the Minister, the Deputy Minister or officer;
- (9) to collect papers and files and to submit them in time to the Minister or the Deputy Minister, required for Assembly business;
- (10) to do such other work of similar nature, as enumerated above, as the Minister, the Deputy Minister or officer may direct the personal assistant to look into;
- (11) to maintain a stock book of furniture, books, periodicals, supplied to the residence or residence office of the Minister or the Deputy Minister, and

to verify every quarter and to give a certificate in the stock book that the stock in register actually tally with the actual stock (in the residence or residence office).

It is not intended that a personal assistant should correspond with the District Officers and others in any important matter on behalf of the Minister or the Deputy Minister, nor should the Minister or the Deputy Minister, nor should he forward petitions received by the Minister or the Deputy Minister for disposal to any authority. He should put up such papers to the Minister or the Deputy Minister for his orders and send them with the orders to the relevant department where action has to be taken by any department. No instructions will be issued by any personal assistant to any agency outside the establishment of the Minister or other dignitary concerned without the orders of the latter in writing.

J-DUTIES OF STENOGRAPHERS

1. To take and transcribe dictations from, and to comply with the instructions of, their respective officers;
2. To be responsible for keeping corrected up to date all the departmental manuals, codes and other books of reference in the office rooms and residential offices of the officers and to see that the books are properly catalogued and numbered and bear labels to show the officer for whose use they are meant and whether they are for use at his residence or in office;
3. To send files, passed by a Deputy Secretary or higher officer, direct to the officer to whom marked and to keep a note of the movement in the form prescribed in rule 6 of Chapter IV;
4. To prepare a list of cases, pending with their respective officers on every Monday morning, before starting work and send it to the head assistant (This will enable the office to keep track of papers submitted to the officers):
5. To send, whenever necessary, papers, etc., which have been seen by the officer under whom the stenographer is working to the officers and the head assistants concerned; and
- (6) If required, to assist the issue or the typing section and /or to act as camp or confidential clerk.

K-DUTIES OF REGISTRAR

The Registrar is responsible for the proper management, efficiency discipline and routine of the office and for the prompt disposal of work by the

office. During his daily rounds, he should specially make enquiries from the head assistants whether all orders of officers regarding the putting up of papers on particular dates have been complied with. His duties are:

1. to report to and comply with the instructions of the Under-Secretary/Assistant Secretary of the department;
2. to be responsible for the discipline of the office staff (All breaches of discipline must be promptly investigated by the Registrar who should deal with the member of the staff at fault direct);
3. to keep the attendance register to see that each assistant arrives in office punctually at 10-30 A.M., commences work promptly and does not leave before 4-30 P.M., or, if his work is not up to date, until permission is granted by the head assistant;
4. to ensure that the orders passed after each inspection are carried out faithfully and expeditiously;
5. to inspect the work of the routine clerks (diarists and despatchers) and typists each day to ensure that the work is being done expeditiously and in accordance with the instructions and that all receipts are distributed, typing work done and despatches made without any undue delay;
6. to deal with office appointments, suspensions and dismissals and leave and promotions of assistants and typists. All these matters will be submitted to the Under -Secretary;
7. to submit, every year, by the 15th January at the latest, all cases of employees in the department who will attain the age of superannuation or whose extension of service after that age will expire during the next official year, for consideration and orders whether their services should be further retained or not;
8. to deal with the appointment, leave and promotion of class IV servants and to arrange for the supply of liveries to Jamadars, Chaprasis and peons;
9. to keep the confidential reports on the office staff and to bring to the notice of the Under Secretary any misbehaviour or bad work done by any member of the staff. All breaches of discipline, errors of procedure or conduct, delay etc., must be promptly investigated by the Registrar and reported to the Under Secretary /Assistant Secretary;

10. to attend to the needs of the office in respect of forms, stationery and articles of furniture, to check the stock of stationery, etc., quarterly and to see that there is no waste;
11. to be responsible for stenciling to office furniture and to see that the registers of the furniture are properly maintained.
12. to pass bills for contingent expenditure up to Rs.25;
13. to exercise a careful supervision over recording and indexing.
14. to see that papers on special subjects, e.g., Assembly papers and departmental budgets, are put up in time;
15. to see that precedent registers are properly maintained and to send one copy of each precedent to each Gazetted officer and assistant of the department;
16. to maintain a standing order book of all orders issued concerning the office generally and to supply a copy of all relevant orders to the office staff concerned. A list of subject headings prescribed for use in office should also be kept in this book;
17. to see that the office, including officers' rooms, is kept clean and tidy;
18. to dispose of such routine correspondence as he may be empowered to under the written orders of the Secretary provided that, if the Secretary so requires, weekly tables showing the orders passed by the Registrar shall be submitted to the Under Secretary before the expiration of the week following that in which the orders were passed; and
19. to be in charge of the record room, library, or accounts section, where there is any attached to the department concerned.

N.B.--In the departments which have no Registrar, the duties of the Registrar will be performed by the Assistant Secretary or Under Secretary in charge of establishment.

L--DUTIES OF UNDER-SECRETARY/ASSISTANT SECRETARY

The Under-Secretary /Assistant Secretary is in complete charge of the section under him and is responsible for proper disposal of business within the powers delegated to him. He is also responsible for the maintenance of efficiency, etc., of the sections in his charge. For proper control over the office work he shall--

1. meet the head assistants and the Registrar once every month, discuss progress of work, means to expedite work of the office, output of work, staff

and miscellaneous problems. A short minute will be recorded of such meetings and put up to the Secretary for information;

2. Inspect the office once in six months and submit an inspection note to the Secretary. When an Under Secretary is transferred before completing the inspections he will leave a detailed note for his successor regarding the working of the office;

3. check the diary registers and logbooks fortnightly and the file registers and record registers monthly;

4. keep the Secretary in touch with the working of the department;

5. allocate subjects to sections and, in consultation with the head assistants, to assistants;

6. re-distribute the staff during rush periods or for clearing off arrears;

7. scrutinize the arrear lists (weekly and monthly) and take action thereon; and

8. classify the receipts into the three categories A, B or C and mark the classification accordingly on the receipts.

I-9. In addition to the duties specifically enumerated, all classes of officers and staff are expected to show alertness in their work, zeal and integrity and are expected to do their work in such a way that the best interests of Government are satisfied and anyhow with as much alertness, zeal and integrity as he would show in disposal of his personal work in his best interest.

I-10. Admission of strangers to secretariat offices and the penalty for unauthorized admission --The admission of strangers to the Secretariat office rooms is strictly prohibited. Persons desiring information must send in their names to the Registrar or to the Assistant Secretary. Officers of lower rank are not permitted to interview strangers in the office. All employees of the Secretariat are required to make this provisions known to any person who may come to see them. Serious action will be taken of any infringement of this instruction.

Chapter II

Recruitment and Promotion

II-1. Non-Gazetted Establishment- The non-gazetted establishment of the Secretariat includes the following cadres:--

- (i). Assistants, consisting of lower division assistants, upper division grade I and grade II assistants, Junior head assistants and Senior head assistants;
- (ii) Librarian;
- (iii) Diarists, Recorders, Assistant Recorders, Record Suppliers and Pasting Clerks;
- (iv) Typists (Junior and senior); and
- (v) Stenographers-- grade I, grade II and grade III.

II--2. *Assistants, Lower Division* -- Appointments permanent or temporary, to the lower division shall be made in accordance with "The Orissa Ministerial Service (Method of Recruitment and Conditions of Service of Lower Division Assistants in the Offices of Departments of Secretariat) Rules, 1951", published in Home Department notification No.15369-A., dated the 12th December 1951 (appendix-II) as amended from time to time by competent authority. Probation, relative seniority and confirmation of lower division assistants, unless otherwise specified, will be governed by the said rules.

II- 3. Assistants, Upper Division -- (a) Vacancies in the upper division grade II of any department will be filled both by direct recruitment and by promotion of lower division assistants in that department. If no person suitable for promotion in the same department is available, vacancies may be filled up by recruitment of assistants from other departments, heads of departments and other offices. No lower division assistant will be promoted to the upper division, grade II, unless he has passed the secretariat training class examination and is considered fit to perform all the duties of an upper division assistant. Vacancies in upper division, grade I, will be filled by promotion of suitable grade-II assistants. If suitable grade-II assistants are not available in the department it self, the vacancies may be filled up by promotion of grade II assistants of other departments. Stenographers will be eligible for appointment as assistants in the promotion quota provided they pass the secretariat training

class examination beforehand and are considered suitable to perform all the duties of an upper division assistant.

(b) The period of probation for assistants promoted to the upper division shall be one year, but that for assistants recruited directly from outside shall be two years.

(c) No direct recruit assistant shall be confirmed in the upper divisions until he has passed the Secretariat training class examination.

II-4. Head Assistants-- (a) An assistant who has completed not less than 5 years of service in the post of grade I or any other post declared equivalent thereto by Government may, ordinarily, be considered for promotion to the post of Junior head assistant.

(b) An assistant who has completed not less than 2 years of service in the post of junior head assistant or any other post declared equivalent thereto by Government may, ordinarily, be considered for promotion to the post of senior head assistant.

(c) Promotion to the post of head assistant of a department should not, ordinarily, be confined to the assistants of the department and should be made taking into consideration the cases of assistants suitable for such promotion in consultation with the Secretaries of other departments.

II--5. Criterion for Promotion--All promotions to the posts of junior head assistant and senior head assistant shall be based on merit and suitability in all respect with due regard to seniority.

II--6. Efficiency Bars--Efficiency bars in the time scales shall be rigorously applied and no assistant will be allowed to cross them unless he is declared by the Secretary of the department to be fit to do so.

II-7. Secretariat Training Class-- (i) All direct recruits in the upper division and all assistants in the lower division of the Secretariat shall regularly attend the next secretariat training class after the date of their appointment. Stenographers, Librarians, Diarists, Records and Assistant Records may attend secretariats training class with the permission of the department concerned. Permission shall not normally be refused unless there will be serious interference with the duties of the person. The rules and syllabus for the secretariat training class are given in Appendix III.

(ii) If an assistant directly recruited to the upper division fails to pass within two clear chances, the orders of the Secretary of the department should be taken whether to retain him further and to allow him further chances to pass the examination. If the Secretary considers that it is clear that the assistant is not likely to pass the examination within the next two years, he should discharge him at this stage. The confirmation of the assistant will take effect only from the date on which he passes the examination. His initial pay on confirmation will be fixed at the stage of the time scale to which he would have been entitled had he, been confirmed on the due date on completion of two years' probationary period, but he will not be entitled to draw the arrear increments.

(iii) Upper division assistants, who fail to pass within four clear chances, will be discharged, or, if they are transferred from other offices, reverted to their permanent posts.

(iv) Lower division assistants may have as many chances as they like for passing this examination but it will not be necessary to pass this examination for confirmation in the lower division.

II-8. Seniority of Upper Division Assistants: (1) The seniority of assistants in any grade of the upper division in the secretariat will, ordinarily, be regulated according to the date of promotion to the grade, except in the case of assistants recruited from other offices, in whose case the question will be decided by the Secretary concerned in consultation with the Home Department on the merits of each individual case, due regard being had to their length of permanent service under Government, length of service in comparable posts and pay at the time of appointment.

2. In the case of assistants recruited to any grade of the upper division from outside and due for confirmation at the same time, the relative seniority will be determined by the order in which they pass the secretariat training class examination.

3. When assistants are recruited to the upper division by promotion and by direct recruitment, the promotees shall be considered senior to the direct recruits. In such cases the promotees from other departments (including heads of departments and other offices) shall be considered senior to the direct recruits.

II-9. All cases of doubt regarding the interpretation of the rules relating to appointment, probation, etc., of secretariat assistants or of their application to individual cases shall be referred to the Political and Services Department whose decision shall be final.

II-10. *Librarian--* The Librarian should, at least, be an Intermediate. He will not be eligible for higher promotion before confirmation and passing of secretariat training class examination. The period of probation for the Librarian is two years. He will be eligible for promotion to U.D. grade I assistant.

II-11. *Diarists, Recorders and Assistant Recorders--* The minimum qualification for Diarists, Recorders and Assistant Recorders shall be a pass in the Matriculation examination or any other examination equivalent thereto and they should possess a good handwriting. The period of probation will be one year. There shall be an upper division in the cadre of Diarists, Recorders and Assistant Recorders. The number of upper division and lower division posts will be in the proportion of 1 to 2. Upper division posts shall be filled up by promotion on the basis of seniority and merit. The posts in the lower division of this cadre should be filled either by direct recruitment or by promotion of record suppliers who are Matriculates and who have put in at least four years of service. Diarists, Recorders and Assistant Recorders will not be eligible for promotion to lower division assistants unless they pass the secretariat training class examination.

II-12. *Record Suppliers--* A record supplier, whether appointed by promotion or by direct recruitment, must possess a working knowledge of English. The period of probation will be one year.

II-13. *Typists --* (a) No typist shall be appointed in the Orissa Secretariat, unless --

- (1) he has passed the Matriculation examination;
- (2) he is able to type during a test lasting not less than 10 minutes at an average speed of 40 words per minute from a printed matter with mistakes not exceeding 1-1/2 per cent;
- (3) he is eligible for recruitment to Government service under the general rules laid down by Government from time to time.

Candidates with knowledge of shorthand will be preferred to others of equivalent merit in typing;

- (b) A test, the date and time of which shall be advertised, will be conducted by the Home Department annually in August. A supplementary test may also be held at other times, if necessary. All persons who satisfy conditions (1) and (3) of clause (a) of this rule shall be eligible to appear at these tests. The names of candidates who pass according to the standard laid down in condition (2) of clause (a) above shall be arranged in order of merit.
- (c) There shall be two grades of typists - junior and senior. The number of junior and senior grade typists shall be in the ratio of 2:1. The senior grade posts shall be filled by promotion from junior grade on the basis of seniority and merit.
- (d) The period of probation for typists shall be one year.
- (e) Despatchers in the issue sections shall be appointed from among the typists. Ordinarily, the junior most typist shall do the despatching work.
- (f) A typist, whether of senior or junior grade, should be entitled to a reward of Rs.50 once a year only if in the tests held by the Home Department he types for at least ten minutes at a speed of 55 words a minute with mistakes not exceeding 1-1/2 per cent. No reward will be admissible on first appointment.

II-14. Stenographers- All stenographers in the secretariat including those working under the Ministers. Deputy Ministers, Secretaries, Additional Secretaries, Joint Secretaries, Deputy Secretaries, Under Secretaries Assistant Secretaries, etc., shall be in one combined cadre to be controlled by the Home Department. The cadre shall be divided into three grades, viz., grade I, grade II and grade III, on the scales of pay prescribed from time to time. Special sanction of Government in the Home Department will be necessary for deputing a stenographer for working under any special officer or committee appointed in the secretariat or outside.

II-15. Annual Test for Stenographers --(1) All stenographers are required to undergo an annual test in shorthand and typewriting by the Home Department.

(2) (a) Stenographers will be tested by dictation from a printed proceeding lasting for three minutes--

- (i) At the rate of 80 words a minute
- (ii) at the rate of 100 words a minute
- (iii) at the rate of 130 words a minute and they should also be subject to a test in typewriting from a book for 10 minutes.

The time allowed for transcription shall be 15 minutes for (i) and (ii) and 20 minutes for (iii).

The examinees will be placed in the first, second, third or fourth class according to the number of mistakes made and the minimum typewriting speed as given in the statement below :-

Shorthand				Typewriting	
Class	130 wards	100 words	80 words	Minimum Speed	Mistakes
	Mistakes	Mistakes	Mistakes		
1st	4%	4%	..	40	$1\frac{1}{2}\%$
2nd	10%	10%	..	40	"
3rd	..	10%	..	40	"
4th	..	..	10%	40	"

(3) (a) A stenographer, grade-I is required to pass at least in the second class standard, a stenographer, grade-II by the third class standard, and a stenographer, grade- III, by the fourth class standard.

(b) Personal Assistants to Ministers, Deputy Ministers and the Chief Secretary are exempted from appearing at the annual test. Grade I

stenographers who pass, apart from recruitment test, in two successive examinations, i.e., the annual and the subsequent supplementary, or, in the alternative pass three tests, whether annual or supplementary in five consecutive chances, shall also be exempted from further appearance at the test.

4. (a) If a stenographer, grade-I fails to pass in second class standard three times in five consecutive chances his annual increments shall be withheld, Grade-II and grade-III stenographers shall pass at each examination in third and fourth class respectively and if they fail to pass in two successive years their increment shall be withheld. No grade I stenographer will be allowed to cross the efficiency bar unless he has passed by the first class standard within three years previous to his reaching the efficiency bar. No grade-I stenographer will be promoted as personal assistant unless he has passed by the first class standard.

(b) A stenographer who is drawing the maximum pay in a scale will not be subjected to any penalty unless his failure is so pronounced as to indicate that he is definitely losing in efficiency. In cases of such pronounced failure, it shall be open to the Secretary to Government in the Home Department to draw proceedings against the stenographer with a view to reducing his emoluments to a lower stage in the time scale.

(5) Any stenographer who absents himself without leave from the annual examination will be liable to have his increment stopped or proceedings drawn up against him with a view to reducing his emoluments to a lower stage in the time scale.

(6) (a) In addition to permanent and temporary stenographers of the secretariat for whom the examination is compulsory, other Government servants and non government servants who are permanent residents of Orissa will be permitted to take the annual examination on payment of fees prescribed below --

Fees for each
Examination

(i)	Stenographers who are compelled to take in examination.	Nil
(ii)	Typists and assistants in the secretariat and stenographers in other Government offices in Orissa.	Nil
(iii)	Government servants other than (i) and (ii) above	Re.1
(iv)	Non-government servants ...	Rs. 3

NOTE-- In the case candidates belonging scheduled caste or scheduled tribes, the fee payable is one-fourth of above.

(b) The fee should be deposited in a government treasury or a branch of the State Bank of India in Orissa. The treasury or bank should be asked to credit the amount to the account head "XXXVI--Miscellaneous departments-Miscellaneous examination fees -- Other examination fees". The fee will not be refunded in any circumstances whatever. The treasury Chalan in original, for the fee paid, should be attached to the application asking for permission to appear at the examination.

*NOTE--*Candidates who are already in the service of government should obtain the permission of the head of their office to appear at the examination. This permission should not be given to a candidate who has no reasonable prospect of success.

(c) All persons who have at least passed the Matriculation examination and are below 25 years in age (30 years in the case of candidates belonging to scheduled castes and scheduled tribes) on the 1st day of August every year in which the examination is held will be permitted to sit at the examination provided that the age restriction will not apply to persons who are already in government service.

*NOTE--*The Secretary may, for special reasons (to be recorded) relax the age-limit prescribed in this rule.

II-16. Reward to Stenographers-- Reward of Rs.50 will be given to Stenographers who are placed in the first class.

NOTE--1. The reward will be admissible only once in the year even if more than one examination is held.

(2) No reward will be admissible at the time of the first appointment.

II-17. Filling up vacancies in Stenographer posts-- All vacancies in the cadre of Stenographers will be filled from the list of successful candidates at the annual test.

II-18. *Probation of Stenographers*-- Every stenographer shall, on appointment, be on probation for a year and his confirmation will be dependent on his passing the next annual test referred to in rule 15 after appointment on probation and receiving a certificate from the Officer in the secretariat to whom he is attached that his work is satisfactory.

II-19. *Seniority of Stenographers*-- The seniority of stenographers in any grade will be regulated with reference to the date of their substantive appointment to permanent posts in that grade.

II-20. *Personal Assistants* -- Personal Assistant are attached to Ministers. Deputy Ministers and such other officers as may be decided from time to time. They are appointed from amongst the confirmed Grade I Stenographers on the basis of merit, seniority being considered when merit is equal, and the selection is made by a committee consisting of the Chief Secretary, the Home Secretary and another Secretary selected by the Chief Secretary.

II-21. *Increments of Stenographers* -- No increment shall be sanctioned to a Personal Assistant or Stenographer unless the Officer to whom he is attached is satisfied with his work.

II-22. *Dictation to Stenographers*- Officers who have stenographers should make full use of their services. The habit of dictating as much as possible can be acquired with practice and, when acquired, it saves much time.

II-23. *Use of Stenographers when they are not employed in dictation*-- Officers should also use the stenographers when they are not employed in dictation for retyping drafts or other matters which need not go to the issue

section. When the grade-II and trade-III Stenographers are not required by their officers they will sit in the issue section of the department concerned and will do such typing work as is allotted to them by the typist in charge of the section.

II-24. *Discharge of Probationers*-- If, at any time during the period of probation, a probationer's work is not considered satisfactory by the head of the office in which he is employed he may be discharged and will have no claim to either gratuity or compensation. If however, he was admitted from another office, he may be reverted to his former appointment.

II-25. *Report of Head Assistants about the work of Probationers*- For the purpose of rule 24, assistants who are on probation or have been granted officiating promotion for more, than three months continuously, should be reported upon by the head assistants under whom they are serving, in the former case one month before the period of probation expires and in the latter case on termination of the officiating promotion. Head assistants should thoroughly test the capacity of the assistants upon whom they are required to report by giving them special or extra duties. The character roll of an assistant should be submitted whenever any proposals are made effecting his pay or position.

II-26. *Declaration by Probationers as to their relatives*-- Every probationer, before appointment, will be required to produce a statement showing what relatives of his there are in Government employe. He must state the precise relationship or connection and certify that his statement, so far as he knows, is correct and complete. If any willful inaccuracy is subsequently detected in this declaration, the person making it will be liable to be discharge from Government service. The statements will be placed on record in the probationer's confidential record.

II-27, *Establishment List* - A list of Establishment (permanent and temporary) for the whole secretariat in respect of class III service, as it stands on the 1st April will be maintained by the Home Department, in the form given below. The List will be revised and printed annually on receipt of information from various departments of the Secretariat on or before the 15th April each year.

Establishment List of theDepartment on

1st April 19.....

- 1 Order of seniority
- 2 Name of officer
- 3 Date of birth
- 4 Home district
- 5 Date of entry into $\frac{\text{Government}}{\text{Secretariat}}$ service
- 6 Post now held
- 7 Present pay, time scale of post held and date of last increment.
- 8 Qualification
- 9 Total service
- 10 Remarks

The remarks column should show "P" (permanent) and "T" (temporary) and, in the case of those who entered Government service before 1st April 1936 should show in what office in Bihar and Orissa or Madras the officer previously served and whether he was an old entrant or a new entrant, i.e., before or after 1932. In the case of those who entered Government service after 1st April 1936, the remarks column should show whether he has passed the Secretariat Lower Division Recruitment Examination and the Secretariat Training Class Examination or not. If an employee belongs to Scheduled Caste or Tribe, this should be mentioned in the remarks column. The remarks column should also indicate disputed cases of seniority.

CHAPTER III

Conduct and discipline

III-1. General--The principal general rules governing the conduct of Government servants are contained in the Government Servants' Conduct Rules, issued separately. All Secretariat employees must study those rules and abide by them. The following rules are in addition to the general rules of conduct so laid down.

III-2. (a) Hours of attendance-- Office hours are from 10.30 A.M. to 4.30 P.M. subject to alteration in summer. Any member of the staff may, however, be required to work beyond office hours if his work is not up-to-date or the business of the department demands it, and the head assistants are authorized to require them to do so on such occasions.

(b) Regularity and punctuality in attendance will be taken into consideration not only in sanctioning leave, but also in determining promotion. Forfeiture of a day's casual leave shall be the penalty automatically imposed for three days of late attendance in a month, and, if the late attendance is habitual, the officer-in-charge of establishment will award such punishment as he considers necessary in the interest of discipline.

(c) Any member of the staff arriving office after 10.30 A.M. and before 11 A.M. will explain his late attendance on a slip to the officer-in-charge of establishment.

(d) Any member of the staff who attends office after 10.30 A.M. and before 11 A.M. shall be treated to have attended office late.

III-3 Attendance Register-- On arriving at office every member of the establishment is required to note the hour of his arrival in the attendance register with initial. The attendance register should be sent to the Under Secretary each day at 10.35 A.M. sharp and assistants coming after 10.35 A.M. will be required to sign the register in the presence of the Under Secretary. It shall be the duty of the head assistant of the section to place the register in the Under Secretary's room at 10.35 A.M.

III-4. Reporting of unpunctuality--(I) In the first week every month, the Under Secretary or the officer supervising the attendance of the establishment

should submit to the officer-in-charge of the establishment a list of those employees who were late for more than three days in the preceding month.

(ii) Any member of the staff coming to office after 11 A.M. shall be treated as absent from duty for the day and a day's casual leave may be forfeited.

III-5. *Unauthorized absence* -- Absence without leave is an infringement of discipline and unless a satisfactory explanation is submitted, the person concerned will be liable for disciplinary action. Leave must be applied for and sanctioned before it is taken and it is only in cases of sudden and serious illness or other exceptional circumstances, to be proved to the satisfaction of the Under Secretary, that the rule can be relaxed.

III-6. *Application for leave*--Members of the office contemplating to go on leave on private affairs exceeding one week should always ascertain, by reference through the Head Assistant to the Registrar or Under Secretary, whether there is likely to be any objection to the leave. All applications for leave must bear the address of the applicant during the leave.

III-7. *Casual leave* -(i) The total amount of casual leave allowed to an employee for any reason will not ordinarily exceed ten days during the year. In exceptional cases, however, special casual leave to the extent of five days over and above the normal casual leave may be allowed on full justification.

(ii) Casual leave will not be granted on vague and general grounds. The purpose for which leave is required must be stated definitely.

(iii) Any employee absent from office owing to sickness for more than three days may be required to submit a medical certificate in support of his application for casual leave.

(iv) Casual leave may be combined with Gazetted holidays, provided that no one may be absent from office for more than ten consecutive days including holidays.

III-8. *Holidays*- The holidays admissible are notified yearly in the Government gazette. Sometimes, it may be necessary to limit the general enjoyment of Gazetted holidays in the exigency of public service. Orders of the Secretary should be taken two days before a holiday, other than a Sunday, falls

due as to whether the office should be entirely closed or arrangement should be made for the transaction of immediate and urgent work of the department or for clearance of arrears. On holidays on which office is not entirely closed, one assistant in each branch must attend office to deal with work of urgency. The Registrar or Assistant Secretary will arrange for attendance in accordance with a roster. Assistants may be required to work for short or bad work in a holiday.

III-9. *Departure from headquarters-* All members of office are required to take permission of the Registrar or Assistant Secretary or Under Secretary before leaving headquarters. In applying for such permission, they should furnish the address of the place where they can be found.

If a Registrar, Assistant Secretary, Under Secretary or Deputy Secretary wants to leave headquarters, he should obtain the previous permission of the Secretary of the department concerned.

III-10. *Indebtedness and insolvency of Secretariat employees-* Attention of all officers and staff is drawn to rule 20 of the Government Servants' Conduct Rules relating to insolvency and habitual indebtedness. Arrest for debt or recourse to the insolvency court will be deemed to be sufficient cause for exclusion from public service, unless it can be shown that the embarrassments have been the result of unforeseen misfortunes or of circumstances over which the employee could exercise no control and had not proceeded from dissipated or extravagant habits. The same principle will apply in the case of an employee whose salary has been continuously under attachment for a period exceeding two years or is attached for a sum which, in ordinary circumstances, cannot be repaid within a period of two years. In all such cases, a schedule of debts should be obtained and report submitted to the Under Secretary on the financial position of the employees with a recommendation as to whether the employee should be retained in the public service or not.

III-11. *Registrar or Assistant Secretary to report indebtedness-* The Registrar or Under Secretary is responsible for carrying out and bringing to notice of the Secretary, any cases of insolvency, indebtedness or of attachment of pay.

III-12. *Participation in politics-* Any employee of the Secretariat, found violating the rules in the Government Servants' Conduct Rules, regarding participation in politics and elections, will be severely dealt with.

In case an employee is in doubt about the scope of this rule with regard to any of his activity, he should at once seek the advice of his official superior. Wrong advice by the official superior may protect the employee, but it will not protect the official superior who can be dealt with for giving wrong advice. The advice sought and the advice given should be in writing.

III-13. *Criticism of Government-* No employee of the Secretariat shall , by any utterance, writing or otherwise, discuss or criticize in public any policy or action of Government.

III-14. *Divulging official information-* Official information acquired by members of the office in their capacity as employees or otherwise must be treated as strictly confidential.

(a) No employee, except in so far as may be necessary in the discharge of his duties, may make a spare copy of any writing in any official document which comes before him in his official capacity, or to which he is allowed to have access. No one shall take a spare copy for his private use.

(b) Members of the office establishment may not approach members of the legislature or public for the redress of their grievances. Apart from the fact that questions involved are rarely, if ever, of public importance, the practice usually entails disclosure to non-official persons of information which has been obtained from official sources and has come into the possession of the Government servant concerned in the course of his official duties and any such disclosure is a breach of rule 11 of the Government Servant's Conduct Rules.

III-15. *Use of un-published documents-* No one may make use of any unpublished record or letter for communication to the public, press, or to unauthorized persons, whether official or not.

III-16. *Removal of files from office-* No file shall be removed outside from the office premises by any assistant of the department for work at home or for any other purpose. If any work has to be done on files by any assistant, it has to be done in the office and, for this purpose, he may come early to office or go late.

NOTE- Any file to be taken home by any officer for work outside office hours must be taken by him under his own responsibility and shall not be left for peons to transport at their leisure and at their own time.

III-17. *Penalty for disobedience-* Disobedience of the orders in rules 12 to 16 shall be severely dealt with and may render the offender liable for punishment including dismissal or prosecution or both.

III-18. *Representations and applications-* No employee should submit direct to the Minister, Secretary, Deputy Secretary, Under Secretary or Assistant Secretary, an application for leave or representation on any subject connected with office. Such communications should be addressed to the head ministerial officer of the branch to which the employee belongs who will submit them through the Registrar or Assistant Secretary.

III-19. *Application for outside appointments-* (a) No application shall be made by any employee for an appointment outside the office unless it has been endorsed by the Secretary, Deputy Secretary or Under Secretary.

(b) The orders about Government servants applying for posts outside the Secretariat are contained in the Orissa Government Servants' Applications for Posts Rules, 1937 read with Book Circular No.28.

III-20. *Joining educational institutions-* No employee of the Secretariat, whether permanent or temporary, should join classes in any educational institution without obtaining necessary permission. Non-compliance with this instruction will make the person concerned liable for disciplinary action.

III-21. *Use of liveries and badges-* All peons and other staff who are supplied with liveries and badges should use them whenever on duty. Omission to do so will be taken serious notice of.

III-22. *General Behaviour in the office-* While in office all members of the establishment must behave in a quiet and dignified manner. They must address other members of the establishment courteously. They must attend to their work diligently and not waste or while away time during office hours. They must try to maintain silence and if they have occasion to talk which must only be on official business they must do so in a low voice so as not to disturb others.

III-23. *Demonstration in front of the Secretariat building* - Secretariat employees are prohibited from loitering either inside or outside the Secretariat generally and especially when demonstrations occur in front of or near the Secretariat building.

III-24. Passes for entry into the Secretariat- The rules regarding the issue of passes for entry into the Secretariat premises will be found in Appendix IV.

III-25. Various forms of penalties and their imposition - The forms of punishment are official reprimand, addition to work, postponement of increment of pay, stoppage of promotion, reduction of existing pay, adverse entry in the character roll, suspension and, in the last resort, discharge or dismissal from the service of Government. Direct fines cannot be inflicted except in the case of class IV employees.

III-26. Grant of certificates- No certificate of any description may be given to any member of the office establishment except as required under any rule in force for the time being by the person authorized to do so.

III-27. Character roll and its maintenance- (1) In addition to the service book, a character roll will be maintained for each class III member of the establishment, The character roll will contain a yearly report on the work of the employee concerned and will be maintained in a separate bound register for each employee in the prescribed form. In this character roll, will also be entered censures, punishment or commendations. It should be treated as a confidential record and will be in the custody of the Registrar or Under Secretary.

(2) The Registrar or the Under -Secretary, as the case may be, should communicate adverse remarks, if any, to the employee concerned. Great attention should be paid to the manner and method of communication in order to ensure that the communication will prove beneficial. Where a report shows that an employee has made successful efforts to remedy the defects to which his attention had been drawn during the previous year, he should be informed of the remarks so as to indicate that the officers have noted that he has taken steps to remedy the defects complained of.

(3) Every year, in the month of April, the Under Secretary / Assistant Secretary, to whom the employee is immediately subordinate, will enter his report on the work of the employee in the past year, in the character roll with his full signature and date. While entering his report on the work of an employee, the Under Secretary/Assistant Secretary will take into account the remarks maintained by the head assistant of the section on the work of the assistants working under him. In the case of an assistant, the remarks of the Under Secretary Assistant Secretary should make special reference to his steadiness, industry, neatness and method of work, capacity for noting and drafting and knowledge in codes etc., in use in the department. He should also note, after getting the various registers checked, whether the assistant is

observing routine. The report should then be put up to the Secretary for his remarks through the Deputy Secretary, Joint Secretary or Additional Secretary, as the case may be.

(4) Intermediate entries at other times of the year may be made in the character roll under the orders of the Secretary, Joint Secretary, Deputy Secretary, Under Secretary or Assistant Secretary, as the case may be, in cases of especially good or bad work, and will be signed by the officer making it. Entries should be made when an assistant has been officiating continuously for over three months in a post involving change of duties or increased responsibility, showing how the assistant has been discharging his duties. Intermediate entries shall also be made when a Secretary or Under Secretary is about to leave the department.

(5) Head assistants are required to maintain a note on the work of the assistants working under them, which should be taken into account at the time of writing annual remarks on the assistant's work. Head assistants are required to report instances of perfunctory, inaccurate or bad work and disregard of rules and routine on the part of their assistants when a warning, once administered, has proved ineffective.

(6) The Registrar or the Under Secretary, as the case may be, is responsible for seeing that the character rolls are put up regularly in April and are properly maintained.

(7) The service book of each assistant should be properly maintained by the officer in charge of establishment and every year, by 30th April, his services should be verified and a certificate to that effect attached to the service book with signature and date.

CHAPTER IV

Maintenance of Registers, etc.

IV.-1. Registers, etc., to be maintained by the Diarist-

- (i) Diary register for correspondence other than files received from other departments;
- (ii) Routine diary register;
- (iii) Inter-departmental Register (inwards);
- (iv) Inter-departmental Register (outwards);
- (v) Peon Book;
- (vi) Press Register;
- (vii) Pending List (fortnightly) of letters from the Government of India;
- (viii) Register for Assembly questions and resolutions.

(i) *Diary Register for correspondence other than files received from other Departments-* (a) The diary is a chronological register of correspondence of every description received in a department. This register shall be maintained in the following form :-

Sl. No.	Document received	From whom received	Purport of letter	Classification	File No.	Initial of the dealing assistant	Date of disposal of A and B class receipts	Remarks
	No. Date							
1	2	3	4	5	6	7	8	9

(b) The date of entry of communication in the diary register should be written in red ink across the page of the diary at the beginning of each day.

(c) Entries are to be consecutively numbered and the diary numbers entered on the papers to which the entries relate.

(d) Letters received from the Government of India shall be entered in red ink.

(e) In entering a letter, on receipt, in the diary, column 6 will be left blank in the first instance. It will be filled in the next day by the diarist before he starts the day's work, from the log books maintained by each assistant in the prescribed form.

(f) The number and date of reply to all correspondence or final action thereon shall be entered in column 8.

(II) *Routine Diary Register*- All routine receipts shall be separate routine register to be maintained for the purpose. The form of this register shall be the same as the main dairy register but it will not be necessary to make entries in columns 5 and 8.

(iii) and (iv) *Inter-departmental Registers* - Inter-departmental registers for files received from and sent to other departments shall be maintained in the following forms :-

(1) Inter-departmental Register (Inwards)

Sl. No.	Date of receipt	From whom received	File No.	Subject	Date on which returned	Remarks
1	2	3	4	5	6	7

(2) Inter-departmental Register (Outwards)

Sl. No.	Date on which sent	To whom	File No.	Subject	Date on which received back	Remarks
1	2	3	4	5	6	7

(a) Cases which are referred on the notes by a department to another department or vice versa, should be entered in the inter-departmental register (outwards) or (inwards) which shows the date of receipt/dispatch and return and the subject. All such references should be numbered serially with the distinctive letters "U.O.I"(unofficial issue) or "U.O.R."(Un-official receipt) as the case may be. When a case, belonging to another department, is returned, or a departmental case is received back, it should not be entered a second time in the register but the fact of its return should be noted in the proper column opposite the original entry.

(b) Only the unofficial reference, i.e., the files referred to, should be entered in the inter-departmental registers; all other communications including unofficial memo. Should be entered in the main or the routine diary or in the issue register for correspondence.

(c) All files sent to Ministers and Deputy Ministers should be entered in the inter departmental Register (outwards).

(d) A file, which is linked only for reference, should not be given a separate number in the inter-departmental registers, but a note should be made in the registers.

(e) When making over a file belonging to another department, to the dealing assistant, the diarist shall obtain his signature in the remarks column of the inter-departmental register (in words).

(v) *Peon Book-* (a) Peon book shall be maintained in the following form:-

Name of Peon	Date of despatch	To whom addressed	Number and date of correspondence	Nature of enclosures	Receipt	Remarks
1	2	3	4	5	6	7

(b) The peon book should be examined by the diarist, on its return, to see that the covers, etc., sent out have been correctly delivered and the receipt has been duly acknowledged. The subject of the papers sent out by the peons should never be entered in the peon book; a reference to the number and date of the paper sent is sufficient.

(vi) *Press Register-* The press register is a record of all papers sent to the Press and the date on which the proof was received and returned and the final copies received. Every paper sent to the Press for printing should be entered in the press register. The press register should be maintained in the following form:-

Sl. No.	Name of Section	File No.	Date when sent to press	Date when proof received	Date when proof returned	Date when printed copies received	Remarks
	Number of proceedings with the year in which recorded, or any other matter to be specifically described						
1	2	3	4	5	6	7	8

(vii) *Pending list of letters from the Government of India-* (1) On the 10th and 25th of each month the diarist will prepare a list in the following form of communications from the Government of India which have remained unanswered for more than seven days from the date of receipt in office.

List of letters from the Government of India remaining unanswered for more than seven days for the fortnight ending the.....19

.....Department

(to be submitted on the 10th and 25th of each month)

Sl. No.	No. and date of letter and the name of Ministry	Date of receipt and file number	Brief subject	Date by which the reply issue	If in office, period of detention and explanation for delay	Officer to whom referred and date of reference	Dates of reminders issued	Directions by the Officer for further disposal
1	2	3	4	5	6	7	8	9

(2) The pending list of letters from the Government of India should be prepared on the dates laid down, viz. on the 10th and 25th of each month and should be submitted through the Under Secretary to the Secretary of the department.

(3) Speedy disposal of all letters received from the Government of India is a matter of considerable importance and Secretaries to Government should particularly see that replies to communications from the Government of India are not delayed.

(4) A copy of the pending list should be submitted to the Chief Secretary so that a watch may be kept ;in the P. & S. (O & M.) Department on the expeditious disposal of communications received from Government of India.

(viii) *Register for Assembly questions and resolutions* - The diarist after diarizing the letters received from the Orissa Legislative Assembly or from the Government of India forwarding Assembly questions or resolutions should immediately enter the particulars of the question or resolution in the register, the form of which is given below.

Sl. No.	Letter No. and date	Name of questioner	Question number	Subject in brief	Starred or un-starred	Date of answer if starred	Intermediate action	Date of action	Remarks
1	2	3	4	5	6	7	8	9	10

He shall submit this register daily in the first office hour to the head assistants concerned during the session of the Assembly.

IV-2. Registers to be maintained by Despatcher-

- (i) Issue Register for correspondence (other than files sent to ;other departments for advice);
- (ii) Peon Book;
- (iii) Press Register:
- (i) *Issue Register for Correspondence (other than files sent to other departments for advice)*
- (a) It is a chronological register for all communications issued from a department and shall be maintained in the following form :-

Sl. No.	File No.	To whom addressed		Value of stamps	Remarks
		Designation	Station		
1	2	3	4	5	6

NOTE- At the beginning of each day, the date should be entered in bold letters.

(b) The issue number is the serial number given to the correspondence issued from the departments in accordance with the order in which it is entered in the issue register.

(c) Circular letters, memoranda and resolutions should not be numbered in a separate series but these should be given a single number in the issue register series followed by a number within brackets indicating the number of office or officers to whom the letter is sent, so as to avoid any omission in the dispatch of the letter. This procedure will also ensure accuracy in the calculation of the number of single letters issued for statistical purposes.

Resolutions should be posted in the issue register in red ink to distinguish them from ordinary entries.

(d) Letters are to be dated immediately after signature. The date is the date of signature. The date of a communication, which issues in print, is the date on which the last proof was passed.

(e) The stamp account should be checked by the Registrar whenever an indent for stamps is submitted.

N.B.-Important communications, such as telegrams, messages dispatched by special messengers and wireless, etc., should be entered in the remarks column.

(iii) **Press Register**- The press register is a record of all papers sent to the Press and the date on which the proof was received and returned and the final copies received. Every paper sent to the Press for printing should be entered in the press register. The press register should be maintained in the form prescribed in rule IV-1(vi).

IV-3. Registers and Returns to be maintained by an Assistant-

- (i) Log Book;
- (ii) File Register;
- (iii) Forward Diary;
- (iv) Table of Cases;
- (v) Transit Register;
- (vi) Monthly Arrear List

(i) Log Book- All letters and files shall be entered in the log book to be maintained in the following form:-

Log Book

Sl. No.	Diary No. (with classification)	Brief subject (in catch words)	File No.	Date of submission	Date of disposal of A and B class receipts	Remarks
1	2	3	4	5	6	7

NOTE- At the beginning of each day, the date should be entered in bold letters.

In column 2, along with the diary number, the classification of the receipt, A, B and C should be noted. Column 6 of the log book should show the final disposal of receipts. The file number in the case of letters will be entered

therein by the assistant and the diarist will then note the file numbers in column 6 of the dairy as stated above.

At the end of each week, an abstract should be prepared in the body of the log book to show-

- (i) Total number of receipts/cases brought forward from the previous week;
- (ii) Total number of receipts/cases received during the week ;
- (iii) Total number of receipts/cases dealt with during the week ;
- (iv) Balance remaining in hand-
 - (a) For three days or under ;
 - (b) For four to seven days ;
 - (c) For over seven days ; and
- (v) Receipts disposed of during the week.

The log book shall be checked and initialed with date at least once a week by the head assistant and once a fortnight by the Under-Secretary. At the end of the year, files and letters pending from the previous year will be entered afresh in the log book and new serial numbers given, e.g., if ten letters and files are pending at the end of 1958, these will be given serial numbers 1 to 10 in the beginning of 1959 and serial number 11 onwards, to all files and letters received in 1959.

(ii) **File Register**-- (a) The file register is meant for entering all the letters received from outside and those issued from the office, chronologically and it gives a clear picture of the contents of a particular file. It shall be maintained in the following form:-

Diary number and date	From whom or to whom	Number of letter	Date of letter	Purport of letter	Name of officer or department to whom file submitted with date	Date of return of the file	Date of reminder received or issued	Remarks
1	2	3	4	5	6	7	8	9

(b) The file register shows the number and general subject of file heading of each file and gives a list of the papers of the file and their purport as concisely as possible in order of their receipt or issue.

(c) In the column for movement, the assistant will note the initial of the officer, e.g., Registrar/Under Secretary/Secretary/Chief Secretary, to whom and the date on which he submitted the case originally. On return of the case, he will delete the entry in this column so as to show that the file is with him. When the file is finally disposed of and sent to the recorder for record, an entry should also be made to that effect.

(d) Proceedings number allotted by the recorder to the file should be entered in the remarks column.

(iv) **Forward Diary-** When a letter from the Government of India, an Assembly question , or any other letter has to be replied to by a particular date, or when a case has to be submitted to an officer by a particular date, it should be entered in the forward diary to be maintained in the following form:-

Forward Diary

Month

January	February	March	April	May	June	July	August	September	October	November	December	
												1
												2
												3
												4
												5
												6
												7
												8
												9
												10
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												23
												24
												25
												26
												27
												28
												29
												30
												31

(a) The dates are printed on the edge of the diary. For each date, there are twelve compartments facing the date. Ordinarily, the top left hand compartment on the page would be for January, the next for February, the next for March, and so on. For each day's entries, one of the twelve compartments should be used. When the number of entries is likely to be ordinarily very large, two compartments may be used for each day of a month. In this case, the diary will be for six months only and another diary form be brought into use after six months.

(b) In the space below the name of the month the numbers of the cases, files, or letters, required to be put up on the date against the page, should be noted.

(c) All entries made against a day should be struck out at the end of the same day, those not disposed of on the day being entered against the dates when they have next to be taken up.

(iv) **Table of Cases-** When a case is disposed of and necessary order issued, the assistant in charge should immediately replace the draft in the relevant file and table the case in the appropriate officer's table. The table of cases should, also, contain a list of all cases referred to by other departments for advice. Each dealing assistant will prepare a separate list of cases disposed of by each officer and submit it on the 1st and the 16th of every month to his head assistant who will group the various tables according to the officers for whom they are intended and submit to the Under Secretary. The table of cases shall be prepared in the following form :-

Table of cases disposed of by.....
 in the
 Department of the Orissa Secretariat for the first/second half of the month of

Serial No.	Number and date of letter with subject matter	Order	Remarks
	File number		
1	2	3	4

(v) **Transit Register** - The transit register shall be maintained in the following form to indicate when drafts are sent to the issue section and when they are received back with a view too indicate delay in the issue section.

File No.	Date and time when drafts are sent to the Joint Issue Section	To whom the draft is addressed	Receipt of the Superintendent or the head of the group	Date of return of draft
1	2	3	4	5

(vi) **Monthly Arrear List (for departmental and inter-departmental papers)-(1)** The pending list of files consists of sheets; once or more for each file, in the following form :-

File Number

Subject and date of initiation.....

Present stage	Orders
1	2

The date of initiation is the date of receipt in office of the document initiating the case.

The list will include all cases which have been pending more than a month from the date of initiation, whether the case is in office, with an officer, or referred to another department. It will include all cases referred to the department unofficially and pending for longer than a month.

(2) Each assistant will, on the date fixed (see sub-rule 3), prepare, or bring up to date, the sheets for the cases with which he is dealing. This he will do from the file register. The arrear list will, in fact, be an extract, in the form prescribed, of the last entry in the file registers of the several assistant against which the word closed has not been entered and which is more than a month old from the date of its initiation in the office.

The sheets relating to cases received from other departments will be prepared by the diarist from the inter-departmental register (inwards) and given to the head assistant who will make them over to the assistant dealing with the case for noting the present stage, unless the register shows that they have been sent out, a fact which will have been noted by the diarist.

Assistants will, invariably, enter dates when possible in noting the present stage (which should be done as briefly as possible, consistent with intelligibility) to enable officers to judge whether reminders are necessary or whether there are any other means of expediting the disposal of cases.

(3) The date of submission of the lists shall be prescribed by the Secretary and it is open to him to make such arrangement as may be most convenient. Either the lists for the whole department may be submitted together or those of the separate branches or assistants may be submitted at different times, provided that the Under Secretary or Assistant Secretary sees them all at least once a month and the Secretary, once in two months. The Registrar will see that definite orders on this point are obtained and followed.

(4) On return of the arrear list from the Secretary, the sheets will be returned to the assistants concerned, who will carry out any orders that may have been passed on them.

(vii) **Office Standing Order Book and Guard File**-Over and above the registers and returns prescribed in this chapter, the dealing assistant shall also maintain an office standing order book and a guard file. When any order or ruling is passed relating to the practice of office, the head assistant of the

section concerned shall, without delay, send to the Under Secretary a copy of such order or ruling for issue of a standing order. All such orders shall be maintained by each assistant in a loose leaf book for his guidance. The standing orders shall be maintained chronologically for facility of reference.

Similarly, the guard file shall contain all important orders and rulings issued by the order of Government from time to time in all departments on policy and other important administrative matters. These orders shall also be maintained chronologically in a file in the form of a loose leaf book.

IV-4. Registers, etc., to be maintained by the Recorder- The following registers shall be maintained by the recorder;-

- (a) Record Register;
- (b) Register for 'A' proceedings;
- (c) Register for 'B' proceedings;
- (d) Register for Deposits.

(a) *Record Register-* All files received from the head assistants, marked for recording, shall be entered in this register. When files are received from head assistants, the date of their receipt by the recorder shall be put in red ink at the top and the entries will then follow. Serial number of the files received shall be entered in column 1, the number of the file, in column 2 and the movement of the record from the recorder for reference, when the record is with the recorder, along with its date of return shall be entered in column 3. In column 4, the date on which it is recorded shall be entered. The following form is prescribed for the purpose.

Serial No.	Number of file	Movement	Date of record	Remarks
1	2	3	4	5

- (i) If recording has been complete, the relevant serials should be rounded off in the record register, e.g., (1), (7) (8) and (9).
- (ii) The register shall be checked and initialed with date by the head assistant every fortnight and by the Under Secretary every month.
- (b) *Register for 'A' proceedings-* All 'A' class proceedings shall be entered in this register. The serial number of the proceedings

shall be entered in column 1, the subject matter and final order, in brief, in column 2, the file number, in column 3 and the date of order finally passed on the file, in column 4. If there are any previous proceedings connected with the file, they shall be mentioned in column 5. In column 6, the number of pages, the recorded file contains, shall be entered. The following form is prescribed.

GOVERNMENT OF ORISSA

Proceedings of the Government of Orissa in the
 Department for the month of.....19.....

Serial No.	Subject and order	File No.	Date of order	Previous reference	No. of pages
1	2	3	4	5	6

(c) *Register for 'B' Proceedings-* All 'B' class records shall be entered in this register. The serial number of the proceedings shall be entered in column 1, subject matter and order in brief, in column 2, the number of pages, the file contains, in column 3 and reference to any other proceedings referred to in the case under record, in column 4. The following form is prescribed for this register:-

GOVERNMENT OF ORISSA

.....DEPARTMENT

.....Section

B Proceedings.....19.....

Serial number of proceedings	Subject and Order	Counter marks
1	2	3

(d) Register of Deposits for the month of19.....

Serial Number	File Number	Number of papers	Subject	Previous reference
1	2	3	4	5

At the end of each calendar month the following information shall be supplied by the recorder in the record register:-

- (a) Number of files pending from previous month;
- (b) Number of files received during the month;
- (c) Total of (a) and (b);
- (d) Number of files recorded during the month; and
- (e) Total number of files pending for record.

(e) *Press Register*-- The recorder shall maintain a press registers in the form prescribed in rule IV-1 (vi)

5. Registers, etc., to be maintained by head assistant-

- (i) File Register;
- (ii) Forward Diary;
- (iii) Office Standing Order Book;
- (iv) Precedent Case Register; and
- (v) File Index Register.

Maintenances of registers (i) to (iii) shall be on the same line as indicated in rule 3.

(iv) *Precedent Case Register* - A precedent case register shall be maintained by the head assistant and will contain, in brief, all decisions likely to be cited as precedent in future. This shall be maintained in the following form:-

File Number	Case in brief	Orders or advice given	Remarks
1	2	3	4

All cases relating to matters which have not crystallised into rules or instructions or cases in which orders of government have been obtained not consistent with rules or circulars but by dint of special circumstances or other reasons shall be taken as precedent cases.

(v) *File Index Register*- This register shall be maintained in the following form :-

Subject heading.....

Number of the file	Title of the file	Remarks
1	2	3

The register will be in charge of the head assistant and the dealing assistant will obtain the particular file number from it. The subject headings in the register will be filled in by the head assistant according to the subjects allotted to the section in his charge. For example, if the section is allotted work relating to the Deputy Collectors, the subject headings will be entered as follows:-

Deputy Collectors Cadre	$\frac{ID}{1}$
Ditto Appointment	$\frac{ID}{2}$
Ditto Transfer	$\frac{ID}{3}$
Deputy Collectors Leave	$\frac{ID}{4}$
Ditto Deputation	$\frac{ID}{5}$
Ditto Retirement	$\frac{ID}{6 \text{ and so on.}}$

The main heading, Deputy Collectors, bearing the symbol ID and the minor heading bearing the symbol 1,2,3,4 will be entered against the item 'Subject Heading'. Files opened under each of the headings will bear numbers of the File'. The subject headings will be fixed and controlled by the Under

Secretary and no change in them will be made without his approval. After a paper is received by the assistant, he will see whether it will go into one of the files already opened. If not, he will obtain, in consultation with the head assistant, if necessary, a new number for the particular paper from the file index register and make relevant entries accordingly in the register. The remarks Column in the register should be utilised for entering proceedings number, etc., when the case is finally recorded.

IV-6. *Register to be maintained by Stenographers/Personal Assistants of Deputy Secretaries and Higher Officers-Movement Diary-* Files passed by a Deputy Secretary or higher officer will be sent direct by the stenographer or personal assistant to the officer to whom marked, after keeping a note of the movement in the following form :-

File or diary Number	To whom passed
1	2
Date.....	

IV-7. General Registers, etc.- (i) Charge Reports

(ii) Statement of Temporary Appointments and Deputations.

(i) *Charge Reports-* Before an assistant is allowed to leave his post on transfer to another section in the same department, or to another department, he will hand over charge in writing of all papers, books of reference, etc., to the assistant who takes over work or, if there is no such assistant, to the head assistant of the section in which he was working. When owing to absence on leave or sudden illness or some other reasons, an assistant is not able to hand over charge personally, a list of all papers, books etc., found at his table will be drawn up with the help of the file register and log book by the assistant working in his place, or, if there is no such assistant, by the head assistant himself.

(ii) *Statement of Temporary Appointments and Deputations-* (a) Each department shall maintain a statement of all temporary appointments and deputations sanctioned by it in the following form-

Nature of appointment	Period of temporary appointment or deputation	Date of expiry of sanction	Date on which case is to be submitted for renewal of sanction
1	2	3	4

(b) The register shall be maintained by the assistant selected by the Registrar for the purpose. He will be responsible for putting up each case for entering in the register for orders at least one month before the expiry of the sanctioned term.

(c) The statement shall be examined periodically by the Under Secretary. The officer in the office whose duty it is to apply for renewal, if necessary, shall be warned of such impending expiry. A renewed sanction shall be noted as a fresh entry.

IV-8. General Instructions- (i) Care must be taken to make all entries in registers as brief as possible and, for this purpose, all recognised abbreviations of official designations and titles can be used. The entries should be made carefully and legibly.

(ii) The formal registration of cases to show their movements within the same office is unnecessary.

CHAPTER V

Outline procedure in dealing with cases

SECTION I

FLOW OF PAPERS AND FORMATION OF FILES

V-1. *Opening and distribution of daks-*(a) Except covers addressed by name, which should be sent unopened to the addressees, all daks, including telegrams and registered and insured articles, will be received and opened normally by the Secretary of the Department or the gazetted head of office in the Secretariat. Such communication may be received by the personal assistant or stenographer of the Secretary or other gazetted head of office on his behalf and submitted to him at once. Local communications, other than those in closed covers, shall be received by the diarist and submitted to the Secretary or the gazetted head of office for perusal. Correspondence of any kind addressed to the Minister will be received by his personal assistant or any other class III officer of the Minister's office designed for the purpose.

N.B.- Although Chief Secretary is the Secretary to Government in the Political and Services Department, he is not the officer directly dealing with matters relating to all branches of the said department. All communications, including telegrams, meant for the different branches of the Political and Services Department shall, therefore, be received by the Officers who are directly in charge of the branches concerned.

(b) All communications shall be initialled and dated by the officer receiving them, after having them (and any important enclosures) stamped by the office stamp. After the intermediate officers, viz.; the Joint Secretary, Deputy Secretary and Under or Assistant Secretary have seen the communications they should be sent to the head assistants concerned. At this stage of perusal of daks the officers should give directions, wherever necessary, as to the line of action which they would like office to take.

Envelopes that can be used again with economy labels will be sent to the dispatcher.

(c) The head assistant will then send the communications to the diarist after noting on them the names of the assistants by whom they will be dealt with.

(d) The diarist will then enter them in the diary register, marking on them the diary numbers, and then make them over to the dealing assistants concerned. The initials of the assistants should be taken in the appropriate column of the diary as an acknowledgement of receipt of the papers.

(e) *Important notes to be diaries*-Important notes or orders which originate files in the department may be treated as fresh receipts and diarised. This should only be done with the approval of the Under Secretary or any higher authority.

(f) *Important letters from the Government of India*- Copies of important letters from the Government of India (including those from the Prime Minister and other ministers of the Union) should be seen by the Governor and the Ministers concerned as soon as possible after receipt. In very important cases of general interest, they should be circulated to all Ministers and Deputy Ministers. The head assistant will send important letters from the Government of India, of which no spare copies have been received, to the issue section for preparation of copies for received, to the issue section for preparation of copies for circulation. If spare copies are received, one of them will be circulated. The circulation slips should be kept till the file is submitted so that action can be taken if this rule is overlooked

In addition to the cases and copies of the proceedings which are required to be sent to the Governor, each department of the Secretariat shall also forward to the Governor, for his information, copies of the following :-

(i) Important letters and telegrams addressed to the Government of India, important letters and telegrams from and to the State Governments, the High Court and the Orissa Public Service Commission; and

(ii) All orders embodying important principles or changes of policy in the administration of the State.

(g) All officers must give the perusal of dak highest priority. Personal assistants and stenographers should treat the receipts moving up and down as 'Immediate'. The officers and the head assistants concerned should keep a careful watch on any hold-up in the movement.

V-2. Classification of Receipts - (a) At the stage of perusal of daks, the Under Secretary or the Assistant Secretary should classify all receipts which are required to be so classified into A, B or C by taking into account the nature of the receipt and the clerical manhour required for its disposal. A receipt should be classified as B if the time required for its disposal is between one and two hours. A receipt that can be disposed of in less than one hour should be classified as C and a receipt which would require more than two hours for disposal should be classified as A. Requirement of staff in the Secretariat proper and in an office of the Secretariat-cum-Heads of Departments should be assessed on 1,000 B class receipts and 1,100 B class receipts per year

respectively per assistant. For the purpose of assessing clerical workload an 'A' class receipt should be considered equivalent to two 'B' class receipts and each 'C' class receipt should be considered equivalent to half of a 'B' class receipt.

(b) The higher officers should endeavour to see at intervals that receipts are correctly classified in accordance with the above principle by the Under/Assistant Secretary. It will also be the concern of the Organisation and Methods Division to help the Departments to ensure correct classification of receipts.

V-3. Cancellation of stamps- Court-fee stamps affixed to documents received in the department, if uncanceled, should be defaced by punching out the figure head as to leave the amount, designated on the stamps, untouched and the part removed by punching should be burnt or otherwise destroyed.

V-4. Receipts not to be Diarized- (i) The following categories of receipts should not be diarized:-

- 1) Unsigned communications on which no instructions have been recorded by officers and on which no action is to be taken;
- 2) Telephone lists, lists of books and journals;
- 3) Receipts miss-sent to an office;
- 4) Postal notices (The information contained in these notices can always be had from post offices);
- 5) Notices of changes in the personnel of foreign embassies, diplomatic services, Government of India and other State Governments (They are seldom required and can always be ascertained from the Home (Political Department));
- 6) Governor's assent to bills (These are published in the gazette, a copy of which is received in each office);
- 7) Priority of foreign passage;
- 8) Change in the names of offices, creation of new offices, notifications, etc. (If published in the Gazette, should not be circulated again); and
- 9) Corrections to Indian Word Code.

(ii) *Routine Diary Register*-A separate routine diary register should be maintained for registration of the following types of receipts:-

- 1) Casual leave applications and reminders;

- 2) Identical representations from individuals or groups of individuals. It would be sufficient to diaries only one copy, viz., that received first, in the main diary register;
- 3) Tour programmes;
- 4) Miscellaneous routine circulars, e.g., those relating to closure of offices, changes in addresses of officers, notices of holidays;
- 5) Copies of office memorandum, etc., containing general orders circulated by the Administration for information;
- 6) Post copies of telegrams and routine acknowledgement; and
- 7) Any other types of receipts which, by a specific office order issued by the department or office, are to be treated as routine.

The above list is not exhaustive. Each officer should check if other items may be added according to the special circumstances of each office. If, for any purpose, a record of such receipts is considered at all necessary, these may be diarised separately the routine diary register and should not be taken into account for assessment of staff.

V-5. Flow of papers- (i) Cases will be submitted direct by the head assistants to the officers concerned.

(ii) Head assistants should consult the Registrar, Assistant Secretary, or Under Secretary in those cases in which they may require his instructions or advice;

(iii) Cases marked to the senior officers will be sent to them direct by the junior officers concerned. Cases returning from the senior offices will be seen by the junior officers who had put them up, before their return to office.

(iv) Cases returning from the Minister will go direct to the Secretary for information before further action is taken on them.

When cases are received back with orders or remarks by the Governor or by the Chief Minister, they must, at once, be sent to the Minister in charge for his information; but this is not ordinarily necessary (unless the case presents special features of interest or importance) if the Governor or the Chief Minister has only approved, without any comment, a proposal sent up by the department. The same procedure will be followed when the Governor or the

Chief Minister sends to a department any orders regarding action to be taken in a particular matter.

v) Papers which have been disposed of by officers should, ordinarily, be sent by them direct to the head assistant.

vi) No department shall refuse to receive any paper during office hours. Letters and files addressed to officers by name should also be received by the officers concerned.

vii) The correspondence received in a department should be distributed to the assistants and officers at convenient hours, ordinarily not more than thrice a day.

viii) In case of emergency, where any paper needs immediate action, no employee shall refuse to receive the paper outside office hours and on holidays.

V-6. File boards and straps- (i) All papers are to be kept in flat files to be provided with board at the bottom furnished with flaps and tape fasteners. Nothing should be printed on the flaps. When a file attains considerable size or weight, a buckle strap, if available, should be used.

(ii) *Composition of a file* - A file consists of two parts:-

- (a) "Notes" which include the subject headings of the series of correspondence on a particular subject, dockets, important points of the letter under consideration with office remarks and suggestions and orders passed thereon;
- (b) "Correspondence" which comprises letters received and issued on a particular subject, including letters for mere perusal or information.

V-7. (i) Files- A file should be opened for one subject only excepting for miscellaneous correspondence of any unimportant character which may be dealt with in a miscellaneous correspondence file. When new or independent subjects crop up in dealing with a subject, new files should be opened.

(ii) *Opening of fresh files-* A file may be opened either on the basis of a fresh letter or of a note. Miscellaneous correspondence of an unimportant character should not be filed separately, but in a miscellaneous correspondence file.

(iii) *Treatment of fresh letters and other Communications-* A letter which initiates a correspondence or which is not in continuation of previous correspondence which has passed during the year, or which is in continuation of a correspondence in a previous year which has been recorded, should form the first paper of a new file. A letter, which is in continuation of correspondence which has passed during the year or of correspondence of a previous year which is still current and unrecorded, should be dealt with in the old file. Demy-official correspondence and telegrams should also form part of the correspondence. If a post copy of a telegram is received, it should be preserved in preference to the original.

iv) *Subject heading of files-* The assistant dealing with a case should determine, under the direction of the head assistant, when a new file should be started as also the file heading to be given to it. A list of approved subject headings shall be drawn up and maintained in each department for the guidance of the dealing assistants who will give subject headings to files from this list. In the absence of proper subject headings in the approved list, the head assistant will be consulted by the dealing assistant as to what should be the subject heading of the file or files of papers marked to him. To ensure uniformity from year to year, no additions to, or alterations in, the approved list of subject headings shall be made without the approval of the Under Secretary. Head assistants shall consult the Under Secretary if they find that they cannot allot from the list a suitable subject heading to a letter received in their sections.

When it has been settled as to what file number shall be allotted to a letter, the necessary particulars shall be entered by the assistant concerned in the file index register and the file number noted in the log book and the file register.

V-8. *Separation of subjects-* When more than one subject is dealt with in a letter, each subject should, ordinarily, be handled independently, the necessary copies or extracts being made and dealt with separately in relevant files. In some cases, however, it may be found convenient to start sectional notes on the different points dealt with in the letter. This should only be done with the approval of the Under Secretary.

V-9. *Disposal of cases at different stages by the same Assistant-* A case belonging to a particular section shall ordinarily, be dealt with at all stages in that section and, as far as possible, by the same assistant who is acquainted with its details.

SECTION II

REFERENCING

V-10. *Referencing and paging-* When a letter has been placed and docketed in the file it should be referenced and paged in pencil.

V-11. *Connected papers to be put up-* Subject to any initial orders passed by higher authority regarding referencing, the assistant must, carefully, read through the letter and its enclosures, if any, to be submitted, and, with the help of the registers and indexes, trace and put up any connected records or papers, whether actually quoted in the letter or not, which are relevant to the question under discussion or are likely to be required for the disposal of the case. References put up should be restricted to those actually required in dealing with the case. References put up with the file should be noted on the left hand margin of the file at the top of the first page note sheet.

V-12. *Paging and arrangement of papers in a file-* The current correspondence in the file should be paged from the bottom upwards, the last page of the first letter or of its enclosures being page 1. In other words, if a letter, dated the 1st October 1949, with enclosures, covers ten pages, the last page of the enclosures should be page numbered 1, the last but one numbered 2, and so on. The main forwarding letter covering one page only should be numbered 10. If a reply has been given to the first letter, the approved draft reply should be placed just over that letter, paging it 11. A second letter received, say a week after, i.e., on the 8th October 1949, should be placed above the "approved draft reply". The series of correspondence should be arranged and page numbered in this way. Similarly, papers or proceedings placed in a file for reference must be placed chronologically, the latest papers being at the top.

V-13. (i) *Lettered or numbered slips-* Papers to which specific reference is made in the letter or its enclosures or to which it is desired to draw attention in connection with a passage or proposal contained in them, should be marked with lettered or numbered slips, the letters or numbers on these slip being quoted in pencil neatly in the margin of the letter, which should itself be indicated, by a slip heading the words 'Paper Under Consideration'. Such slips should never be pinned to pages of books of reference but the particular page number with paragraph (s), if any, of that book should be indicated in pencil in the notes or correspondence, as the case may be. Slips should not be used for the current file to which references are made by quoting the page number of the correspondence or notes in pencil. Not more than one slip need be pinned to a previous collection put up. References to another page in the same collection should be made as follows:-

"Page $\frac{\textit{above}}{\textit{below}}$ Slip....."

(ii) *Quotation of reference-* As reference to slips and pages are meant to serve a temporary purpose, they should neither be included in the text of notes nor be printed, and they should be erased from any document leaving the office as an enclosure to an official letter. Beyond the quotation of references, nothing may be written on the letter under submission, nor should proceedings or books, put up for reference, be disfigured by underscoring, annotations, or other marks. All such quotations or references, either in the notes or correspondence, should be legibly written in ink on the left hand margin of the note sheet or correspondence by indicating the particulars of the proceedings with the corresponding number of the file put for reference while all such reference by slips to the pages of notes and correspondence of those proceedings should, invariably, be made in pencil.

V-14. *Use of spare copies of printed papers-* Where a paper, which has been printed, is required for information or reference, a printed copy, and not the original shall be submitted, unless ordered otherwise.

SECTION III

NOTING

V-15. *Noting* - Having got his file referenced, the assistant notes on it, if necessary, beginning by entering very briefly, the subject of the file according to the approved list of subject headings, from whom the communication has been received and its number and date. In a large number of cases, all that is required by way of note is a brief reference to a precedent or to any orders or rule bearing on the case.

V-16. *Routine notes*-- There should, ordinarily, be only one set of notes for each case. Remarks of routine character, e.g., movement of the file or any query on matters not directly concerned with the disposal of the case, shall not be entered on the regular note sheets but on the separate routine note sheets provided for the purpose. In inter-departmental references, such an office note unless purely formal in character, should always be made on the routine note sheets.

V-17. *Order of notes*- Notes should be written, as far as practicable, in order of the serial numbers of the papers of the file. Any interruption of the general series of notes, occasioned by the submission of a letter independent of the file, should be provided for by bringing the notes on the letters separately submitted into the general series at the earliest opportunity.

V-18. *Entry of subsequent receipts and issues*-- The numbers and dates of any subsequent receipts and issues and the person from or to whom they are sent shall be entered in ink not on a separate sheet in that form but in chronological order in the notes.

V19- *Form of notes and signatures*-- Every note shall be legibly written in ink or typed if it extends over three pages upon note sheets specially meant for the purpose. All notes are written on single note sheets strung together and page numbered serially in pencil and sufficient blank note sheets for noting shall be attached to the notes. Assistants will insert their initials on the left hand side and Gazetted Offices will sign their names in full legibly on the right. All note sheets, including the blank sheets, must be legibly paged.

V-20. Referencing notes- Every note must be referenced in the same way as the paper under consideration. Notes by officers should be checked and referenced if and when they pass through the assistants and the head assistant.

V-21. Numbering of paragraphs- All notes should be written in order of sequence divided into convenient paragraphs which should be numbered.

V-22. Language of notes-(i) All notes should be the temporarily written and all apparent errors or wrong interpretation, etc., in the notes of superior officers should be pointed out or commented upon by office in respectful language on routine note sheets.

(ii) Particular care should be taken by officers, as well as assistants of a department, not to criticise in their notes adversely, in strong language, the observations made by another department.

V-23. Treatment of notes- No letter or case should be submitted for orders, as far as possible, with more than one note from the office or from each section in which it is dealt with. If the note is put up by an assistant, the head assistant will, if he accepts it, add his initials. If he does not accept it he should modify or rewrite it, or if the note is incorrect, inadequate, or perfunctory, he may either remove it from the file and / or return it to be rewritten. The office note may be similarly treated by the first officer to whom the case submitted. The head assistant shall be responsible for the correctness of the contents of the office note including referencing of such a note. The first officer to whom it is submitted shall, in the like manner, be responsible to the senior officer for the correctness of the note, including referencing which is endorsed to or written by himself.

V-24. (i) Paraphrases and extracts prohibited- It shall always be assumed that the paper under consideration will be read by the officers to whom it is submitted. In some cases, the perusal of the paper under consideration is sufficient and noting is required beyond a brief suggestion for action. The reproduction in a note of verbatim extracts from the letter under consideration should, ordinarily, be avoided.

If the paper under consideration is short and self-contained, its contents should not be reproduced by the dealing assistant in his notes. He should directly touch on the point required for information and, if necessary, put up a draft reply as well while submitting the case to the officer for passing orders thereon. This will not only expedite matters but will also save the time of all concerned. If, however, the subject treated in the paper under consideration be important and of great length and complexity, a clear summary should be prepared with remarks and suggestions, if any, as to its disposal.

ii) Contents of office notes- A note or précis by office should contain the following particulars in more or less detail according to the importance of the case:-

a) A statement of the case (unless this is contained in any previous note to which reference can be made) showing the questions for consideration and the circumstances leading up to them ;

b) A reference to any law, rules, precedents, previous orders, or parallel cases, which may be applicable, and their bearing on the questions for disposal; and

c) Suggestions for action, wherever possible, and, in cases in which disposal is governed by rule or custom or in which the concurrence of other departments is necessary, an indication of the procedure which should be followed.

V-25. Maintenance of history sheets- In order to prevent repetitive notings to give the history of a case at different stages in course of its disposal, a history sheet should be maintained and placed in long-pending and voluminous important files. Additions and alterations to the history sheet may be made at subsequent stages to bring the sheet up-to-date. The Under-Secretary should indicate the cases in which a history sheet is to be started and maintained. The sheet will be placed at the top of the correspondence portion of the file, but it should not be page marked. When the file is recorded, the history sheet may be marked as "Keep With". When the case is of a confidential nature, the history sheet should be marked as "Keep With"-Confidential".

V-26. Essential points in noting and drafting- In preparing an office note or draft, the following essential points should be borne in mind:-

Is it; (i) Complete?

(a) Does it give all the necessary information? In particular, care shall be taken that references to previous orders, which are to be modified, superseded, or supplemented, are invariably given;

(b) Does it answer all questions?

(ii) Concise?

a) Does it contain only essential facts?

b) Does it include only essential words and phrases?

(iii) Clear?

a) Is the language adapted to the addressee?

b) Are the words the simplest that carry the thought?

c) Do the words exactly express the thought?

d) Is the sentence structure clear?

e) Is each paragraph one complete thought unit?

f) Are the paragraphs in proper sequence?

iv) Correct?

(a) Is the information accurate?

(b) Do the statements conform to policy?

(c) Is the writing free from personal bias, errors in grammar, spelling, or punctuation?

v) Appropriate in tone?

(a) Will the tone bring the desired response?

(b) Is the writing free from antagonistic word and phrases?

(c) Is it free from pompous, hackneyed, or "bureaucratic" phrases?

V-27. Notes on addresses presented by deputations to the Governor and/or a Minister- In cases in which the Governor or a Minister is approached for assistance by deputations presenting addresses, the Secretary in each department will, on receipt of copies of the addresses from the Governor or the Minister, cause notes to be prepared with reference to the subjects relating to his department and will see that the note deal with the points on which the Governor or the Minister has to reply to the deputation. The notes should include information on the following points :-

(a) the policy of Government in such cases;

(b) is the Secretary prepared to recommend assistance being promised ; and

(c) If so, what assistance?

In cases of deputation to the Governor, or the Chief Minister, a Secretary must take the orders of the Minister-in-charge before submitting his notes to the Chief Minister or through him to the Governor.

V-28. Procedure of communication of Government orders- The orders of Government shall be communicated in writing through the Secretaries of the departments concerned. Secretary to Government in this respect will include an Additional Secretary, Joint Secretary Deputy Secretary, Under-Secretary and Assistant Secretary.

Whenever a superior authority, such as a Minister gives some instruction to the Secretary or a subordinate officer in the Secretariat, the officer concerned is to reduce the instruction to writing and get it confirmed by the authority giving the same at the earliest possible opportunity. If the officer

concerned happens to be other than a Secretary, it will be his duty to immediately communicate to his immediate superior, whatever instructions may have been given to him.

When a Secretary or some other officer subordinate to him meets the Governor, he is to report to the Chief Secretary the substance of the discussion and when the Chief Secretary meets the Governor he is to communicate the substance of the discussion to the Chief Minister.

V-29. *Procedure to regulate the channel of correspondence between a Head of Department and Minister or Deputy Minister-* All information called for from a Head of Department by a Minister/Deputy Minister are to be supplied to him direct by the Head of Department with an intimation to the Secretary of the department concerned. If any Minister/Deputy Minister not in charge of any particular subject wishes to get information on some secret or confidential matters either from the Head of Department or from the Secretariat, he is to contact the Minister/Deputy Minister in charge of the subject or, if necessary, the Chief Minister. If a Head of Department is given any instruction by a Minister, the former to bring it forthwith to the notice of the Secretary of the Department concerned.

V-30. *Procedure for dealing with cases referring to legislations -* It is the business of the department to decide and obtain the approval of the Council of Ministers to the Main principles of the legislation, but not to draft the bill. It is the business of the Law Department to prepare a draft. The following procedure is generally suitable for submitting cases referring to legislation:-

- (a) A separate page or broad-sheet should be used for each important point;
- (b) If the proposed legislation is, by way of an amendment of an existing act, or is using an act of another State as basis, the clause of the existing act dealing with the point under consideration may then be quoted *in extenso*, if necessary;
- (c) After this may come notes of the views of persons, officers, or associations, who have been consulted; and

- (d) Then shall come the notes of the office and the officers and the final decision

When the decisions are complete, the whole matter is referred to the Law Department.

NOTE-Details of instructions regarding legislation in the State Legislature are given in Chapter IX.

V-31. Notes on annual reports - In submitting annual reports and returns, attention should be paid to the following points :-

- a) that the report or return has been drawn up in the prescribed length and contains the prescribed information;
- b) that orders issued requiring special notice or mention to be made in the report of any subject have been attended to;
- c) that standing orders in regard to the spelling of names, style of printing, and so forth, have been complied with; and
- d) that no modifications have been made in the prescribed forms without sanction.

The office notes should not repeat information given in the reports but important passages may be noted or marked and attention should be drawn to correspondence, if any, connected with them.

The files should always contain any orders which may have issued regarding the preparation of the report under submission and the notes and orders on the reports for the previous year.

V-32. Examination of returns on receipt- Where a return is compiled in the Secretariat from returns submitted by the local officers, each local return must be carefully scrutinised on receipt to see that it complies with the instructions and gives all the information required. The practice of deferring the examination of such returns until the last one has been received is forbidden.

A chart showing dates, page-limits and other necessary particulars in regard to the various reports and returns with which the departments are concerned, should be kept hung in the departments to enable the dealing assistant to remind heads of departments or other officers if such reports or returns are not received on due dates.

V-33. Procedure subsequent to preparation of note- When the assistant has completed the case, he hands it over to the head assistant who either deals with it further himself or initials it and passes it on to the Under Secretary. It is open to the Secretary to prescribe that any class of cases may be submitted direct by the assistant, and not through the head assistant.

V-34. Mode of signifying agreement with notes- When an officer agrees with the preceding note or recommendation he shall append his signature and noting more. Marginal notes or notes to emphasize special points may, however, be made.

V-35. Arrangement of papers- The papers of a case under submission should be arranged in the following order, counting from the top downwards:-

- (a) 'Note' on the case;
- (b) 'Draft' to issue;
- (c) 'Paper under Consideration' (P.U.C.);
- (d) Unrecorded current papers; and
- (e) Previous files or proceedings for reference in chronological order just below the current correspondence, latest being placed on the top. If the reference books are of size smaller than the note sheets, it will be convenient to place them on the top of the file outside the file flaps. If tied inside the flaps, the edges of the papers in the file are liable to be torn or dog-eared ;
- (f) Papers which need not be recorded, e.g., routine notes which are to be treated as K. W (keep with) when a file is finally disposed of.

Unwieldy files should be split up into convenient part files and only the portions required for disposal should be submitted.

When the file is a large one or likely to go outside the department, the current papers should be enclosed in a stiff cover for protection, the title of the file being written outside. Such covers can, if serviceable, be utilised more than once, the title being altered. They can also be turned inside out for subsequent use.

V-36. *Linking of cases* - The linking of cases should, as far as possible, be avoided. Such linking may occasionally be necessary but in the majority of cases it is sufficient to place, in the file under submission, copies of the papers of another file to which reference is necessary. Cases should be consolidated, whenever practicable, into one file by an intelligent selection of papers and arrangement of notes.

When it is necessary to submit two or more files together they should be placed one on top of the other and fastened with the binder of the lowest or, if the files are heavy with a buckle strap. The upper-most current file in which orders are necessary should bear a label attached to the flap of the file board showing the number of files linked and which of them are required for reference and which for orders.

V-37. *Waste-papers*- Each assistant, before the submission of a file with a note or a draft shall collect, tie up and place, at the bottom of the file, all routine notes, requisitions, manuscripts of typed notes and draft manuscripts and old proofs of printed papers, old reminders of letters to which replies have been received, routine unofficial reminders to or from other departments or offices, replies to reminders, routine demy-official correspondence and other similar papers which, in his opinion, are not necessary for the disposal of the case but which should be kept for reference until the case is recorded.

V-38. *Removal of superfluous papers* - The papers of a case under submission should be restricted at every stage, as far as possible, to those likely to be required for reference in dealing with it, or which form an essential part of the correspondence. In summiting or passing cases, head assistants

should check the referencing, remove superfluous proceedings and papers and see that anything that given the file an untidy appearance is remedied.

Papers must not be sent out tied up with string, tape, or paper bands; file boards must be used despite the addition to the weight of the package. Otherwise, papers invariably get torn.

V-39. *Minor points requiring attention-* The following minor points should also be attended to in the submission of cases :-

- 1) Documents of smaller size than foolscap put up in a file should be pasted or fastened to a foolscap sheet, pins are not to be used;
- 2) Acts and books referred to may be put up with the file unless they are available in the reference libraries of officers, in which case the fact should be stated in a marginal note.

V-40. *Duties of the Head Assistant in respect of arrangement of papers-* The head assistant shall examine every case which passes through him before its submission to the Under secretary, in order to see that-

- a) the pages of the note sheets are numbered;
- b) sufficient spare note sheets are attached for the record of further orders;
- c) Where necessary, the papers are typed;
- d) all references are correctly flagged and there is no duplication of flags; and
- e) all acts, codes and other books of reference are put up when necessary.

SECTION IV

TIME ALLOWED FOR SUBMISSION OF PAPERS

V-41. *Submission without file* - The submission of a paper must not be delayed on the ground that the relevant papers are not available. If it can not be properly dealt with without them orders must be taken to await such papers.

V-42. *Three days rule-* An assistant should put up a case after proper examination and referencing within three days. In case of difficulty the assistant

should consult the head assistant and the head assistant should not hesitate to consult the Under Secretary, or even higher officers. In any case, letters must be placed in the files and the files, submitted to the Under Secretary through the head assistant within three days of the receipt.

Time allowed for submission of papers applies also to submission of drafts.

V-43. *Very urgent cases-* In very urgent or important cases a special responsibility rests on the head assistant of the section concerned to see that no delay occurs at any stage, either in or outside the office, without the matter being reported to the Registrar or Under Secretary. In such cases, the ordinary rules for submission may, when necessary, be curtailed or dispensed with. When an immediate case has been submitted to the Under Secretary and has not returned to the section before the office closes, the head assistant should await its return or take orders as to how he should act. 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 and the Secretary in each department should encourage his subordinate officers to bring up cases for advise, discussion, or disposal.

V-44. *References from the Government of India, other State Governments, the Governor and the Chief Minister-* Special expedition must always be observed in dealing with references from the Government of India, other State Governments, the Governor and the Chief Minister. If a full reply cannot be furnished without delay, orders should be taken whether an interim reply should be sent.

SECTION - V

USE OF COLOURED SLIPS

V-45. *Coloured slips-* of the following colours may be placed on papers to indicate their urgency :-

- (a) Green, indicating 'Immediate', to be used only in cases of extraordinary urgency requiring instant attention by the person to whom they are addressed, whether by day or night;

- (b) Red, indicating 'Urgent', to be used on cases requiring attention without delay;
- (c) Pink marked, for gazette, Assembly question, or resolution, or budget motion or bill; and
- (d) Yellow, indicating that the case is 'Confidential'.

V-46. *Care in use of Coloured slips* - coloured slips should be used with discretion and moderation as their profuse use will defeat the object in view. The necessity for using green slips should be altogether exceptional.

A coloured slip should not be retained on a file after the occasion or its particular use has passed. Thus, it should be borne in mind that a case which is 'urgent' for a head assistant may not be 'urgent' for the Under Secretary, just as what may be 'urgent' for the Deputy Secretary or Secretary may not be 'urgent' for the Minister. Every one passing on a file marked with a slip should, therefore, consider whether a case is 'urgent' or 'immediate' for the officer to whom it is being submitted and, unless the label has been placed on the file by some one above him in rank, may remove or alter it. The head assistant, through whom all cases, pass, should, particularly, be held responsible for seeing that these labels are attached or removed at proper stages. Every person attaching such a label to a case should note, on the left hand margin of the note sheet, the word 'urgent' or 'immediate' to indicate that such a slip has been placed by him, on the date on which he initialed or signed the note.

SECTION VI

DRAFTING

V-47. *Form of Drafts-* The following are the forms of communication used in Government departments;-

- i) Letter;
- ii) D. O. letter;
- iii) Express letter
- iv) Circular letter ;

- v) Reminder ;
- vi) Office memorandum and endorsement ;
- vii) Resolution ;
- viii) Notification ;
- ix) Notice or advertisement ;
- x) Communiqué or press note ;
- xi) Telegram.

V-48. Use of forms of communication - (1) Letter - The letter form should be employed in writing to the Government of India invariably otherwise than in the case of periodical returns, other governments, heads of departments and other subordinate authorities, private persons or public bodies.

Letters addressed to the Government of India, the High Court, or anybody corporate, association, or company, or conveying commendations, or censure, or the rejection of the recommendations of a head of a department (including the Commissioner of a division), resolutions, notifications, and so forth, should be made out in the name of the Deputy, and so forth, should be made out in the name of the Deputy, Joint, or Additional Secretary or Secretary, but purely routine correspondence may issue over the signature of the Under Secretary. Important communications with the Government of India should not issue without the prior approval of a Joint Secretary or Additional Secretary or a Secretary to Government. Drafts of important letters and telegrams to the Government of India will, ordinarily, require the approval of the Minister in charge.

Drafting of an official letter has the following parts :-

- (a) Number of letter;
- (b) Name of Government and Department and, if necessary, the section or branch ;

- (c) Name of the correspondent with full address ;
- (d) Designation of the addressee with full address ;
- (e) Place of despatch and date ;
- (f) Subject matter ;
- (g) Salutation (The form of an address in an official letter is invariably 'Sir' or 'Madam');
- (h) Body of the letter-
 - (1) *Commencing paragraph* - This contains the reference to the subject of the letter, and, if it is a reply to another letter, the number and date of that letter,
 - (2) *Main paragraph or paragraphs* - This should deal with the chief topic forming the subject of the letter and should give complete information, explanation, or argument for the case,
 - (3) *Concluding paragraphs*- This may sum up the whole case clearly indicating what the sender or the writer wants the addressee to do in the case ;
- (i) *Subscription with signature*- The subscription is a formal one, such as, 'Yours faithfully'. Signatures should always be legible, clear and uniform. To be more definite, the name should be added in brackets, e.g. "(R.K.Das)", below the manuscript signature of the officer or the writer of the letter;
- (j) *Enclosure*- If there be any enclosure to the letter, this should be mentioned at the bottom of the letter on the left hand side.

A sample of an official letter is given below :-

No. _____/GEN.

GOVERNMENT OF ORISSA
POLITICAL AND SERVICES DEPARTMENT
(Organisation and Methods Section)

FROM

SHRI.....

.....

.....

To

ALL HEADS OF DEPARTMENTS

Bhubaneswar, date d the.....1959

SUBJECT-Departmental Organisation and Methods of Works.

SIR,

I AM directed to say that it is essential to improve the existing methods of work employed in the various attached offices and, with this object in view,.....

. A copy of the proposed instructions is forwarded for favour of comments and return by the 31st August 1959.

Yours faithfully,

(Sd)

.....

Enclosure- A copy of instructions.

ii) *D. O. Letter*- A demi-official letter generally begins with the words "I am desired to" or "Will you $\frac{\textit{please}}{\textit{kindly}}$ refer to $\frac{\textit{my}}{\textit{Mr.A's}}$ letter No. dated the....."

a) Demi-official letters to the Judges of the High Court, the Chairman of the Orissa Public Service Commission, the Member, Board of Revenue and to Secretaries, Additional Secretaries and Joint Secretaries to the Government of India, or to other officers of the Government of India, of similar status shall not issue except over the signature of a Secretary or Additional or Joint Secretary. A Deputy Secretary or an Under Secretary shall not address demi-officially, an officer of the Government of India of a rank higher than his own.

b) Demi-official letters to Commissioners of divisions, Inspector-General of Police, Registrar of the High Court and Secretary to the department of the Legislative Assembly shall not issue over the signature of an officer below the rank of a Deputy Secretary. An Under Secretary may write demi-officially to district officers, heads of departments of the rank of district magistrates and collectors and to personal assistants to Commissioners of divisions.

c) All demo-official correspondence should not, as a matter of routine, be treated to be part of the correspondence on the file.

iii) Express letters - Under this system, letters to official correspondents are drafted in telegraphic form. Though such letters are sent by post to save telegraphic expenditure and undue use of the wires, they are intended to be treated, on receipt, with the same expedition as if they had been telegraphed. To save time and formalities, they are worded and signed as if they had been so despatched. A carbon copy of an express letter should always be kept for the file.

iv) *Reminder (a)*- A reminder is written to invite the attention of the addressee to some previous communication. There are prescribed forms of reminders. Ordinarily, a reminder should issue a month after the date of the issue of the letter. When the officers addressed have to consult other bodies, or their subordinates, the first reminder should not issue before six weeks. Subsequent reminders should issue once a fortnight. Reminders may also

issue earlier if the matter is of urgent nature. The subject matter should, invariably, be mentioned in issuing reminders.

(b)(1) When a letter calls for further report or further information or obviously, demands a reply the assistant should make an entry in the forward diary to remind him of the date on which the reminder should issue.

(2) Cases, in which reply is due to a telegram, must be kept on the assistant's table with his current cases, and submitted for orders for issue of reminders, if necessary, within a day or two according to the degree of urgency.

(c) No reminder should issue in any case in which the initiative has come from the person addressing Government, unless, in the course of the correspondence, a question arises in respect of which Government is interested in obtaining an answer.

(d) If no reply has been received and a reminder is due, the assistant should put up the file to the head assistant with a draft reminder.

(e) Reminders addressed to the Government of India and to the High Court should issue only under the orders of and in the name of an officer not below the rank of a Joint Secretary to Government. Registrars and Personal Assistants may issue routine reminders to all, except the Government of India, the High Court and the heads of departments including the Commissioners of Divisions.

(v) Office memorandum and endorsement- The office memorandum and endorsement are the ordinary forms of official communication employed between departments of Government.

The endorsement form should be utilised when transmitting copies of original documents for information or with brief instructions, but should not be employed in addressing non-official persons or institutions, nor when transmitting books or pamphlets or papers which have already been recorded.

Memorandum form may also be adopted in conveying orders to subordinate authorities when the subject matter is not complicated, the orders are straightforward and no ambiguity is likely to arise from their being so expressed.

ILLUSTRATIONS

1) *Endorsement-*

(a) MEMO. NO. GEN

GOVERNMENT OF ORISSA
POLITICAL AND SERVICES DEPARTMENT
(Organisation and Methods Section)

Bhubaneswar, the 19

The under mentioned document is forwarded to all departments of Government for information and guidance.

Under Secretary to Government.

List of document(s) forwarded-

Memo No.....dated on the departmental organisation and methods of work.

(b) MEMO. NO. GEN

GOVERNMENT OF ORISSA
POLITICAL AND SERVICES DEPARTMENT
(Organisation and Methods Section)

To

ALL DEPARTMENTS OF GOVERNMENT

Bhubaneswar, the 19

SUBJECT-- Departmental Organisation and Methods of Work.

The undersigned \ is directed to say that Government have considered the various recommendations made regarding departmental organization and methods of work

The heads of departments have been informed.

Secretary to Government.

MEMO NO.

GEN

Bhubaneswar, the

19

Copy forwarded to all heads of departments for information.

Secretary to Government.

2) *Memorandum-*

REFERENCE-Letter No.....dated the.....

from.....

SUBJECT-Proposal to

.....

ORDER-Sanctioned.....

By order o the Governor of Orissa

Secretary

Additional Secretary

Joint Secretary to Government

Deputy Secretary

Under Secretary

vi) *Circular and Resolution-* (a) Circular may be in letter, office memorandum, or endorsement form, according to the requirements of the case they differ from ordinary communications of the same kind only in being addressed to several departments or persons

(b) When the decisions of Government or orders of general applicability have to be communicated on questions of policy or other important matters which have been the subject of discussion or enquiry, they should be drafted in circular letter or resolution form. Resolutions, as a rule, should be employed for general orders, published in the Gazette. Circular form should be used in preference to the resolution form for general enquiries or orders on subjects of minor importance.

A resolution generally consists of three parts, viz.-

- (1) the preamble which should, for instance, begin as follows :-
Read the Report on the Land Revenue Administration of Orissa for the year 19;
- (2) the resolution ; and
- (3) the order.

It is always drafted in the third person. The first portion (preamble) of the text of the resolution is merely an introduction to the object or reasons for announcement, decision, or order. It is then followed by actual announcement or orders for the disposal of the report or the case under consideration.

At the end, under the heading 'Order' are entered the names of the departments or officials to whom the resolution is to be conveyed. It is generally signed by the Secretary or Additional, Joint or Deputy Secretary to Government. The normal form is, "Ordered that a copy of the resolution be forwarded to Ordered also that the resolution be published in the official Gazette for general information".

(vi) Notification- Notifications are employed in making announcements, Gazetted appointments and transfers and in publishing rules and orders passed under legal enactments. They are always written in the third person, numbered and dated and issued over the signature of an officer not below the rank of an Under Secretary to Government. The subscription should be in the following form :-

"By order of the Governor of Orissa

.....

Chief Secretary to Government"

(vii) Notice or advertisement-(a) Notice contains certain information intended for wide publicity to the general public, e.g., notice for sale of Government publications issued by the Superintendent, Government Press, Orissa.

(b) Advertisement is also a sort of public notice or announcement through the official Gazette and newspapers intended for wide publicity, e.g.,

an advertisement for filling up a vacant post of a Lower Division Assistant in a Secretariat Department.

ix) *Communiqué or Press Note*- This is generally employed by Government in conveying through the Press the decisions or actions taken on certain matters with regard to policy, etc. The public Relations Department of Government sends the communiqué to the Press for publication.

x) *Telegram*-(a) A telegram may be composed of plain or secret language in code or cipher. It should be extremely precise to be expressed in as few words as possible. It should be so written as to leave the first space empty for issue number.

b) Telegrams should only issue where the purpose cannot be achieved by sending an ordinary or an express letter.

V-49. *Only selected officers and bodies ordinarily to be consulted*-(i) When opinion is desired on any question, either special or general, ordinarily only selected officers, individuals or bodies should be consulted.

(ii) In no case should any matter be circulated for opinion without the orders of the Secretary concerned, or of the Minister, or the Chief Minister in all instances the question should be considered whether outside opinion should be elicited who precisely should be addressed and whether the references can be clearly defined or left general in form references are not infrequently made to persons who can obviously give no opinion of any value whatsoever. In all cases, a date should be specified by which a reply is requested.

iii) In cases where urgency is involved, the letters should be addressed direct to the selected officers with instructions to submit their opinion through their superior officers to whom a copy of the letter should also be sent.

V-50. *References to other State Governments*- With a view to ensure that references to other State Governments are made only when absolutely necessary, the following procedure shall be observed :-

(i) reference to other State Governments seeking information on a particular matter or asking for copies of their rules, orders, etc., shall not

issue except with the approval of the Secretary or the Additional Secretary/Joint Secretary in charge, who will satisfy himself that such a reference is necessary and that the matter under consideration is such that it can be held up for such a reference.

- (ii) Where a reference is made to one or more State Governments, there shall, normally, be specified on the file, a date up to which replies may be awaited. Thereafter, further action shall be taken on the basis of such replies as have been received, or, if the matter is urgent, even if no reply has been received up to that date.
- (iii) Save for very exceptional reasons, a reference shall be made only to a few selected State Governments and not to all the State Governments.

V-51. *When drafts may be put up-* Drafts are ordinarily prepared by the assistant who noted on the case, after orders have been passed upon it, but they may be put up at any stage if it appears that the consideration and disposal of the case would be facilitated by submitting it with a draft. This procedure should be followed in submitting ordinary cases which have returned from other departments with their concurrence in the orders proposed to be issued, and in cases where the action to be taken is obvious or is prescribed by rule.

V-52. *Submission of drafts to a Minister-* (i) Where the orders of Government have been passed in any matter, it is the duty of the Secretary, Additional Secretary, or Joint Secretary, or Deputy Secretary to pass and issue the draft conveying the orders or decision and it is not ordinarily necessary for him to submit the draft to the Minister or the Chief Minister. He can, however, use his discretion to do so and should do so in important matters if he has any doubt about the phraseology to be employed or the exact order to be conveyed.

(ii) Preparation of Memorandum for the Council of Ministers- (a) All memoranda should indicate their subject matters on the top.

(b) They should contain all the relevant facts they should present them accurately and clearly and they should state all the arguments for and against the particular course advocated and should not attempt to overstress

the advantages or under stress the disadvantages to suit the views finally recommended.

(c) If the subject matter concerns departments of the Secretariat other than that submitting the memorandum, it should be stated whether these departments have agreed to action being taken on the lines indicated in the memorandum. If they raise any objections, these should be stated clearly in the memorandum. In controversial matters, the draft memorandum should be shown to the departments concerned. The objecting departments may, if they like, put up a supplementary memorandum and in that case, the supplementary memorandum should form an enclosure to the main memorandum. This is particularly essential in matters involving financial considerations.

(d) If the State Public Service Commission has been consulted, a copy of its letter on the subject should be enclosed with the memorandum.

(e) In cases dealing with appointments to services and posts, the memoranda should state fully the qualifications of each of the candidates whose names are mentioned in the memoranda or in copies of the letters from the State Public Service Commission attached thereto.

V-53. *Language and construction of drafts* - General instructions regarding the language of drafts will be found in appendix V.

V-54. *Acknowledgment* - (i) (a) All letters, petitions etc., from private or non-official persons or bodies, as well as from officers not in the service of Government or in the Secretariat should, at once, be acknowledged in the following form with an intimation that they will be laid before Government. The department which first received the communication should acknowledge it before transferring it to the department concerned for disposal. Communications from the Government of India and other State Governments and administrations, except when they are being transferred to another department, and reminders and such routine papers as requisitions for copies of documents, etc., need not be acknowledged. The head assistant concerned will be held responsible for the strict observance of this rule.

Where petitions or letters involving any point of law or relief in a court of law or before a statutorily constituted authority is received, acknowledgement of

the said petitions or letters should not be made in the routine prescribed form. In such cases and in other doubtful cases where contradiction of the assertions in the petitions or letters relating to any litigation is to be firmly given, Law Department should be consulted immediately before such acknowledgment is made.

ACKNOWLEDGMENT

No.....

GOVERNMENT OF ORISSA

.....Department

To

Shri / Shrimati.....

Bhubaneswar, dated the.....1959

SUBJECT.....

The undersigned is directed to acknowledge receipt of your communication dated.....addressed toand to state that it has been forwarded, for disposal, to.....to whom further communication on the subject may be addressed.

Under
Assis tan t Secretary.

(b) Objections `received from private persons or un-official bodies to proposed rules under acts of the legislature should be acknowledged at once with a remark to the effect that "they will be duly considered".

(c) The following classes of petitions should not, however, be acknowledged:-

- 1) petitions by telegram other than representations on subjects of general public interest received from public bodies or recognised associations;

- 2) petitions against orders already declared to be final;
- 3) petitions once acknowledged and returned but received back for further consideration by Government ;
- 4) petitions from Government servants received direct or through the official channel; and
- 5) petitions for situations or for admission into the public service.

ii) The receipt of petitions, except petitions for situations or for admission to the public service, addressed to the Governor or the Chief Minister should be acknowledged immediately, i.e., before any enquiry.

(iii) In the case of representations, such as, those referred to in the two preceding sub-rules, no further action, beyond the acknowledgement of their receipt, will be required, save in the following cases :-

- (a) when the representation deals with subjects which have not been fully considered by Government or upon which no orders have been passed ; or
- (b) when it recites new facts which were not within the cognizance of Government when the representation was considered or orders were passed thereon ; or
- (c) when it relates to a specific public grievance not previously brought to the notice of Government.

iv) When a petition addressed to Government is received, if there is sufficient material for an immediate rejection of it, it should be recommended for such rejection. Similarly, if there are obvious reasons for calling for a report from the local officer, that also should be recommended at once. But if the petitioner has not supplied sufficient material for an immediate decision on the desirability of either rejection or local reference, the petition must then be returned to the petitioner. Every effort should, however, be made to inform the petitioner clearly at the time of returning his petition, what further information is wanted so that the case may not again require a reference to the petitioner before the disposal of his petition.

v) Representation regarding personal grievances can be accepted only from the persons aggrieved; and the rule that aggrieved persons must, before approaching Government, first seek redress at the hands of the local officers who are competent to afford them, must be observed.

vi) No action should be taken on anonymous or pseudonymous petitions and complaints, but, if some specific allegations have been made therein, confidential inquiries may be made under the orders of an officer not below the rank of a Joint Secretary.

vii) Though each communication which issues from the Secretariat should clearly show the department from which it issues, orders should not be communicated as being the orders of a single department or a single Minister. The form of authentication of orders and the authenticating officers of Government are mentioned in the Rules of Business.

viii) The number and date of the letter replied to or of the last letter of the correspondence should always be referred to. In some cases, it may be necessary to refer to a series of letters and this should be done on the margin of the draft.

ix) All letters should be headed with a brief statement of the subject of the letter, the subject heading of the file should, as far as possible, be utilised for the purpose.

x) When a petition is received, which is addressed to Secretariat officers as well as to local officers, no action need be taken on it in the Secretariat. Action on such a petition will, ordinarily, be taken by the Gazetted officer of the lowest rank who has been addressed in the petition and who is competent to deal with the matter.

V-55. Numbering of paragraphs and columns- (i) Numbers should be given to paragraphs in letters and also to columns in statements whether given separately or in the body of a letter, report, or note. If any letter or other communication is received without numbers to paragraphs and columns, the omission should be corrected immediately on receipt.

(ii) *Reference in draft* - Drafts should be marginally referenced in the same way as papers under consideration, but these references should not appear in fair copies of drafts sent out of the office. Long drafts should always be referenced to the notes on which they are based.

V-56. *Verification of figures* - All figures in drafts must be verified by the drafting assistant and checked by the head assistant and the fact that they have been verified, noted in pencil on the draft.

V-57. *Verification of addresses and titles*- The titles, orders, or designations of persons addressed or referred to in drafts should be carefully verified by the assistant who prepares the drafts. When any doubt on the point exists, the orders of the Registrar or the Under Secretary should be taken.

V-58. *Collection of information required confidentially by the Government of India*- Should any confidential circular or letter be received from the Government of India, to reply to which it is necessary to obtain information from local officers, the letter should not state the origin of the call.

V-59. *Communication of orders on personal matters*- The following instructions have been laid down for observance in communicating official correspondence and orders relating to personal matters to a subordinate officer:-

(a) As a rule, only the substance of the decision should be communicated to the officer concerned with such statement of the grounds upon which it is based as may be necessary for the information of the officer and may be considered expedient having regard to the circumstances of the case.

(b) The express permission of the Government of India must be obtained before correspondence between a State Government and the Government of India, indicating a difference of opinion is communicated to any person.

(c) When a recommendation is made to the Government of India for the grant to an officer of a concession which is not admissible under the rules,

care must be taken that no information on the subject is given to him until final orders have been passed.

V-60. *Communication of correspondence with the Government of India-* Except with the express orders of a Secretary, whose attention should be drawn to this rule, no copy of a letter addressed to the Government of India on which orders are expected, should be communicated to officers subordinate to Government until final orders have been received from the Central Government.

V-61. *Publication of official correspondence-* No correspondence between the State and the Central Government should be published unless copies of it have been supplied by the Government of India for distribution to the Press, or unless publication has been expressly authorized. In other cases, if publication is considered desirable, the orders of the Government of India must invariably be taken. Papers which disclose a difference of opinion between the Central and the State Governments should not be published. No official correspondence should be published without the orders of the Chief Minister.

V-62. *Direct correspondence with subordinate local officers -* Except in cases of urgency or by previous arrangement with the heads of departments, no official communication should be addressed direct to officers subordinate to such heads of departments and when any such communication is made a copy should be forwarded simultaneously to the head of the department to whom the officer addressed is subordinate.

In the case of correspondence with district officers, (Collectors, District Magistrates or Deputy Commissioners) however, it is not always necessary to address them through the Board of Revenue and the Divisional Commissioner. But, except in trivial and routine matters-

- 1) the Divisional Commissioner concerned should at least get copies of correspondence between district officers and Government ; and
- 2) in certain (i.e. , more important) classes of cases the correspondence should be conducted with district officers through the Divisional Commissioner and/ or Board of Revenue, and not direct.

V-63. *Note of fact that draft has been approved-* Whenever, as in A' cases, a draft is not kept in the file it should be stated, in continuation of the notes, by whom the draft was approved, and any remarks made on the draft or proof, which it is desirable to preserve, must be copied into the notes.

V-64. *Resubmission of cases after issue of draft-* When a case is required to be resubmitted after issue, the head assistant concerned should write on the first page of the draft in red ink, "issue and resubmit".

V-65. *Noting of cases in which memorials to the Government of India are withheld-* In any case, in which a memorial addressed to the Government of India is withheld by the State Government, it shall be the duty of the assistant dealing with the case, as soon as the draft is passed, to see that an immediate entry is made in the statement to be submitted to the Government of India at the end of the quarter in which the case is withheld and he will be held responsible for such entry. To ensure that no entry is omitted, the statement should be started at the beginning of the quarter and filled in as cases are withheld. All such cases must be submitted to the Secretary.

SECTION VII

CONFIDENTIAL CASES

V-66. *Treatment of confidential cases-* All papers, including office notes received or dealt with in the Secretariat, are of confidential nature the contents, of which should not be divulged or spoken outside the office. Breach of this rule is an offence punishable with imprisonment which may extend to two years or fine or both, under section 5(4) of the Indian Official Secrets Act, 1923 (XIX of 1923). This rule applies with greater force to documents specially classed as "Confidential" and all are cautioned to observe strictest secrecy in regard and all are cautioned to observe strictest secrecy in regard to them and, on no account, to divulge their contents in or outside the office.

V-67. *Disposal of confidential or secret papers addressed to an officer by name --* The office should not, unless specially so empowered, open a secret or confidential paper, addressed to Gazetted officers of the Department, either by name or by designation, but should send all such papers to the officers

concerned unopened. Should the subject matter of the communication not concerned the officer to whom the communication is addressed, he should pass it on to the Secretary of the department concerned in a sealed packet marked "Confidential".

V-68. *Treatment of confidential papers* - Upon receipt of a paper marked "Confidential", the officer concerned will decide, unless instructions on the points have already been given by higher authority, whether it requires special treatment under these instructions. If it does not, the paper shall be dealt with in office as an ordinary receipt for all purposes. If it does, the case will be dealt with personally by the officer concerned or by such members of the office staff, including the Registrar, who may be specially employed for the purpose by the officer concerned. In the treatment of confidential papers, the essential points are that they should pass through as few hands as possible in the office, that they should be dealt with only by selected and reasonable officials and that special arrangements should be made for their custody after disposal.

V-69. *Handling of confidential papers*- Papers which have to be treated as 'confidential' in the office, should not be brought on to a non-confidential file but should be separately dealt with and recorded. Confidential papers required to be dealt with for reference in dealing with non-confidential files should be placed in a cover under special seal. No member of the office staff should be allowed to remove the confidential papers in his keeping out of the office.

Originals of code telegrams or their translations or copies thereof should not be kept on any file but should be destroyed in the presence of a Gazetted officer of the department by the person who de-codes the telegrams, immediately after they have been de-coded; only a gist of the telegram in paraphrase will be placed on the proper file.

V-70. *Registration and submission of confidential papers*- The entries of papers to be treated as confidential in the office registers should be made from slips furnished by the official who deals with the papers and should be very general, sufficient merely to admit of the papers being traced. The file should be submitted separately from other cases and need not pass through the usual channels. It should not be seen or dealt with at any stage by any one except the appointed official who will himself carry out the entire routine connected

with it. A register for confidential cases is kept by the Registrar or the head assistant in charge of confidential cases showing what papers are in the file, through whose hands the case passes and the date on which, after disposal, the papers are placed in the confidential almirah.

V-71. Custody of confidential papers- (I) Confidential papers deposited in the office, whether recorded or unrecorded, as well as the spare copies, if any, thereof must be kept under the personal custody of the Registrar or the head assistant until orders are obtained for their transfer to the record room.

(ii) *Register and index of confidential papers-* When a case is taken out of or returned to the confidential almirah, a note to that the effect is made in the register. An index to the register shall be prepared in departments where the cases are considerable in number.

V-72. Use of locked boxes- Confidential papers should either pass through hand to hand by personal delivery or in sealed cover or in locked boxes.

V-73. Covers for confidential correspondence- When confidential papers are sent out of an office, they should be put into double cover, the inner one being sealed and marked "Confidential" and superscripted with the name of the addressee only, the outer one being unsealed and bearing merely the usual official address. When important confidential or secret papers are despatched by post, they should invariably be registered 'acknowledgment due' and the outer cover should be sealed.

V-74. Recording of confidential papers- Papers treated as confidential are not recorded and brought on to the proceedings of Government without the special orders of the Under Secretary or any higher officer.

V-75. Circulation of confidential papers- No papers should be sent or circulated to offices subordinate to Government as confidential without special orders from the Secretary. When it is required to consult another department in connection with a confidential case, only the papers that are absolutely necessary for the purpose of the reference should be sent with the file.

V-76. Printing of confidential papers- (i) In important cases, other than those of a specially secret nature, the papers should be printed as in 'A' cases but the orders of the Under Secretary should be taken in each case before this is done. The covers of printed collections of confidential papers should be yellow. The Superintendent, Government Press, will send all such printed collections together with the manuscripts under sealed cover to the Registrar who will make them over to the head assistant concerned for keeping in the confidential almirah.

- (ii) Arrangements are in force in the Press under which confidential matter is composed, set up and printed by special hands under the immediate control of the Superintendent of the Press. The Superintendent will be responsible for having all originals and fair copies of confidential printed matter forwarded to the Secretariat with the precautions laid down in the preceding rule, and all other copies and proofs without exception, taken in the course of printing, destroyed in his presence. No proof or confidential matter must be allowed to go out of the Superintendent's possession for computing or any other purpose.
- (iii) The senior computer shall alone be employed in computing confidential printing work and such work shall be computed in the presence of the Superintendent, the proofs used for the purpose being destroyed in his presence immediately afterwards. Confidential work should be set up by compositors with not less than five years of approved service. A list should be maintained of not more than ten compositors to whom confidential work should be entrusted.
- (iv) When "strictly confidential" papers are sent to Press to be printed, the Superintendent will arrange that they shall not be seen by anyone except himself, the head reader and the compositors employed in setting up the work and he will distribute the work among the compositors in such a way that they shall not be able to understand the matter which is being printed. Such work shall be read and computed by the Superintendent or the head reader only.

NOTE- All or any of the duty to be performed by the Superintendent in this rule may be performed by the Deputy Superintendent with the approval of the Superintendent.

- (v) Should it be necessary to send an assistant to the Press to obtain any confidential papers personally, the assistant should be furnished with a memorandum to the Superintendent of the Press signed by the Under Secretary.

SECTION VIII

COPYING AND ISSUING AND SUBSEQUENT ACTION

V-77. *Responsibility of the typist in charge of issue section-* The typist in charge of the issue section is directly responsible for the proper distribution of work among the staff under him and for seeing to the efficiency of the work and the prompt issue and despatch of papers sent to the section. The typist-in-Charge is directly under the Registrar, or under the head assistant where there is no Registrar, and is reportable to him and should comply with his instructions.

V-78. *Use of Issue Section-* The issue section is not to be used merely for the issue of letters, etc., but it ought to be employed freely to take extracts from notes, etc.

V-79. *Time allowed for copying -* All copying work has to be attended to without delay. The ordinary rule is that letters, drafts of which have been passed before midday, should issue on the same day and those, of which the drafts have been passed after midday, before noon of the succeeding day. No paper should, ordinarily, be retained in the issue section for more than 24 hours.

Papers received in the issue section will ordinarily be attended to in the order in which they are received and first preference will be given to urgent and immediate papers. In cases of exceptional urgency, the officer approving the draft should, impossible, get it fair-copied by his stenographer.

The typist in charge of the issue section should bring to the notice of the Registrar cases which have been indiscriminately marked as 'urgent' or 'immediate' for issue.

V-80. *Papers to be typed or printed-* All letters and documents issued from the department should either be typed, roneoed, or printed. When the orders are lengthy and important or a large number of copies are required, they should be roneoed and, in exceptional cases, printed. Printing shall only be undertaken under the orders of Registrar or Under Secretary. If the letter is to be typed or roneoed, the draft is sent to the issue section.

V-81. *Procedure in Issuing Letters* - All drafts for issue, after being marked 'issue' and initialled and dated by the head assistant concerned, will be sent to the issue section. On receipt, the typist-in-charge will carefully examine each draft and see that the enclosures, if any, are complete. If the papers are, in any way, inaccurate or incomplete, he will correct them in consultation with the head assistant concerned. He will then pass them on to the typist who will at once prepare fair copies and, after comparing, send them along with the originals, to officers for signature. On return from the officers, the letters will be despatched by the despatcher who will give them a number and date and enter them in his register and despatch them.

V-82. *Preparation of duplicate copies* - If the draft is a long one in manuscript or has been much cut about and corrected, a clean copy should be made for the file when the copy for signature is being prepared. This should be indicated by the assistant concerned on the draft by the words, 'clean copy for file'.

V-83. *Enclosures* - (i) When it is clear that the offices to which the letter under draft is to be sent will require copies for circulation to their subordinate offices the initiating office should, whenever possible, send copies of the letter direct to such offices.

(ii) *Addresses on circular letters and resolutions-* Resolutions and circular letters should issue with a complete distribution list so that each addressee may know to whom the communication has been sent.

V-84 *Issue Number* - The issue number of a letter is its serial number in the issue register and is added in line with the file number typed on each letter, e.g., 1D-1-27/58-5421/Gen., where '5421' is the issue number. Circular letters should not be numbered in a separate series. Endorsement of memos. or letters shall bear the number of the original letter or memo. a copy of which is forwarded.

V-85. *Numbering of Resolutions* - All resolutions are numbered and not merely the endorsements circulating them.

V-86. *Date of Issue* - Letters are not dated till they are submitted for signature. The date is the date of actual despatch.

In the case of a letter which is issued in print, the despatcher shall enter in it the issue number and date when the approved copy of the draft including finally checked proof copy of the draft, if any, is sent to the Press for final printing. On receipt of the printed copies from the Press, the despatcher shall get the printed copies signed by the officer concerned and when despatching them he will enter the date of actual despatch below the printed date on all the letters despatched.

V-87. *Rules for Typists-* (i) Copies must be prepared on clean paper and in the prescribed forms ; they must be free from numerous erasers and corrections, neatly typed and perfectly legible. As soon as a ribbon begins to give faint impression, it should be changed. Similarly, carbons giving faint impression should be changed.

- (ii) Before a typist begins to copy a letter for issue, he shall verify that it bears the initials with date of a Gazetted officer.
- (iii) Marginal references should be neatly marked off with a cage of bracket.
- (iv) In cases where the designation of the officer has to appear below his signature and the expression ".....department" is printed, embossed, or copied at top, that expression should not be repeated after the designation.

- (v) The name, as well as the official designation of the writer should be set out at the head of all letters.
- (vi) If there are enclosures to accompany the communication, they should be indicated by an oblique line ('/') in the left hand margin against the paragraph concerned.
- (vii) The typist should invariably type his initials with date at the left hand corner at the end of a fair copy and should also initial with date in ink in the appropriate place on the left hand top corner of the draft.

V-88. *Examination of typed matter* - Every fair copy, sent up for signature, must be carefully examined; the initials of the typist comparing the fair copy with the draft should be entered on the office draft and also at the foot of the fair typed copies.

Fair copies of important papers should be passed and initialed by the assistant who dealt with the case. Copies of enclosures should bear the initials of the typist who has examined.

SECTION IX

PAPERS FOR PRINTING

V-89. *Issue of letters in print* - If a draft is marked 'issue in print', it is sent for proof to the Press by the assistant concerned. The proof, which will be without number and date, should be examined; by the head assistant. When finally passed, it is sent to the despatcher by the head assistant after indicating on it the number of signature and spare copies required.

On receipt, the signature copies are put up for signature and the spare copies returned to the assistant concerned.

V-90. *Instructions for placing press orders on properly signed requisition-* (i) (a) Every matter sent to the Press for printing should be accompanied by a proper requisition which should be properly scrutinised and signed by a Gazetted officer in the department or the office concerned.

(b) The requisition should, as far possible, give full instructions as regards size, type, paper and binding, etc. The Superintendent, Government Press, will, however, have the discretion to alter the size of paper, type, etc., without reference to the department concerned if he finds difficulties in carrying out the instructions for want of materials or if he considers the same necessary in the interest of economy.

(c) The press order should state the date and hour by which proofs or printed copies are required.

Head assistants are responsible for bringing promptly, to the notice of the Registrar, any delay in printing of papers, or, if printed copies are not received within a reasonable time. The Registrar should bring the delay to the notice of the Superintendent of the Press and, if necessary, to that of the Commerce Department through the Under Secretary of his department.

(d) All requisitions must indicate clearly whether the type should be kept standing after work has been finally printed of and, If so, for what period. Where no such instruction has been given, the types will be distributed after final printing without reference to the department or office concerned.

Type should not be kept standing longer than is absolutely necessary and proofs must be returned with necessary instructions within a week of their receipt from the Press. The Superintendent of the Government Press should send to the Registrars of the departments, at suitable intervals, a list of cases in which type has been standing for any considerable period. These lists shall be submitted, when necessary, with the Registrar's remarks against each item, to the Under Secretary.

(e) All requisitions for printing, sent by officers who have not been specially authorized in this behalf, may be returned by the Superintendent, Government Press, unless such requisitions are accompanied by proper sanction for printing.

(f) Instructions with regard to printing of blocks, etc., should be fully and clearly mentioned in the requisitions.

(ii) *Calls for supplementary printing-* No order for setting up a fresh matter which has once been printed and broken up will be complied with by the Superintendent of the Press unless such an order is received from an officer not below the rank of an Under Secretary to Government. The Superintendent of the Press should bring, to the notice of the Commerce Department, once in every quarter, all cases of supplementary printing which, in his opinion, deserve attention of that department.

(iii) *Typed drafts to be sent to Press-* The manuscript should be reasonably legible. It should, as far as possible, be on one side of paper only and type-written, except in the case of Secretariat proceedings. Indexes should be properly arranged and the references to files, proceeding numbers, pages, etc., should be clearly indicated.

(iv) *Number of proofs-* (a) The Press should not ordinarily; be asked to supply more than two copies of proofs except for very special reasons which should be clearly explained in the requisition for work. Bound proof will not, ordinarily, be supplied by the Press.

(b) No second proof should, ordinarily, be called for without the orders of an officer not below the rank of Under Secretary and except in the case of important publications, such as, acts, rules, etc., where meticulous accuracy is essential.

(c) Proofs, except in cases of manuals, codes and bulky proceedings, etc., should be returned to the Press within seven days of their receipt from the Press.

In returning proofs to be printed off, the number of copies to be printed and any other instructions for the Press should be recorded thereon. Those instructions should be signed by the head assistant.

NOTE- For instructions regarding the manner of examination of proofs, see appendix VI

(v) *Superintendent of Press to be consulted before sending a Manual or Code for printing-* No Manual or Code should be sent to the Government Press without consulting the Superintendent of the Press if he is in a position to undertake the work.

(vi) *Name and designation of signing officer to be printed - (a)* In printing correspondence, the name as well as the designation of the signatory of each letter should be printed at the head of it.

b) Printing of initials and signature - In printing notes, the name of Governor, Minister or Secretariat officer, as the case may be, should be printed in full at the foot of each note written by him. In the case of a note written by the Governor, or by a Minister in charge, the letters after the first letter of the surname should be enclosed in brackets. The names of the officers should be printed below their notes on the right hand side and the initials (not names) of office assistants, below their notes on the left hand side.

V-91. Signature of Gazette Notifications - (i) Notifications and papers published in the Orissa Gazette may be published under the name and signature of the Under Secretary subject to any general or special order of the Secretary to Government in the Department concerned.

ii) Urgent printing and latest hour for Gazette (a) - All ordinary notifications intended for insertion in the Gazette should be delivered at the Government Press not later than 4 P.M. on Wednesday. Those delivered after 4 P.M. will have to be kept back for publication in the following week's gazette. Urgent notifications will be received by the press after 4 P.M. on Wednesdays and will, if possible, be inserted in the gazette then under preparation, provided an officer not below the rank of an Under Secretary certifies to the urgency of the notifications.

(b) All advertisements, educational notices, results of examinations, etc., intended for publication in parts II and VII of the Orissa Gazette, should be sent so as to reach the Government Press by 12 noon on Monday. Those delivered after 12 noon will be kept back for publication in the issue of the following week. Urgent matters may be received by the press after 12 noon on Monday and

inserted in the gazette then under preparation provided this is certified to be necessary by the head of the office concerned.

(b) All orders for publication of notifications in an extraordinary issue of the Gazette should be signed by an officer not below the rank of an Under Secretary, but before signing such orders the officer should satisfy himself that the publication of the notification is so urgent that it cannot be held over for publication in an ordinary issue.

(c) Each part of the gazette will be page in separate folios and not consecutively.

(iii) *Draft Notifications*- Draft notifications for the gazette, after being numbered and dated by the despatcher, should be sent to the press immediately on receipt from the department concerned. The date of publication in the gazette should be stamped on the originals of the draft notifications or other matter before such originals are returned to the Secretariat. On return of the drafts with printed copies, the necessary endorsements will be issued.

(iv) *Copies of Notifications issued in manuscript* - If it is necessary to issue copies of the notification early, the department concerned should mark the endorsement, "Issue copies in manuscript or in cyclostyle". All endorsements on draft notifications not so marked will be issued in the ordinary way, on receipt of printed copies from the press.

It is the duty of the correspondence assistant to inform the Head Assistant and of the Head Assistant to remind the press, in cases where printed copies of notifications are not received in the department in time.

(v) *Verification of Publication*- When a notification or other paper is published in the gazette, the gazette should be examined by the Head Assistant concerned to see whether the notification or the paper has duly and correctly appeared, and the date and page of the gazette should be entered in its appropriate place in the notes and in the file copy of the paper published.

V-92. *Number to be Printed* - So far as practicable, each office shall maintain a standing list (of which a copy shall be kept by each Head Assistant) showing the numbers of printed copies ordinarily required of all classes of

papers. The circumstances of each printed paper should, however, be considered in judging the number of printed copies of it likely to be required. In determining the number of copies to be printed of papers before they are recorded, Head Assistant should consider :

- (a) the requirements of other officers and offices subordinate to them to which copies are to be supplied;
- (b) the number required for proceedings; and
- (c) the number required for future use in excess of proceedings.

In order to obviate the necessity of printing, a fresh supply of copies after the type has once been broken up or from the type kept standing, all departments should inform the administrative department concerned of the number of copies of any order of general application required by them for circulation; and all officers, when sending matters to the press, should carefully estimate their requirements in full in order that the necessary number of copies may be printed off by the press in one batch. In all cases in which the total number of copies needed is not indicated at the time the 'print order' is issued, it is the duty of the Press to ascertain the total requirements of the administrative departments before the type is broken up.

NOTE- The instructions contained in this rule should also be followed when copies are prepared with the help of a duplicating machine.

SECTION X

DESPATCHING

V-93. *Signature of fair copies-* Fair copies of letters should be prepared for the signature of the officer who passes the draft, unless he has directed otherwise. In the absence of the Deputy Secretary or higher officers, the Under Secretary will sign the letter made out in the Deputy Secretary's or Secretary's name. Telegrams and true copies thereof are signed by the Head Assistant.

V-94. *Order benefiting an Officer not to issue over his own signature-* letters conveying Government orders which benefit an officer personally should

not issue over his own signature. They should be made out in the name of and be signed by the Under Secretary if they concerned the officer higher in rank, and in the name of and signed by the higher officer if they concerned the Under Secretary.

V-95. *Dispatch of valuable papers* - Valuable papers, such as deed, agreement, original certificate, etc., should, invariably, be registered when sent through the post.

V-96. *Postal Receipts*- Post Office receipts for covers and parcels should be filed by the despatcher and destroyed after a lapse of six months.

V-97. *Despatch of enclosures*- When books, papers, or enclosures of any kind are sent independently of the covering letter, they should be accompanied by a slip indicating the letter with which they are concerned and the letter itself should bear a note to the effect that the enclosures have been sent by parcel post or other means of transit.

V-98. *Despatch of copies of correspondence to a subordinate Officer when printed* - When correspondence received from any subordinate Officer is printed in the Secretariat, spare copies should be sent to him along with any order which may be passed.

V-99. *Use of Telegrams*- Telegrams should be written so as to leave the first space empty for the issue number. The Head Assistant, after signing a telegram, sends it to the routine clerk (despatcher) who enters it in the issue register, adds the issue number and despatches it after stamping. True copies need not be sent in confirmation when the subject matter is unimportant. If a true copy is to be sent, the Head Assistant will have it prepared before the telegram goes to the routine clerk (despatcher).

V-100. *Ordinary covers*- Covers containing official correspondence, which is of non-confidential nature, should be addressed to the officer, for whom they are intended, by his official designation only and without the addition of his name.

V-101. *Use of economy labels* - Except for confidential correspondence, economy labels will be used for closing envelopes. New envelopes will not be used until the stock of usable envelopes received from outside is exhausted.

V-102. *Stamp Account of Issue Section*- The stamp account should be checked by the Registrar whenever the head typist submits an indent for stamps.

CHAPTER VI

Interdepartmental and other References

VI-1. *Interdepartmental Communications*- Inter departmental communications are of two kinds, official and unofficial.

- i) The only forms of official communication which should be employed between departments of Government are office memorandum and endorsement.
- ii) (a) An unofficial or file reference consists in marking and transmitting the original file of papers and notes to the departments concerned for information or advice or for concurrence in the orders proposed to be issued. No allusion to or quotation from unofficial communications may be made in official correspondence.

b) Communications with other departments may also be made by an unofficial memo. Where it is not possible or expedient to send the original file of papers and notes or where the matter under consideration is of purely routine nature.

NOTE- Only the unofficial reference, i.e., file reference, should be entered in the departmental registers. All other communications including unofficial memos. should be entered in the main or routine diary or despatch registers, as the case may be.

VI-2. *Communication with Department of the Secretariat*- (i) (a) Unless specially ordered in a particular case or otherwise required by a rule, communication with other departments of Government should be unofficial, i.e., by file reference; but papers for further action, disposal or record in another department must be transmitted officially by office memorandum or endorsement. Original papers or notes of a case initiated in another department should not be retained without formal transfer from the department to which they belong.

(b) In anticipation of the formal unofficial reference it is sometimes possible to expedite the disposal of the case by an informal intimation to the department to be consulted that a reference is about to be made to them and that, in advance of it, the requisite papers might be collected. Thus, a letter from the Government of India may clearly necessitate consultation with more than one department. The department primarily dealing with the case might usefully circulate a copy of the Government of India's letter immediately on receipt to the other departments whom it will obviously be necessary to consult, saying that the usual Secretariat reference will follow but, in the meantime, the material required for the consideration of the subject might be got ready.

(ii) Papers for reference or information may also be obtained from the supplied to other departments unofficially. Requisition slips for such papers shall be countersigned by the head assistant of the requisitioning department and signed by the head assistant of the supplying department in token of his being satisfied that there is no objection to the supply of the papers. A list of records supplied in this manner should always be kept in the records section of the supplying department and care should be taken that they are duly returned and their receipt acknowledged.

VI-3. *Consultation between Departments of Government on matters of common concern* - (i) (a) Every case, the subject of which concerns other departments, shall be referred for consideration to each such Department before any orders are issued or before the case is submitted to the Council of Ministers for orders. In cases of extreme urgency, prior approval of the Chief Minister should be obtained for dispensing with consultation with the departments concerned and where the case has been dealt with or orders on it have issued in pursuance of such approval, the case itself, along with copies of orders issued shall be sent at the earliest the opportunity to each department concerned.

(b) Normally, the references to other departments shall be made before the case is submitted to the Minister in the parent department and the referred department shall also normally not take the orders of their Minister in their department till the Minister in the parent department has seen. But, exceptions to this rule may be made when any impotent or intricate question is taken up where the informal view of the Minister is considered necessary

before the subject is examined in detail. But, in such cases, only tentative approval shall be taken and not definite orders.

(ii) (a) Whenever possible, consultation with other departments will be done by personal discussion between responsible officers of the department concerned. The result shall be recorded on the file by a note agreed between those officers and signed by them.

(b) Result of any discussion recorded on the file and not signed by the officers participating in the discussion shall not be taken to represent the views of their departments unless their concurrence in such views has been obtained in writing.

(iii) (a) When it is necessary to consult more than one department on a case, such consultation shall, as a rule, take place simultaneously unless the multiplication of the documents to be sent would involve excessive time, labour or expenditure or consultation with one department depends on result of consultation with another.

(b) Where simultaneous references are made to more than one department, the main file may, if desired, be sent to one of such department, communication with the other departments being by written memorandum or transmission of copies of relevant papers.

(iv) (a) 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 not more than one further note will be ordinarily recorded in either department.

(b) Where a case has been referred to another department for concurrence in the proposals or suggestions made by the department of origin and the department to which the case is referred does not concur in all or some of them, the case should, ordinarily, be seen in that department by an officer of the same or higher rank as the officer in the department of origin who referred the case. This procedure will also apply to cases where the department of origin desires reconsideration of the advice tendered to it provided that where the Chief Secretary has referred a case to a department for reconsideration of its advice, the case shall be put up to the Minister in charge of that department if the Secretary of the department is of opinion that the advice previously tendered should not be altered.

(c) If the difference of opinion between the departments is not removed, the Minister in charge of the department to which the case belongs shall, if he wishes to proceed with the case, invite the other minister of ministers concerned to discuss the question. If the Ministers reach an agreement this will be recorded in a joint note on the case. If they fail to reach an agreement the points of difference and the recommendation of each Minister shall be recorded on the case and the Minister in charge, If he still wishes to proceed with the case, shall then obtain the permission of the Chief Minister to lay the case before the Council of Ministers.

(v) When orders are passed after consultation with other departments, a copy of them should be communicated officially to each of the departments concerned. The forwarding memos. in such cases should have a marginal endorsement, "Consulted Un-officially".

VI-4. Treatment of a note by the Governor or the Chief Minister concerning several departments - When a note by the Governor or the Chief Minister or a decision of the Cabinet in any case concerns more than one department of the Secretariat, the department receiving the note to which the case belongs will communicate a copy of, or relevant extracts from, the note or the decision, as the case may be, to the other department concerned.

VI-5. Noting on un-official cases (File references)- In unofficial cases, i.e., by file reference, the department of origin shall specify precisely the points on which the opinion of the other department is sought or the points which it is desired to bring to the notice of that department. Where necessary, a summary of the case should be drawn up before a file is referred to another department. Wherever possible, the proposal shall be embodied in the form of a draft. In the course of transmission from one department to another, each department shall take out its own routine notes.

VI-6. Issue of orders in cases referred to other departments -When a letter or other communication is received in one department and referred by it unofficially to another department for consideration, the department to which such unofficial reference is made will not, as a rule, issue orders in the case but will return the file with a record of its views together with any intermediate correspondence that may have passed with other department

VI-7 Transfer of cases- Cases which belong to another department should be transferred to it for disposal but , ordinarily, this should not be done

without its previous consent unofficially obtained. The original papers or notes in such cases will be transferred with the file, copies of relevant extracts being retained for record, if necessary, in the department transferring the case.

NOTE-1. If a question arises as to the department to which a case properly belongs, the matter shall be referred for the decision of-

- (a) the Minister, when the departments concerned are under the same Minister and the Secretaries concerned are not in agreement; or
- (b) the Chief Minister, when the departments are under different Ministers and the Ministers concerned are unable to agree.

2. It is not necessary to obtain previous consent of the departments to the transfer for disposal of letters which have been wrongly addressed or delivered to a department or of drafts of orders which have to be issued in another department.

VI-8. *Correspondence on the same matter in more than one department* - When two departments are in correspondence with any other Government or office on the same matter, no letter on that matter shall issue from one department without being seen by the other.

VI-9. *Issue of reminders for the return of files* - Reminders should be regularly issued for the return of files and papers which have been sent out of the department unofficially and which have not been returned within a reasonable time. Such reminders, on receipt, shall be submitted to the Registrar, Assistant Secretary or Under Secretary with a note explaining the reasons for the delay.

On or before the 7th day of every month, every Secretary or Additional Secretary to Government will send demiofficially to other Secretaries and Additional Secretaries, lists of files of his department pending for over a month in their respective departments on the last day of the previous month. On receipt of these lists, the Secretaries and Additional Secretaries concerned will examine the cause of delay and take steps to return the files as quickly as possible.

VI-10. *Noting on cases received unofficially from other Departments-* (i) Cases received unofficially, i.e., by file reference, from other departments for consideration should be submitted and dealt with as expeditiously as possible.

When they require no note from the office, they should be submitted immediately after registration.

- (ii) Cases under reference from another department may be submitted without any note from the office if the papers are complete, the points for consideration have been fully stated and discussed and no remarks or suggestions appear to be called for.
- (iii) If an office note is necessary, it should not repeat anything sufficiently stated in the notes of the department of origin and should be confined to pointing out any inaccuracies or objections, supplying and additional information which may be required for the disposal of the case any suggesting the advice or reply to be given or the action to be taken on the case.

The office notes and the advice given on the files referred to the departments should be made in a file started for the purpose in important cases which are expected to serve as precedents in future. Cases of routine nature, in which concurrence of a department is sought for, may be dealt with in routine note sheets and, or such cases, separate files need not be started.

- (iv) When a case is referred unofficially to a particular officer in another department by name and not by designation, the case should be submitted immediately to that officer without any note.

VI-11. Request for information - Orders and request for information received from another department which have to be conveyed to subordinate officers will, as a rule be communicated verbatim; in any case, no alteration of substance will be made without the sanction of the department from which the orders or requests emanated. If the orders are important and technical and are based on the notes of the department consulted, the draft should, ordinarily, be seen in that department before it is issued.

VI-12. File reference to a Head of Department or to an Officer outside the Secretariat - (a) In no case, Secretariat files should be sent to a head of department or an office outside the Secretariat. If any information or the view of a head of department or any officer outside the Secretariat is required, he may be addressed in a self-contained letter or memo., and when it will not be sufficient to contain them in a letter or memo., only so much of the extracts

from the file as will be necessary for the officer to facilitate offering his views or to supply information may be sent. Only in very exceptional cases, where the Secretary considers that the file is to be referred to the head of department or any other officer outside the Secretariat, he may send the file to that officer. But in that case, the office notes and other papers which should not be sent outside the Secretariat should be retained by removing them from the file and the other papers sent. In sending a file outside the Secretariat in such a case, the Secretary himself will see that the papers and notes not required to be sent out of the Secretariat are retained and the file is sent to the proper quarters. In no case, the Secretary will authorize any officer under him to send a file outside the Secretariat. Files sent outside the Secretariat shall be sent in closed covers properly sealed and addressed to the officer by name.

(b) If a file reference is made to an officer outside the Secretariat, the officer concerned must return it without delay in closed cover addressed by name to the officer of the department who sent the case to him. If he cannot record his opinion within the time required, or, if no fixed time is mentioned, he should return the file within ten days. He is required to deal personally with cases upon which he is consulted and should not refer such files to his subordinate officer without special permission. Only one note should be recorded on the file over the signature of the officer himself which should be full and legible, there being no note by his office on the file itself.

NOTE- The instructions contained in the above rule do not apply to reference of unofficial cases to the Accountant General, Orissa, particularly by the Finance Department.

VI-13. Requisition of the Accountant-General to see Secretariat files- If the Comptroller and Auditor-General, India, or, on his behalf, the Accountant-General, Orissa, requires that any file, book or other document relating to transactions to which his duties in respect of audit extend should be furnished to him the Secretary of the Department concerned should send the required file, book or other document after carefully scrutinising the same. In case of doubt Finance Department should be consulted before sending the relevant file, book or other document to the Comptroller and Auditor-General, India, or the Accountant-General, Orissa, as the case may be.

(ii) If any file, book or other document is of a secret nature and it is not considered desirably to send the same, orders of Governor should be

taken to with-hold the same and a statement should be furnished as required in paragraph 18 of the Audit Code.

- (iii) In no case the Secretary shall authorise any officer under him to send any file, book or other document required by the Comptroller and Auditor-General, India, or Accountant-General, Orissa, and invariably such file, book or other document should be sent by him and in closed cover properly sealed and addressed to the officer concerned by name.

VI-14. *Sending of files to Subordinate Officers of other departments - (i)* Except in cases of emergency, references to officers outside the Secretariat should be made through the department to which an officer is subordinate. A department should not, however, send to subordinate officers files belonging to another department without the consent of that department.

- (ii) References to the Legal Remembrancer may be made direct.
- (iii) References to the Accountant-General will be made through the Finance Department except that the following references may be made direct to him :-
 - (a) references by the Works Department relating to the Public Works Code ; and
 - (b) references in cases of routine nature where no question arises involving the opinion, concurrence or approval of the Finance Department.

VI-15. *Official reference to officers outside the Secretariat –* When any department requires any information on a subject under the administrative control of another department, where the information is not readily available, the department requiring the information may obtain it direct from the local officers concerned. In calling for such information, the department requiring the same may send a copy of its letter asking for information to the administrative department in important cases.

VI-16 *Consultation with the Finance Department –* Subject to any specific orders of delegations provided for in codes or rules issued on the authority of the State Government in the Finance Department, e.g. the Orissa Service Code, the Orissa Traveling Allowance Rules, the Pension Rules, the Orissa Treasury Code, etc. and also subject to the exceptions permitted by rules 20 and 21 below, no department shall, without previous consultation with

the Finance Department, authorize any orders which, either immediately or by their repercussion, will affect the finances of the State or which in particular –

- (a) relate to the number of grading or cadres of posts of the emoluments or other conditions of service of posts; or
- (b) involve any grant of land or assignment of revenue or concession, grant of lease or license of mineral or forest rights or right to water, power or any easement or privilege in respect of such concession; or
- (c) in any way involve any relinquishment of revenue.

This instruction is applicable also to cases where the expenditure is debatable wholly or partly to the revenues of the Government of India or revenues of any other State Oran local fund under the control of the State Government.

VI-17 *Sanction of the Finance Department necessary for making provision in the budget for any charges-* The fact that provision has been made in the budget for a charge in no way removes the necessity for obtaining the express sanction of the Finance Department unless such sanction has been previously accorded.

VI-18 *No proposal to be proceeded with without the concurrence of the Finance Department* – No proposal, which requires previous consultation with the Finance Department under rule 15 but in which the Finance Department have not concurred, may be proceeded with unless a decision to that effect has been taken by the council of Ministers.

VI-19 *Diversion of provisions for particular objects and expenditure against anticipated savings* – Except with the previous consent of the Finance Department, no provision which has been sanctioned for expenditure on any object may be expended on any other object involving recurring expenditure and no expenditure may be incurred against anticipated saving in the budget save that permitted by rules 20 and 21.

VI-20 *Case of expenditure that need not be referred to the Finance Department* – In accordance with the powers of delegation vested in the Finance Department by the Rules of Business, departments of the Secretariat are authorised to incur expenditure without reference to Finance Department in the following cases :-

- (I) In all instances of expenditure of non-recurring nature which is under the administrative control of the department concerned, provided that specific budget provision has been made on this account or the expenditure can be met from a lump provision for charges of the same nature under the same minor head of account, such as, “repairs of boats”, “purchase of stores” and “purchase of books”;
- (II) In cases of non-recurring expenditure (not including the employment of a temporary establishment) which is within the administrative control of the department concerned, even if no specific budget provision has been made on this account provided that –
- a) it does not exceed Rs.200 for any one item;
 - b) it is not on account of an item of contract contingencies;
 - c) it is met by specific re-appropriation within the powers of the Ministers from some budget provision other than one for a specified subject under the same major head of account which, it is known, will yield savings;
 - d) it does not involve any debit against the budget of the ensuing year; and
 - e) there is nothing novel, doubtful, or irregular in the character of the charge.

VI-21. Power to create temporary posts in subordinate offices – The consent of the Finance Department may be presumed to have been given to the exercise of the following power by several departments of Government :-

To create or abolish non-gazetted temporary appointments, the pay and allowances of which do not exceed Rs.100 a month and to raise the pay and allowances of such appointments to an amount not in excess of Rs.100 a month, provided the period does not exceed one year and that there is specific budget provision for the additional cost or that it can be met by re-appropriation within the appropriate major head; provided further that in cases of similar existing post in the office or department the initial pay of the post created should not exceed the minimum of the prescribed scale of the corresponding existing post. The delegation does not extend to appointments in the Secretariat proper.

VI-22. Previous sanction of the Finance Department to be obtained where necessary – In cases where previous sanction of the Finance

Department is required under the rules, it should be taken before any commitment is made. The Finance Department will not, as a matter of course, accord *ex post facto* sanction in circumstances where it would not have been prepared to accord in original sanction.

VI-23 Procedure for consulting the Finance Department- When an application for expenditure, which is not covered by any existing sanction or does not fall within the provisions of the preceding rule, is received in any department of the Secretariat, the procedure for obtaining and according sanction shall be as follows:-

- a) The application shall first be considered on its merits by the administrative department concerned.
- b) If such department (hereafter called the initiating department) considers that the expenditure should be incurred it shall indicate how the expenditure is to be met and send the file to the Finance Department enquiring whether that department has got any objection.
- c) If the Finance Department has no objection, it shall record its opinion to that effect on the file and shall then return the file to the initiating department. The initiating department shall issue orders sanctioning the expenditure. If the Finance Department has asked to see in draft the orders which it is proposed to issue, the draft shall not issue until it has been approved by the Finance Department.
- d) If, on receipt of a file under (b) above, the Finance Department has any objection to the expenditure in question being incurred, either wholly or in part, it shall record its objection on the file and shall return the file to the initiating department.
- e) On return of the file under (d) above, the initiating department, if it still considers that the proposed expenditure should be incurred, may bring the case before the Council of Ministers for consideration.

The memorandum prepared by the initiating department shall state clearly the specific grounds of objection taken by the Finance

Department and shown, in draft, to the Finance Department for comments, if any, before presentation to the Council of Ministers.

VI-24 *Care to be taken in making reference to Finance Department –*

- (i) To a great extent, delay can be minimised if a case receives thorough examination in the administrative department before it is referred to the Finance Department.
- (ii) While referring a case to Finance Department, the department referring the case should present a complete self-contained note, fully referenced, stating precisely the points on which concurrence or advice of the Finance Department is sought for.
- (iii) Complete papers including relevant precedents, if any, should, invariably, be put up. Where files are not readily available or required elsewhere, relevant extracts should be taken and put up.
- (iv) When a new scheme is referred to Finance Department for concurrence, the objectives of the scheme should be clearly stated and the policy of the department explained. A detailed statement of cost, including the staff and provision for allowances, contingencies, etc., proposed should be placed in the file accompanied by an explanatory note explaining each item of the statement and showing the details of the calculations on which the provision suggested for various items of contingencies, allowances, etc., are based and justifying the additional staff proposed and why the existing staff cannot take up the work. It should also be stated whether the scheme falls under an existing budget head or a new head has to be opened. Very often, scales of pay are suggested for the staff under new schemes without consideration of the prevailing scales in the department, or where there are no such posts, or comparable posts under other departments. Where a department has four different institutions of the same kind, additional staff is frequently proposed for one without comparing the staff provided in the other institutions explaining why the particular institution needs to be treated differently. This only leads to further reference to the department.

Generally, it will be helpful if the qualifications expected of an incumbent of a post are stated in justification of the scale of pay proposed. Very often, higher scales of pay are suggested on the ground that staffs will not be available on the existing scales, whereas the requirements could, probably, be met in many cases by grant of advance increments and appointment of officers on contract. If these alternatives are not fully examined before the case is referred to Finance Department, it necessarily leads to further reference and delay in disposal. The more fully a case is explained, the more quickly Finance Department can advise.

- (v) Draft orders are, very often, referred to Finance Department without being properly referenced and time is lost in hunting for references and previous papers. A little care in the preparation of drafts will save time. The explanatory memorandum to the schedules are important documents as they contain the full history of the case, both administrative and financial. The drafts should be prepared with reference to the memorandum and the budget heads correctly specified as in the schedule and where there is a readily available precedent the draft could follow the precedent. Unless this is done, even routine drafts are likely to be held up. A copy of the finally approved schedule should, invariably, be placed at the proper place of correspondence of the file for reference.
- (vi) Very often, cases are referred at the last minute and insufficient time is allowed to Finance Department for examination. In many cases, commitments are entered into by departments without prior consultation with Finance Department and sometimes even staff are appointed. There is, necessarily, delay in examining these schemes and making budget provision and for issue of orders regarding drawing and disbursing officers, etc., with the result that sometimes the staff do not get their pay for months. All this could be avoided if the Rules of Business, which require prior concurrence of Finance Department, are observed.

- (vii) Sometimes, cases are quite unnecessarily referred to Finance Department, where powers have been delegated to the administrative departments. A reference to the list of delegations in Appendix I to the Orissa Service Code will save many needless references and consequent delays.
- (viii) Rule 55 of the Budget Manual provides that the controlling officers should send a list of new schemes along with the first edition of the budget to the administrative department on the 1st September. This does not mean that new schemes should be initiated only on the 1st September. As explained later, it will be convenient if schemes are initiated sufficiently in advance from February to September for inclusion in the second edition. This list refers to schemes which have already been sanctioned, provisions for which should be included in the second edition of the budget. Rule 39 of the Budget Manual provides that new schemes for inclusion in the next year's budget should, in no circumstances, be referred to Finance Department after the 25th October. The last date for showing draft schedules to Finance Department is the 6th December and 6th January is the last date for sending duly approved list of schedules to that department. Finance Department issues a budget programme every year for the guidance of the controlling officers and the administrative departments, but generally the dates in this programme are not adhered to and are disregarded. New schemes are expected to be referred to Finance Department as they are ready, but, generally, they are not received till the 25th of October and, very often, much later than that schedules keep on coming to Finance Department even after the last date prescribed for the list of schedules with the result that the entire budget programme is thrown out of gear. In order to regulate the flow of work, both in the administrative departments as well as in Finance Department, the examination of schemes for the second edition should be taken up by the controlling officers some time in February of each year soon after the second revised estimates for the current year have been sent up so that the proposals may reach the administrative department by

April; the administrative department, after examination, should refer them to Finance Department as early as possible in the summer months and in the rainy season so that the examination of the bulk of the schemes is completed before September and provision can be made without difficulty by means of schedules in the second edition.

VI-25. Form of orders for sanctioning re-appropriation Orders sanctioning expenditure should, invariably, state how it is to be met, and will be of two classes-

- (a) Where it is stated that the expenditure will be met from a specific budget provision either for the particular item or for the class to which the item belongs; and
- (b) Where it is stated that the expenditure will be met by re-appropriation.

Orders of class (a) will be addressed to the officer concerned, a copy being sent to the Account-General direct. No copy need be sent to the Finance Department.

Orders of class (b) may be subdivided into (1) those in which the re-appropriation does not require the sanction of the Finance Department, and (2) those in which the re-appropriation does require that sanction.

In case (1), the order will run as follows:-

“The charge will be met by re-appropriation from the head (major, minor and detailed, where necessary) in the current year’s budget. The re-appropriation has been sanctioned by the Minister in charge of the department acting under rule 105 (ii) of the Orissa Budget Manual”.

Such orders will be addressed to the officer concerned and copies sent to the Accountant-General direct and to the Finance Department.

In case (2), the order will run as follows:-

“The charge will be met by re-appropriation from the head (major, minor and detailed, where necessary) in the current year’s budget”.

This order will be addressed to the officer concerned. A copy will be sent to the Finance Department with the following memorandum:-

“Copy forwarded to the Finance Department for information and communication of its sanction to the re-appropriation to the Accountant-General, Orissa, Bhubaneswar”.

This will be forwarded in original by the Finance Department to the Accountant-General with the following endorsement:-

“The re-appropriation is sanctioned by the Finance Department”.

VI-26. *Endorsements to be marked “consulted unofficially”* – In every case, where a copy of an order is forwarded to the Finance Department, it will, if the Finance Department has been consulted before the issue of the order, be marked “consulted U.O.No.....”.

VI-27. *Communication to the Finance Department of orders affecting budget heads of revenue* – Whenever an order is issued by an administrative department of the Secretariat which will have the effect of raising the revenue under any budget head, a copy of the order should be communicated to the Finance Department which will keep it in the departmental file of the budget head to which it appertains and see, when the estimate for the ensuing year comes under review, whether adequate provision for the increase has been made.

VI-28. *Reference of cases to the Finance Department involving interpretation of Codes and Rules* – Except where otherwise provided, orders passed under codes, rules, regulations, or well-recognized custom, or in conformity with a sanctioned scale of charges (neither adding to it nor modifying it) are issued direct by the administrative department concerned without communication to the Finance Department. But questions involving the interpretation of the rules in the financial codes and regulations and their bearing on any case must be referred to the Finance Department.

VI-29. *Application for rent-free houses-* All applications for free house accommodation will be dealt with in the administrative department and orders shall not be issued on such applications until the opinions both of the Finance and the Works Departments have been obtained.

VI-30. *Finance Department to be in charge of amendments to Codes and Manuals –* All orders which will eventually need an amendment to any of the codes, manuals, or rules issued on the authority of the Finance Department must be referred to the Finance Department before issue.

VI-31. *Responsibility of Head Assistants that necessity for reference to the Finance Department is not overlooked –* It is an important part of the duty of a head assistant to bring to notice the fact that a case requires a reference to the Finance Department before orders on it are issued. In addition to bearing in mind the specific rules on the points laid down in rules 16 to 21, head assistants are responsible for indicating as suitable for reference to the Finance Department any case which may appear likely to affect the State Budget or any matter under discussion in which the terms of the financial settlement with the State may be in question; for example, any projected arrangement with a neighbouring State in which the question of a payment or of an adjustment for service rendered is under consideration. In all such cases, the head assistant must see that definite orders are passed, whether a reference should be made or not, and, should the suggestion be overlooked, he should resubmit the case for orders.

VI-32. *Orders according gazetted rank to officers –* No proposed order according gazetted rank to any officer or class of officers shall be issued until the opinion of the Political and Services Department has been obtained.

VI-33. *Communication to Political and Services Department of matters of political or administrative importance –* When a report relating to any matter of political or administrative importance is received in any department other than the Political and Services Department, the receiving department should, at once, send a copy to the Political and Services Department. The Political and Services Department, when it is addressed direct by local officers, should forward a copy to the department which ordinarily deals with matter of the kind concerned.

VI-34. *Treatment of officers on deputation to other Departments* – It not in frequently happens that the services of an officer belonging to a service which is administratively controlled by department 'A' are lent to department 'B'. During such deputation, the officer may incur blame from censure upwards or earn praise.

If praise has been earned, it is merely necessary to and that department will exercise its discretion as to communicate the orders to department 'A' after issue whether a formal entry in the character roll of the officer concerned is merited or not.

If, however, blame (from censure upwards) is to be awarded, department 'A' should see the papers before orders issue and before they are submitted to the Minister in charge of that department. Since department 'A' is ultimately responsible for the service to which the officer concerned belongs, it is obviously ultimately responsible for the official treatment of the particular individual. In fact, it alone could pass an order of major punishment, e.g., reduction or dismissal, while even in regard to an order of censure it cannot be entirely dissociated, e.g., looking to the past record of an officer, something more than censure might be demanded, or, on the contrary, his past record might point to mitigating circumstances. In all cases, after the formal issue of orders, a copy of them should be sent to department 'A,' which will exercise its discretion as to whether a formal entry in the character roll of the officer concerned is merited or not.

Similarly, where any department of Government proposes to communicate adverse comments passed on an officer not belonging to that department, the papers should be seen by the department to which the officer belongs before final orders are passed.

REFERENCES TO THE REVENUE DEPARTMENT

VI-35. *Alienations of land* – (i) All applications for the alienation of State lands, whether by lease, gift, or other wise, to public bodies, associations, companies, firms syndicates, or individuals, which are not warranted by the ordinary rules of revenue administration in force, and all applications for the alienation of land revenue will be dealt with initially on their merits in the

administrative department concerned with the object for which the grant of land or alienation of revenue is required. No sanction can, however, be accorded to any such application without the consent of the Revenue and the Finance Departments, even if the lands are in the charge of any other department. The administrative department will first consult the Revenue Department. That department will, in its turn, consult the Board of Revenue or, in the case of State lands in the charge of the Public Works or any other department, the department concerned. The Revenue Department will then consult the Finance Department. Finally if it is decided to grant the application, the Revenue Department will return the case to the administrative department with a memorandum notifying that department of the terms and conditions on which the Revenue Department will hand over the land or make the assignment. The administrative department will then send a copy of the memorandum of the Revenue Department to the officer concerned, accompanied by such other orders as may be necessary.

NOTE – The Education Department may, without, reference to the Revenue and the Finance Departments, sanction the lease of land and on the terms and conditions prescribed in the form of agreement approved by Government in their notification No.2832-E., dated the 7th July 1926, in cases where the land to be leased has been acquired by Government either wholly or partly at the cost of funds supplied by the school authority. In such cases, the concurrence of the Revenue and the Finance Departments may be assumed and the orders issued by the Education Department will have the same force as the memorandum of the Revenue Department referred to above.

(ii) No officer or department of Government can take action on an order from Government to give a grant of State lands or to make any assignment of revenue in cases in which the orders of the State Government or superior authority are required without the specific sanction of Government in the Revenue Department as given in the memorandum mentioned above.

REFERENCE TO THE WORKS DEPARTMENT

VI-36. (i) *Administrative approval of Major Works* – For the purposes of administrative approval and budgeting, a major work is one which is estimated to cost more than Rs.20, 000. When an application is received in any department for administrative approval to any major work it shall be referred by the administrative department to the Works Department in the following cases:-

- (a) For concurrence, when it is proposed to accord administrative approval and to take up the execution of the work in anticipation of formalities like preparation of detailed plan and estimate, technical sanction, work orders etc.;
- (b) For examination of all residential building projects (excluding those which are within the power of civil officers to accord administrative approval, vide rule 278 of the Orissa P.W.D. Code);
- (c) For examination of all electric, sanitary and water-supply installations proposes to be provided in residential buildings subject to powers delegated under rule 279 of the Orissa P.W.D .Code ;
- (d) For examination of proposals for acquisition of lands or buildings, or both, in connection with residences of Government servants;
- (e) For examination of the possibility of a work (residential or non-residential) being carried out, when, it is proposed to make provision for a work in the forthcoming Budget.

NOTE- All building projects, the cost of which exceeds Rs.20, 000, which are intended for inclusion in the forthcoming budget and are required to be referred by the administrative department to the Works Department for examination, should be so referred not later than the 30th September. It will be open to the Works Department to refuse to examine any such projects as are referred to it after the 30th September, exception being made in specially urgent cases only.

(ii) The administrative department shall, then consider whether administrative approval should be given to the proposal. Detailed plans and estimates shall not be called for unless there is some immediate probability of funds being available. When administrative approval has been accorded by the administrative department, the plans and estimates for work including electric, sanitary and water-supply installations shall be forwarded to the Works Department for disposal with the intimation if detailed plans and, estimates are to be prepared at once, in case administrative approval has been accorded on rough plans and estimates.

(iii) After according administrative approval, the administrative department concerned shall, in consultation with the Works Department, take

steps for provision of funds in the manner prescribed in the rules of the Orissa Budget Manual. Financing of new major works is the responsibility of the administrative department, and not that of the Works Department. Financing of works in progress, for which no provision exists in the Budget for a year, is the responsibility of the Works Department.

VI-37. Administrative approval of Minor Works – For purposes of administrative approval, a minor work is one which is estimated to cost Rs.20,000 or less. When an application for administrative approval to a minor work is received in any department, it need not be referred to the Works Department unless it is –

- (a) a proposal for expenditure on projects for residential buildings (excluding those which are within the limit of powers of local officers) ;
- (b) a proposal for acquisition of lands or buildings or both in respect of the same ;
- (c) a proposal for additions, improvement and alterations to the existing residential buildings for Government servants and
- (d) a proposal for works of electric installation in buildings for Government servants.

The cases mentioned above shall, invariably, be referred to the Works Department for examination in regard to outlay and rent implications.

VI-38. General rule as to consulting Law Department – The administrative department should consult the Law Department on the following subjects, namely :-

- (a) proposed legislation;
- (b) notifications, rules, orders or byelaws to be issued under any enactment by, or with, the sanction of the administrative department ; and

- (c) Notifications which it is proposed to issue under or with reference to the rules for the nomination and election of members of the Orissa Legislative Assembly, or the rule for the election of members of the Parliament.

It is the duty of the Law Department not only to advise as to the legality of notifications, etc., referred to in (b) and (c), but also to advise on their drafting.

When an administrative department sends a draft to the Legislative Department for settlement, it should send with the file –

three spare copies of the draft when in print or typed, or

one spare copy of the draft when in manuscript.

The Legislative branch should not be asked to draft, or to advise on, or to revise all notifications, etc., e.g., in those cases where there is a precedent which can easily be followed by the administrative department.

VI-39.*(1) All administrative departments shall consult the Law Department on-*

- (a) the construction of statutes, acts, regulations and statutory rules, orders and notifications ;
- (b) any general legal principle arising out of any case ; and
- (c) the institution or withdrawal of any prosecution at the instance of any administrative department except in cases which are simple and clear and where no point of law is involved.

VI-40. Consultation with Legal Remembrance – (1) The superintendent and Remembrancer of Legal Affairs shall, as a general rule, be consulted whenever any department of Government requires advice or opinion on any legal matter or matter relating to court of law. The Superintendent and Remembrancer of Legal Affairs, if he considers it is necessary, may obtain the advice of the Advocate-General or other law officers, as the case may be. In the case of urgent writ matters in the High Court, however, when there is no time to consult the Superintendent and Remembrance of Legal Affairs, the

administrative department may issue direct instructions to the Advocate-General, when he so requires under intimation to the Superintendent and Remembrancer of Legal Affairs. In cases of special importance, an administrative department may also require the Superintendent and Remembrancer of Legal Affairs to obtain the opinion of the Advocate-General.

(2) The Superintendent and Remembrancer of Legal Affairs shall be consulted in the manner laid down in the Bihar and Orissa Practice and Procedure Manual, 1930, in the following matters :-

- (a) in all cases when a notice under section 80 of the Code of Civil Procedure, 1908 (V of 1908), threatening a civil suit against the State is received;
- (b) institution, withdrawal, compromise, or filing or defending of any civil suit or criminal case by Government in any department ;
- (c) proposal to sanction the prosecution of any person for an offence under the Indian Penal Code;
- (d) proposal to defend a Government servant at State expense;
- (e) proposal to reimburse an officer of government with reasonable costs of his defence in any civil or criminal case brought against him for acts done in the discharge of his official duties;
- (f) proposal to file an appeal against the order of acquittal or enhancement of sentence;
- (g) proposal for engaging or deputing special lawyers or special public prosecutors in any civil or criminal case and for determining the terms and conditions of such special engagements;

Explanation – For the purpose of this clause, the expression “special lawyers or special public prosecutor’s shall include Government Law officers, whether of the High Court or of District Courts, employed in a case outside the High Court or outside their districts, as the case may be.

- (h) proposal for filing appeals or revisions (civil or criminal) in High Court or Supreme Court; and
- (i) Proposal to file a case in the High Court or Supreme Court invoking the aid of its extra-ordinary original jurisdiction, whether civil or criminal.

VI-41. Examination of the draft lease, agreement, or contract by Government Pleader and Legal Remembrancer – Whenever a department of the State Government requires advice on the drafting of any lease, agreement, or contract, it should prepare a provisional draft bringing out the subject matter and the intention of the parties and forward to the Government Pleader of the district, a clean typed copy of the draft in duplicate for his examination and advice. If, after examination and advice of the District Government Pleader, the advice of the Legal Remembrancer is considered necessary, the draft, as corrected by the Government Pleader, together with his opinion, may be referred to the Legal Remembrancer for his advice.

VI-42. Procedure for production of papers by the Departments before the Court – Whenever any department of the State Government receives a summons or a letter of request from any court for the production of any paper before the court, it must send the papers called for, if available, through a responsible assistant with a petition to the court claiming privilege, if such papers are likely to come under the category of the privileged documents. All petitions and submissions to the court should be made through the Government Pleader of the district who should be contacted whenever any such occasion arises.

VI-43. Drafting of an affidavit by Government – Whenever a department of the State Government has an affidavit to be drafted and sworn, it should contact direct either the Advocate-General, if the affidavit is to be sworn in the High Court, or the District Government Pleader in all other cases.

VI-44. Sanction of Legal Remembrancer in conducting civil suits- According to the civil suit rules in the Bihar and Orissa Practice and Procedure Manual, the conduct of all civil suits, appeals and revisions by or on behalf of

the Government requires the sanction of the Legal Remembrancer and, as such, the same must be obtained.

VI-45. *Requisition of papers from the Court records* – No department of Government should call for from any court records of any pending or disposed of cases, except in accordance with provisions of law.

VI-46. *Communication of legal opinion to private parties* – No opinion of the legal advisers of Government should be communicated to any private party. When such an opinion forms the basis of the decision of Government upon an application of reference from a private person, the terms of the opinion may be adopted in the orders but should not be referred to as the opinion of the law officer.

CHAPTER VII

Arrangement and Custody of records

VII-1. (i) *Stage for recording a case* – When orders have been passed and carried out in a case, the assistant in charge of the case should examine whether the case should be recorded. The assistant should be guided by the stage which the case has reached. If the case has been finally disposed of or closed for the time being, it should be marked for record. If the replies are incomplete and the consideration of the case postponed pending their completion, or an intermediate reference has been made to which a reply is expected shortly, the recording of that case should be deferred. In some cases, however when the papers have become numerous or bulky or when they have been pending for a considerable time and a reply is not expected within the course of the year it may be convenient to record them. But, all such cases even after being recorded should be treated as “reminder cases”. All cases shall, as far as possible, be recorded at the end of the year even if the correspondence is likely to continue into the ensuing year. Those cases which remain unrecorded shall be refiled at the very beginning of the ensuing year before new files are opened. Care should, however, be taken to open or allot numbers to standard files first so that, as far as possible, the same type of files may have the same number from year to year. If unrecorded file is one of the standard files, it should bear the same number as in the previous years. Otherwise, it should bear the number following the numbers allotted to standard files.

(ii) *Reminder cases*- Reminder cases are those in which-

(a) further action is not to be taken till a future date ; or

(b) action is awaited from outside the office and in which if such action is not taken by a certain date, a reminder will issue.

(iii) *Await cases* – Await cases are those which are not ready for record, e.g., those in which a reply to the letter may, shortly, be expected or on which some other action may be necessary, and are kept separately as such in the “Await” racks of the assistant. It is the duty of each assistant to examine his await cases

fortnightly, and to take out and put up to the head assistant, with reminder, any case on which this may appear necessary.

VII-2. Description and classification of records – The records of the Secretariat are primarily arranged in annual series for each department and, if necessary, in each branch or section within each department. The records comprise of:-

- (i) An annual series of files comprising-
 - (a) 'A' proceedings which are usually of sufficient importance and are, therefore, to be retained permanently for constant reference. They are –
 - (1) important cases involving questions of policy ;
 - (2) correspondence relating to important resolutions moved in the Assembly;
 - (3) correspondence of important character relating to either State or Union legislations ;
 - (4) orders establishing important precedents;
 - (5) general instructions, rulings and important orders;
 - (6) important interpretations of rules and regulations.

N.B.- The printing of 'A' proceedings should be done sparingly after due consideration as far as possible.

(b)(1) 'B' proceedings, i.e., other important proceedings to be recorded in manuscript or print and preserved for 5,12,25,35 years or permanently, according to the degree of importance and frequency of reference.

NOTE- Where a proceedings refers to a matter which may be the subject of litigation or a matter which creates right on property, the proceeding shall be preserved, at least, for the period of limitation for any litigation concerning these matters. Where there is a doubt, the Law Department shall be consulted and specific orders of the Under Secretary to the department taken.

(2) Files or papers containing important notes or demy-official correspondence on any particular point which are of sufficient importance for preservation should be classed as 'B'.

(c) 'C' papers, i.e., papers to be destroyed immediately after disposal or retained for a period not exceeding three years. No arrangement of such papers is required.

(ii) Spare copies of 'A' and printed 'B' proceedings ;

(iii) Manuscripts of 'A' and printed 'B' proceedings;

(iv) Spare copies of printed papers; and

(v) Proofs and originals of letters and notes printed prior to record.

N.B.-1. These records, with the exception of (v), are kept unfolded in bundleds of convenient size in the department.

2. The head assistant is responsible for the classification in A,B and C, but it should be checked by a responsible officer of, at least, an Under Secretary's rank.

VII-3. Proceedings number – (i) A single proceedings number shall be allotted to the whole file. This number shall run serially in a department for the entire calendar year, i.e., from 1st January to 31st December. Where it is considered necessary for convenient tracing out of files, separate proceedings numbers may be allotted to the files of different branches or sections of a department for each class of cases. For example, if it is necessary that the files of the Community Development or Grama Panchayats branch of the Planning and Co-ordination Department, or of the Election or Public Relations branch of the Home? Department are to be given separate proceedings numbers for each class of cases, separate numbers may be given for records of these branches serially. A record of the file number and proceedings number allotted to each file of the different branches or sections shall be maintained by the recorder in the record register. On the fly leaf of each proceeding the contents of papers will be mentioned at the time of recording.

(ii) When enclosures are lengthy, the principal papers referred to in the covering letter or correspondence should be specified in the table of contents if they are included in 'A' proceedings. Lengthy reports (generally annual or periodical), maps, diagrams and such like should not be incorporated in the record but marked with the proceedings number and placed in a separate cover, a note being made in the table of contents that they are "not printed in proceedings".

VII-4. Spare copies – Spare copies consist of the copies of the printed notes and letters in excess of the numbers required for proceeding or for distribution. They are arranged chronologically in yearly bundles. Spare copies taken from the yearly bundles must be returned when no longer required.

VII-5. Proofs and originals – Manuscripts and proofs of notes and letters printed before they were recorded are kept in a separate cover in the file to which they belong.

VII-6. Registers – The registers and the returns are kept for three years in the department. At the end of three years, the registers are destroyed except the diary, the issue and the file registers, which are preserved permanently. They are sent to the record room along with the 'A' and 'B' proceedings of the year to which they relate.

VII-7. Duties of a Dealing Assistant in marking cases for record – (i)As soon as the case has reached the stage when it should be recorded, the assistant in charge of the case should submit it to the head assistant with his suggestion as to –

- (a) classification into A, B or C;
- (b) period of preservation in case of B and C class papers ;
- (c) any alteration of the subject heading of the file and any additional subject heading of the file when the matter dealt with in the file relates to two or more different subjects. He should indicate the major and minor heads under which the files should be indexed and cross-indexed by underlining important catchwords in the subject heading of the file. For example-

(1) The subject matter of a file relates to rules regarding grant of travelling allowance to non-official members of Government-sponsored Committees. The words “Rules”, “Travelling Allowance” and “Non-Official Members” under which the case should be indexed should be underlined and the particulars in the following form entered in the subject column of the index slip :-

- (a) Rules-.....for the grant of traveling allowance to non-official members of the Government-sponsored Committees.
- (b) Traveling allowances – Rules for the grant ofto non-official members of Government-sponsored Committees.
- (c) Non-official members – Rules for the grant of traveling allowance toof Government-sponsored Committees.

(2) Similarly, all proceedings pertaining to Assembly questions and resolutions must be indexed under two heads at least as illustrated below :-

- (a) Question asked or resolution moved in the Legislative Assembly.
- (b) Subject matter – It may be necessary to index the subject matter under more than one head.

NOTE- In recoding resolutions, the Assembly debate thereon should not be recorded but a reference to the number and page of the proceeding containing the debate and the result should only be made, e.g., “This resolution was discussed on(date) vide pagesof volume.....of the Assembly Proceedings. It was –

Withdrawn

Passed without a division

Passed on a division

Rejected without a division

Rejected on a division

- (ii) Before, however, marking a case for record, the dealing assistant must be careful to see that the papers of the file are complete and arranged, no orders have been overlooked and that no point requiring

orders has escaped attention and he should give a certificate, countersigned by the head assistant, that he has verified that all papers received and issued are on the file and that all necessary orders for their disposal have been passed. He should also indicate the total number of papers received in and issued from the file.

(iii) (a) 'A' cases – After a case has been approved to be recorded in 'A' proceedings the assistant concerned may be required by the head assistant to assist him in his duties relating to the recording of such a case including editing of notes and its printing.

(b) 'B' cases – when a case has been marked for record in 'B' proceedings, the dealing assistant should (as in 'A' cases) take out any routine notes or correspondence which might have, inadvertently, crept in the main notes and correspondence and put a suitable mark in the proper place or attach a fly leaf thereto to the following effect :-

“Pages.....to.....correspondence taken out and destroyed/placed in K. W/ transferred to file No.....etc.”

The page number of the notes and correspondence in the file will remain as it was when the case was under examination in the department.

(c) 'C' Papers- Files and papers recorded 'C' are, ordinarily , to be destroyed immediately after disposal but there may be a few cases which might be retained in the department for six months, one year, two years or three years at the utmost in the discretion of the Under Secretary. The record mark on such a file should be-

“*Record C-destroy*” or “*Record C-6 months*”, etc.

VII-8. Duties of head assistant in recording cases – (i) General- The head assistant, while passing record-marked cases to the Under Secretary, should see that files are properly grouped under 'A', 'B' and 'C' by the dealing assistant and that all instructions regarding recording have been strictly followed by the dealing assistant. The head assistant should carefully scrutinise

the suggestions of the dealing assistant and make suitable modifications wherever necessary.

- (ii) 'A' cases – The head assistant is personally responsible for recording 'A' cases, but he can take all necessary assistance of the dealing assistant in the matter. In 'A' cases the correspondence portion of the file should be arranged chronologically after taking out all unimportant correspondence, which should be placed in "Keep-with" not printed. Later on, the note sheets should be arranged and the "notes" carefully edited in accordance with the instructions laid down in Appendix VII.
- (iii) On return of the record-marked files from the Under Secretary, the head assistant will send them direct to the recorder unless the classification suggested by the dealing assistant has been changed. In case of such change, the head assistant will return the file to the dealing assistant who will correct the entry in the file register and then pass on the file to the recorder.

VII-9. *Printing of cases (i)* –'A' cases, after recording should be sent to the Press for printing, by the recorder, after getting them entered in the Press register.

NOTE- Pending cases recorded in 'A' are prominently marked as such before being sent to Press. On receipt in print, one copy is made over to the assistant in charge who supplies a requisition slip for it.

- (ii) *Disposal of printed proceedings* – The printed copies of proceedings, together with any spare copies of proceedings, or of parts of them which may have been ordered, will be returned by the Press to the department concerned where they should invariably, be compared with the originals. The recorder will send, to the record racks, the originals and printed copies that are kept for record or reference, and will distribute the spare copies to the persons for whom they were ordered.

Ordinarily, eight copies of 'A' proceedings will be ordered for deposit in the record room. In extremely important cases of a

general nature, however, which are likely to be required frequently for purpose of reference, the Under Secretary should order additional copies, not more than twelve in all.

NOTE- The originals of all 'A' proceedings along with important documents such as agreements contracts leases etc. should be preserved permanently. These should be sent along with the required number of printed copies to the Record Room for preservation.

- (iii) Where a proceedings relate to matters over which there may be litigation, or matters which create rights on property, it is desirable that the originals of the proceedings are not destroyed, as indicated in the note to sub-rule (ii) but preserved for the period of limitation for the type of rights involved and litigation foreseen. Specific orders of the Secretary to department should be taken about the number of years of preservation of such proceedings. But all important documents, such as, agreements, contracts, leases, etc., shall be preserved permanently.
- (iv) *Proof-reading* – The Press sends proofs of proceedings in duplicate. The proof-reading of printed proceedings is done by the assistant who dealt with the case originally. It is of the utmost importance that the reading of proofs should be done promptly, so that printing of the proceedings is not delayed (for hints of proof-reading, see appendix VII.....). One copy of the proof should be corrected and returned to the Press with the manuscript for final printing. The other copy should be kept in office until the receipt from the Press of finally printed copies of the proceedings, and shall be utilised for reference, when necessary. When the proceedings, which have been sent to Press, are required for reference, the Press should be asked to send them with a duplicate proof as soon as possible. On receipt, one copy should be used for reference and the other, dealt with in ordinary course. Originals, without proofs, should only be recalled from the Press in cases of very special urgency.

- (v) (a) Circulation of printed proceedings and papers – In the first week of every month, two sets of papers printed during the previous month are made up in each department by the recorder for circulation. One set is circulated to the Chief Minister and other Ministers, and the other, to the Secretaries.
- (b) The recorder of each Department should carefully maintain a list of all proceedings sent to the Minister and the Secretaries for perusal at leisure, showing the date of their despatch, and shall be responsible for seeing that they are returned to the department after an interval of one month.
- (vi) *Reminder to Press* – Every month, a reminder list shall be drawn up by the recorder –
 - (a) of proceedings sent to Press in manuscript, proofs of which have not been received within six weeks of despatch to Press; and
 - (b) of proceedings sent to Press in proof with orders to print, printed copies of which have not been received within three weeks of despatch to Press.

These lists shall be forwarded to the Press in the first week of each month. The Superintendent will note against each item the date on which he will be able to submit the proof or the printed copy, as the case may be, and return it to the Secretariat not later than the 15th of the month.

VII-10.(i) *Duties of Recorder in recording cases* – On receiving cases for recording, if the recorder, on examination, finds that either the recording has not been approved by the Under Secretary or any other action, as required under the rules, has not been taken, he should return the case to the dealing assistant concerned. He should, further, bring all serious irregularities to the notice of the head assistant.

ii) If all necessary action has been taken, the recorder should enter the cases received by him, in order of the date of receipt, in the record register and

the register of 'C' papers, as the case may be. He should keep the A, B and C cases arranged separately in his almirah and/or whatnots.

Contents and arrangements of proceedings – The recorder should, also, see that each of the recorded proceedings will contain in the order named –

(a) if an 'A' case, strong buff paper cover bearing on it a list of contents in the following form :-

Serial No	Description of correspondence	Page No.
1.	From Government of India, Public Works Department, No.53-R.C., dated the 15 th January 1951, fording , with remarks, copy of a letter with enclosures advanced by this Government for rent and compensation for the land occupied by the Puri branch line prior to the 1 st January 1951.	1-2
2.	To Government of India, Public Works Department, No.II/CI-101/51-P.W., dated the 4 th February 1951, stating that the State Government accepts the suggestion of that Government and will not press the claim.	3-4

N.B.- The list of contents is to be prepared in those 'A' cases only which will have more than 20 letters, excluding enclosures.

(b) if a 'B' case, the cover is red and bears only the subject, proceedings number, year, section/branch and the period of preservation. It will consist of –

(i) the notes on the case; and

(ii) the official correspondence, as originally arranged while dealing with the case.

Any notes or information on subsidiary points which cannot, conveniently, be included in the original running notes should be recorded as appendix to the notes of the proceedings.

(iv) He should, also, countermark the case with back papers with the help of the previous references noted by assistants on the first page note sheet of the file. If there is any printed back paper, the recorder will countermark all its spare copies if they are in the department but if all or some of them are in the

record room he will prepare countermarking slips for those back papers so that the remaining papers should be countermarked by the record room staff. For example, the Labour Department file No.IIM.-8 of 1949, has been recorded as “Labour B.November,1949, No. 10” and the following previous references are noted on the first page note sheet :-

- | | |
|--------------------------|-----------|
| (a) Labour B. January/34 | Nos. 5-10 |
| (b) Labour A. March/38 | Nos. 1-5 |
| (c) Labour A. July/42 | Nos. 8-10 |

The recorder will note all the three cases under “References to previous cases” on the back of the cover of Labour B, November /1949 No.10 and under “Reference to latter cases” on back of the cover of each of the three cases he will note “Labour B. November /1949, No.10”. The files (B) and (C) are printed cases. The spare copies of (C) are in the department and of the rest, in the record room. The recorder will countermark all the spare copies of(C) and will prepare countermarking slips in the following manner for the cases mentioned against (B) :-

Record Keeper – Under “References to latter cases” on-

Labour A. March/1938, Nos. 1-5, please mark Labour B. November/1949, No.10.

Signature of Recorder

The recorder will then separate, from the current recorded case, the back papers and will restore them in proper bundles or transfer them to record room if they relate to the records which are in the record room.

v) The recording of one year must be completed by the end of January of the next year. As soon as a case is recorded, the recorder shall obtain the file register of the assistant and the file index register and mark the proceedings number in them.

vi) The recorder should return all unused note sheets, stiff covers, tags, pins and flags to the Stationery and Forms assistants.

VII-11. Treatment of Keep-Withs (K.Ws.)- (i) The papers marked as “Keep-withs” should be distinctly indicated as such and kept separately. Smaller K.Ws. may be included in the record, preferable, in the absence of a table of contents, on the reverse side of one of the documents if that side is blank or nearly so. In the case of larger K.Ws., a rough table of contents should be prepared and be ordinarily bound up separately by the recorder.

(ii) Preparation of counter-marking slips – The countermarking slip should be prepared in duplicate by means of carbon paper; one copy should be retained by the recorder and the other should be sent to the record room. The record room staff will get the back papers countermarked and return the countermarking slips to the department concerned with the intimation that the countermarking has been carried out. The recorder will then destroy the slips after showing them to the Registrar.

VII-12. Indexing of records – The recorder will prepare the index slips of ‘A’ and ‘B’ cases and place them in a cabinet, the compartments of which are arranged in alphabetical order. At the end of the year, when the recording has been completed, the recorder will page number the slips and submit them to Registrar/Assistant Secretary/Under Secretary with a letter to the Press for supplying proofs and finally printed copies. The form of index slip is as follows:-

- (i) Subject,
 - (ii) File Number,
 - (iii) Branch, Class of Proceedings and ;Year,
 - (iv) Proceedings Number.
- (a) Sufficient number of copies of alphabetical index should be printed, one copy being supplied to each head assistant and the Registrar, two copies to the Secretariat record room and three to the record supplier of the department.
- (b) The index should be sent to Press not later than April following the year to which it relates so that it may be printed off before the year closes. It should be properly edited before being sent to Press.

Proofs received in batches should be examined by the recorder at once and checked by the Registrar and passed for print without waiting for a complete proof of the index. No proof should be retained for examination for more than a week. Before an index is finally printed, it should be submitted to the Under Secretary to see that the general method of preparation, e.g., the grouping of sub-classes of entries under column heads, is suitable.

VII-13. *Charge of bundles of recorded files* – (a) The file bundles are in charge of the record supplier under the general supervision of the head assistant.

b) *Removal of records* – Whenever any record is required for reference it shall only be obtained through the record supplier, by sending him a requisition slip in the form prescribed in rule 29. No record should be issued to any one without a requisition slip.

VII-14. *Transfer of records to the Record Room* – All 'A' and 'B' cases which are more than three year's old will be transferred to the record room along with the record registers of 'A' and 'B' cases. The record supplier is responsible for the transfer of the records to the record room in proper time. If any case is found wanting in the bundle at the time of the transfer, the record supplier shall write the word "Wanting" against the entry in the record register and initial it indicating as to why the case has not been transferred. The wanting case should be traced and sent to the record room with the least possible delay.

VII-15. *Charge of Record Room* – The records of the Secretariat, which are more than three years' old, are preserved in the record room. The Registrar, Home Department, is in charge of the record room subject to the administrative control of the Home Department.

VII-16. *The record keeper is in sole charge of the records in the Secretariat record room.* He will keep the keys and be responsible for the safe preservation and arrangement of all records. Every assistant or class IV Government Servant, working in the record room, will take instructions from him. He is also authorised to distribute work among the staff and is competent to employ them beyond office hours and on holidays on any business within the record room.

VII-17. Duties of Record Keeper – (a) It will be the duty of the record keeper to see-

- (1) that the records are regularly and properly dusted and kept tidy and that the precautions laid down for their preservation from damp, insects and fire are duly carried out;
- (2) that no unauthorized person and, particularly, no person not belonging to the department is allowed to enter the record room or have access to the records without permission ;
- (3) that before the office closes all open bundles are tied up and restored to the proper places on tracks and shelves ;
- (4) that the record room is not used for the storage of anything which cannot properly be classed as records ;
- (5) that requisitions for papers which comply with the rules are promptly met
- (6) that the records are kept arranged in the prescribed order and that soiled or torn labels and covers of bundles and collections are replaced
- (7) that all records transferred to the record room are promptly examined, tied up into bundles are entered in the catalogue;
- (8) that such of the records as are marked for destruction after a certain period are regularly destroyed;
- (9) that records sent out from the record room are returned in good time;
- (10) that all papers returned to the record room are promptly restored to the proper bundles;
- (11) that the rules prescribed for the management of the record room are strictly observed by all concerned;
- (12) that the staff of the record room are fully employed.

- (b) It will also be his duty-
- (1) to keep the attendance register of the establishment employed in the record room and to see that each of them arrives punctually and does not leave before the time fixed for the closing of office;
 - (2) to submit to the Registrar /Assistant Secretary/Under Secretary, proposals for the leave, punishment, etc., of the record room staff;
 - (3) to make a quarterly inspection of the record room dealing with the following points and submit the inspection report to the Under Secretary through the Registrar /Assistant Secretary :-
 - (a) general condition of the record room ;
 - (b) space available for the storage of records ;
 - (c) period up to which records have been received in the record room, examined and catalogued ;
 - (d) records unduly detained in departments and action taken for their transfer to the record room ;
 - (e) prompt return of records sent out on requisitions ;
 - (f) promptness with which papers returned by departments restored to the connected bundles ;
 - (g) number of the requisitions received and complied with and the time taken in complying with requisitions ;
 - (h) the period up to which 'B' proceedings have been destroyed;
 - (i) precautions taken for the protection of records from the ravages of white ants, damp and insects ;
 - (j) the conduct of the staff ; and
 - (k) the manner in which the note book prescribed in rule 46 is kept by each assistant in to record room.

VII-18. Inspection of Record Room – The Registrar/ Assistant Secretary/ Under Secretary in charge will inspect the record room once every six months and the Deputy Secretary, once a year.

VII-19. Deposit of records – (a) The records enumerated below are to be deposited in the record room. No other classes of record shall be received for preservation without an express order from the Registrar in charge :-

- (1) 'A' proceedings,
 - (2) Spare copies of proceedings,
 - (3) 'B' proceedings,
 - (4) Record Registers,
 - (5) Important documents, such as, agreements, contracts, leases, etc., exempted from destruction, along with originals of printed proceedings,
 - (6) Annual indices of proceedings,
 - (7) Diaries,
 - (8) Issue Registers,
 - (9) File Index Registers and
 - (10) File Registers.
- (b) Arrangement of Records - All 'A' and 'B' proceedings will be kept in the department concerned for three years, after which they will be transferred to the record room, duly arranged, in bundles of convenient size, according to the proceedings numbers.
- (c) In order to facilitate the examination of records and formation of bundles and to avoid accumulation of arrear in the record room, the records relating to each department shall be transferred on the dates and months noted below :-

Department	Date of transfer to record room
1. P. & S. Department	Within the first week of April.
2. Finance Department	Within the first week of May
3. Revenue Department	Within the first week of June.
4. Home Department	Within the first week of July.
5. Supply Department	Within the first week of August.
6. Development Department	Within the first week of September.
7. Health Department	Within the first week of October.
8. Education Department	Ditto
9. Commerce Department	Ditto
10. Law Department	Within the first week of November.
11. Labour Department	Ditto
12. Industries Department	Ditto
13. Mining & Geology Department.	Ditto
14. T. & R.W. Department	Within the first week of December.
15. Works Department	Ditto
16. Transport Department	Ditto
17. R & R. Department	Ditto
18. P. & C. Department	Ditto

VII-20. Catalogue – Each Department will prepare, for each bundle, a catalogue of papers contained in it in the following form:-

- (1) File formula,
- (2) Proceeding number,

- (3) Year of proceedings,
- (4) Class of proceedings,
- (5) Spare copies of each collection of 'A' proceeding transferred,
- (6) Date of receipt in the record room,
- (7) Room Number,
- (8) Rack letter,
- (9) Shelf number,
- (10) Period of preservation,
- (11) Date of destruction.

NOTE- Columns 6-9 will be left blank, to be filled up by the record room staff, vide rule 26.

VII-21. *Unnecessary papers not to be sent to the Record Room* – It will be the duty of the Head Assistant to see that the files under transfer to the record room are carefully examined with a view to removing all unimportant papers including the following classes of papers :-

- (1) Waste papers ;
- (2) Proofs and manuscripts of printed proceedings ;
- (3) All loose spare copies of resolutions, notifications, etc.

VII-22. *Transfer of registers, etc., to Record Room* - The correspondence registers, such as, the diary, the issue register, the file register and the file index register, the record register and the annual indexes, when they become more than three years old, shall be sent to the record room by each Department.

VII-23. *Missing papers during period of transfer*- When any recorded proceedings for a year under transfer cannot be sent to the record room, owing to their having been put up with a subsequent pending file or for any other

reason, the correspondence assistant concerned with the file shall cause a requisition slip in the prescribed form to be signed by him in full and dated and sent to the record room along with the other connected proceedings for the same period. The Assistant Record keeper, or the record keeper, when receiving back the records, shall see that for every such slip there is an entry made in the requisition register before the records are shelved, and shall issue regular reminders for their return just as for papers issued out of the record room.

VII-24. Examination of transferred records – On receipt of records from the Departments, the Assistant Record keeper, or Record keeper, will, before shelving them, examine them carefully and note the following points :-

- (a) whether waste papers, manuscripts and proofs and all loose spare copies of printed proceedings and notifications, etc., have been removed from the files;
- (b) whether the file and proceedings numbers have been properly entered on the stiff cover of each file ;
- (c) whether reference to former and latter cases have been properly noted in the appropriate space on the stiff cover attached to each file ;
- (d) whether files are arranged in consecutive order of proceedings number commencing with the lowest serial number at the top of the file bundle, the next higher number just below it, and so on ;
- (e) whether eleven and seven spare copies respectively of each important and other printed 'A' proceedings are transferred to the Record room in addition to the bundle copy ;
- (f) whether any loose copy of printed 'A' proceedings or of notifications, etc., is transferred to the Record room ;
- (g) whether requisition slips, duly signed by the correspondence assistant, are dated and furnished in respect of those

proceedings which could not be transferred along with the records for the period under transfer ;

- (h) whether all old papers put with a file at the time of its disposal have been separated from it ;
- (i) whether 'B' cases are marked on the stiff cover with a stamp denoting, "To be permanently preserved" or "To be destroyed in.....", and
- (j) whether the record registers have been sent along with 'A' and 'B' proceedings.

N. B. – When examining the records under clause (c), the assistant record keeper will be responsible for counter marking (i.e. marking the forward reference on) old collections and the record keeper should be careful to see that this is done.

VII-25. Notice of defects – All the defects noticed in the coursed of the examination of the records shall be incorporated in a note by the Assistant Record keeper which should be put up to the Record keeper by a date to be fixed by him. The Record keeper shall ask the Departments concerned to remedy the defects or to bring the defects to the notice of the Registrar, if necessary.

VII-26. Formation of bundles – On the completion of examination of records, bundles of convenient size shall be formed, arranged according to the proceedings numbers and placed between wooden boards fastened with stout cords above and below the boards. A label in the following form shall be pasted on the front board:-

LABEL, TO BE ATTACHED TO EACH BUNDLE, A OR B.

Department.....

Branch/Section.....

Proceeding number.....

Bundle number.....

When the bundles have been arranged, necessary entries shall be made in columns 7-9 of the catalogue referred to in rule 20 and the serial number assigned to each bundle shall be entered on the label.

VII-27. Newspapers and Gazettes – (a) Copies of the Orissa and India Gazettes received by the record room will be bound in quarterly volumes and will permanently preserved for use in reference.

(b) No other news papers or Gazettes will be preserved in the record room.

(c) The rules relating to the issue and restoration of other records will govern mutatis mutandis the Gazettes kept in the record room.

VII-28. Report of completion of transfer of records- The Assistant Record keeper will submit to the Record keeper a report in the Form below on the evening of 7th of the month following that in which records of a Department are transferred to the record room according to the arrangement made in rule 19. The Record keeper will submit the same to the Registrar on the 9th.

ANNUAL REPORT BY THE RECORD KEEPER ON THE DISPOSAL OF
RECORD-PAPERS RECEIVED IN THE RECORD ROOM.

(To reach the Registrar on the evening of the 9th of the month following that in which the records of Department are transferred to the record room.)

Certified that cases recorded during the year 19.....

Together with the corresponding record registers and annual index have been received complete from Department and have been arranged according to orders after examination.

Record Keeper

VII-29. Requisition for paper from the record room- Whenever any record deposited in the record room is required by any Department for reference, a requisition slip in the form below shall be prepared and forwarded to the record room :-

REQUISITION SLIP FOR PAPERS DEPOSITED IN THE RECORD ROOM

Department and branch to which the paper relates.

File number of.....

Proceedings number

Year

Subject

Purpose for which required,

together with the file

number or diary number

of the letter with which to

be put up.

Signature and designation of

the Assistant requiring the Paper.

Date of requisition

Serial number in the register of requisition.

VII-30.*Requisition out of office hours* – No requisition shall be sent to the record room for compliance beyond office hours or on holidays, except under special orders of the Registrar or Assistant Secretary (or Head Assistant, in absence of the Registrar or Assistant Secretary) of the Department concerned, or, on holidays, of the assistant who has been directed to attend for urgent work.

VII-31.*Requisitionary office responsible for finding number and date of paper required* – When indexes or spare copies of proceedings are available in the Departments, the record room staff should not be requested to trace any paper unless the number and date of the required proceedings are supplied. When no indexes or copies of proceedings are available in the department, the

record room staff will try to trace the required papers, provided the correct subject and the approximate date and years of the correspondence are furnished, or the file is sent with a requisition on a buff sheet countersigned by the head assistant concerned.

VII-32. Papers required for putting up with files of another department-
When any assistant, in answering a reference made by another department, obtains records from the record room for the purpose, he shall cite, upon the requisition slip, the number of the file in the department making the reference together with the name of the department and the unofficial receipt number. Before the file is returned to the department making the reference, the records obtained from the record room shall, unless it appears likely that the other department will require to refer to them, be removed and returned to the record room. When, however, the notes on the file directly refer to the records and it appears likely that the department making the reference will require the records, they shall not be removed from the file but shall be sent with it to the department making there reference, an intimation of the transfer being given to the record keeper by the requisitioning assistant in the form below. On receiving intimation in the prescribed form, the record keeper shall send it at once to the head assistant of the department to which the file belongs. The head assistant shall be responsible for taking the signature of the dealing assistant and returning the slip to the record keeper within three days of its receipts. On receipt of this slip, the record keeper shall, at once, return the original slip to the assistant who obtained the records from the record room. If the assistant does not get his slip back within six days, he should remind the record keeper for its return.

INTIMATUION FORM OF RECORDS TRANSFERRED TO OTHER DEPARTMENTS

The proceedings noted below which were put up with thedepartment file No..... of 19..... Are being sent to that department with the file. Please return the original requisition slip. Record Room..... File No.....Proceedings No. And year.....issued onDate.....

Signature of Assistant

The assistant concerned in the department will please acknowledge the transfer and return this slip.

Assistant.....department

Record Keeper

VII-33. *Examination of requisition slips* – The requisition slips, on receipt in the record room, shall be carefully examined with a view to see that all the particulars have been properly entered. Whenever a requisition is found to be defective in any respect, it shall be returned to the department concerned for supplying the defects or omissions.

VII-34. *Requisition to be registered* - All requisitions, on receipt in the record room, shall be entered in a register, to be kept in the form below, and the serial number assigned to each slip shall be entered thereon. There shall be a separate volume of this register relating to each department.

REGISTER OF REQUISITIONS FOR PAPERS ISSUED FROM THE
RECORD ROOM

1. Serial Number
2. Date of receipt of requisition
3. Department making the requisition
4. Description of papers requisitioned, including the proceedings and file numbers.
5. File number or diary number of the letter wit which to be put up.
6. Date of compliance by the record room
7. Initials of the party receiving the papers
8. Date of return to record room, with the initials of the record room assistant.
9. Date of issue of reminders
10. Remarks.

When papers called for in a requisition slip have been collected, the serial number assigned to it in the register of requisitions and the date of entry shall be entered in pencil on their back and then they shall be removed from the bundles for issue, a removal slip being substituted for each paper removed.

VII-35. *Return of unexecuted requisitions* – No requisitions are to be returned unexecuted without the knowledge of the record keeper.

VII-36. *Records not to be supplied to offices outside*- No Government record will be supplied to any office out side the Secretariat, except under special orders of the Registrar obtained through the department of the Secretariat to which the said office is subordinate.

VII-37. *Supply of copies of records and information to the public* – (1) The public have no right to see or have copies of records in possession of Government which reserves to itself the right to refuse or modify any application. No reason will be given in case of refusal.

(2) Persons wishing to obtain information from or copies of the records, including papers not actually deposited in the record room, should apply, in writing, to the Registrar, Home Department, stating their occupation and the object for which the information or copies are required

(3) The applicant is required to deposit a searching fee of Re.1, to be deposited in advance with the accountant of the Secretariat. On the deposit being made and the information, if it is decided to supply it after inspection of the records, will be furnished to the applicant.

(4) If it is decided to supply copies, the applicant shall deposit, in advance, copying fees at the rate of two annas per hundred words. Thereupon, the copies will be prepared on foolscap paper by copyist, certified as true copies by the record keeper.

(5) Before supplying information, or copies, the record keeper is required to make a reference to the department to which the records belong.

VII-38. *Reminders* – On the 15th of every month, the record clerk examine the requisition registers to see what records issued up to the 15th of

the last month have not been received back in the record room and shall issue reminders, countersigned by the record keeper, one for each department in the form below. The date of reminder should be entered in the appropriate column of the register. The departments concerned will return them within seven days of receipt, together with the records where possible, or, if not, then with notes in columns 6 and 7 of the reminder.

**REMINDER FOR THE RETURN OF PAPERS ISSUED
FROM THE RECORD ROOM ON REQUISITION**

The papers noted below, taken by the department, are now over due and should be returned at once., If any of them cannot be returned now, the date by which they expected to be returned should be mentioned against the entry concerned with full information as to the circumstances under which the papers cannot be returned at once :

1. Serial number, as per requisition register.
2. Date of issue
3. To whom issued
4. (a) Cass and number of proceedings
5. Month and year of proceedings.
6. Papers with which put up
7. When the papers are expected to be returned with full information as to why they cannot be returned at once.
8. Remarks

On the 23rd of every month, the record clerk will submit, to the record keeper, the returned reminders, or a note stating that the reminders have not been responded to. The record keeper will thereupon, bring the matter to the notice of the Registrar or Assistant Secretary of the department concerned.

VII-39. Records outstanding at the end of the year- When papers issued on requisition during a year are not received back in course of the year, the

outstanding entries in the register shall be transferred to the register of the subsequent year and entered in red ink in the beginning of the register before the entries for the year concerned are made.

VII-40. *Restoration of records*- Immediately on receipt of the records in the record room, the date of return shall be noted along with the initials of the record clerk, in column 8 of the requisition register, the records shall be restored to their bundles and the slips, placed in their places, removed and destroyed.

VII-41. *Destruction of records* – In the month of January every year, a revision of the records of for destruction should be started, department by department, under the expert supervision of the record keeper.

‘B’ proceedings due for destruction will be sorted out by the record suppliers and, after examination by the record keeper; will be destroyed. A list should be kept in the bundle from which they are removed, they should be marked off in the amalgamated index and the date of destruction should be inserted by a rubber stamp against the appropriate entries in the record register.

VII-42. *Admission to record room* – Excepting the gazetted officers attached to the Secretariat, no one unconnected with the record room is authorized to enter it, except with the permission of the record keeper.

VII-43. *Custody of keys* – The keys of the record room shall remain in the record keeper’s custody but he may entrust them, if necessary, to the assistant record keeper for work beyond office hours or on holidays.

VII-44. *Protection from insects* – For the protection of the records from white-ants or insects, water, with a little kerosene oil, should be put in the jars at the foot of the racks, the racks, should be wiped, once a month with kerosene oil, all the records being lifted up for the purpose. Papers which have suffered from insects, or are liable to their attack, should be brushed over with a solution of corrosive sublimate and powder of naphtha or sprayed with some germicide solution on modern scientific lines.

VII-45. *Treatment of old documents* – Every old document should be folded flat, carefully mended with tracing paper specially meant for the purpose, placed between paper covers and docketed. Bundles of these covers should then be made up, enclosed between wooden boards of slightly larger dimension than those of the covers and fastened with stout cords above and below. The bundles, their contents clearly indicated on the enclosing boards, should then be arranged upright on the racks, sufficient space being left between them to allow of efficient dusting.

VII-46. *Note Book* – Every assistant in the record room shall maintain an alphabetical note book for notes of important cases and references. Every query answered must particularly be entered into the book under serial heads. This shall be made over by him to his successor and shall, in no case, be allowed to be removed from his own rack.

VII-47. *Illegible signatures not to be accepted* – Illegible signatures for receipts sent out of the record room will not be accepted and if the record clerk accepts any such signature he will do so at his own risk.

A list, duly attested by the head assistant, of each department showing full names and samples of signatures of the assistants in the department, should be sent to the record keeper and slips bearing samples of signatures of new entrants should be sent from time to time.

CHAPTER VIII

Budget Procedure

VIII-1. *Definition of Budget* – Budget is a statement of estimated annual receipts and expenditure prepared by Government for presentation to the Legislature for prior approval to incur expenditure in a particular financial year which begins from the 1st April of a calendar year and ends on the 31st March of the next calendar year. The budget is the means of financial control both by the Executive and the Legislature. It defines the objects on which public money can be legally spent and it also prescribes limits for the expenditure of public money on specific objects. Apart from financial control, it also served the purpose of achieving economy in expenditure. It is only when expenditure is considered in relation to revenue that the need for economy becomes paramount. The balancing of the budget is the first requisite of financial stability and this is a matter which occupies the same place in the administration of finance as maintenance of law and order in executive administration. As a matter of fact successive deficit budgets damage the financial credit of the State. It is, therefore, of utmost importance to forecast with the greatest possible accuracy what is expected to be received or paid during the year and whether the former, together with the balance of the past year, is sufficient to cover the latter.

VIII-2. *Annual Financial Statement* – (i) In respect of every financial year a statement of estimated receipts and expenditure of the State for that year, called the ‘Annual Financial Statement’, is laid before the Legislature of the State (See article 202 of the Constitution).

(ii) The estimates of expenditure, embodied in the annual financial Statement, show separately two main classes of expenditure – one class which is subject to the vote of the Legislature and the other, which does not require the vote of the Legislature. The latter class of expenditure is described as “Expenditure charged upon the Consolidated Fund of the State”. These two class of expenditure are commonly known as ‘voted’ and ‘charged’ expenditure and in the printed budget, these two expressions are used to distinguish one

class of expenditure from the other. The following is a list of items of expenditure charged upon the Consolidated Fund of the State under the various articles of the Constitution ;

- | | | |
|---------------------------|-----|--|
| Article 202 (3) (a) ... | (1) | Emoluments and allowances of the Governor and other expenditure relating to his office; |
| | (2) | The salaries and allowances of persons on the Secretariat staff of the Governor and the expenses on office accommodation and other facilities to be provided for them. |
| Article 202 (3) (b)..... | (3) | The salaries and allowances of the Speaker and the Deputy Speaker of the Legislative Assembly. |
| Article 202 (3) (c)..... | (4) | Debt charges for which the State is liable, including interest, sinking fund charges and redemption charges and other expenditure relating to the raising of loans and the service and redemption of debt. |
| Article 202 (3) (d) ... | (5) | Expenditure in respect of the salaries and allowances of Judges of any High Court. |
| Article 202 (3) (e) | (6) | Any sums require to satisfy any judgment decree or award of any Court or arbitral tribunal. |
| Article 229 (3) | (7) | The administrative expenses of the Orissa High Court including all salaries, allowances and pensions payable to or in respect of the officers and servants of the Court. |
| Article 322 | (8) | The expenses of the State Public Service Commission including any salaries, allowances and pension payable to or in respect of the members or staff of the Commission provided |

that no pension which is chargeable on the revenue of the Union will be chargeable to the Consolidated Fund of the State.

Article 290 (9) Contribution in respect of pensions payable to or in respect of a person as in article 290 of the Constitution.

Article 291 (10) Contribution in respect of Privy Purses sums of Rulers.

VIII-3. Consolidated Fund of the State – All revenues received, all loans raised by the issue of treasury bills, loans or ways and means advances and all money received by the State Government in repayment of loans from one consolidated fund which is known as ‘the Consolidated Fund of the State’.

VIII-4. Preparation of Budget – (i) Budget estimates of the State Government have to be examined and submitted to the government and, then, to the Legislature by certain fixed dates. The examination of the budget estimates has, therefore, to be finished both by the administrative department and by the Finance Department within a specified period and it is essential that all references relating to the budget are treated as immediate by all departments and at all stages.

(ii) The process of preparation of the budget starts with the preparation of estimates by the drawing and disbursing officers who are generally called the estimating officers, e.g., District Officers, District Judges, Superintendents of Jails, etc. These estimates are prepared in specially printed forms which are supplied by the Finance Department. Printed forms only should be used as uniformity in details is essential. The estimating officers must finish the preparation of their budget and submit the same to the controlling officers concerned by the dates prescribed for the purpose. A list of officers responsible for the preparation of the various portions of the budget and the dates of their submission are given in appendix I to the Orissa Budget Manual.

(iii) The printed forms, in which the estimates are prepared by the controlling officers, contain columns both for receipts and expenditure and contain separate columns to show –

- (a) the heading under which the items should be classified;
- (b) actual for the past three years;
- (c) sanctioned estimate for the year preceding that for which the estimate is being framed;
- (d) revised estimate for the current year;
- (e) proposed estimate for the year;
- (f) explanation of increase or decrease.

It is on the materials supplied by the estimating officers that the final budget, as presented to the Legislature, is based. The estimating officers should, therefore, exercise the greatest possible care to see that the materials furnished by them are not, in any way defective or misleading. The estimates submitted by the different estimating officers are consolidated by the controlling officers in the controlling officers' budget forms which are supplied to them by the Finance Department. It is the duty of the controlling officers to examine the budget received from the estimating officers and to see that they are correct and complete in all respects, i.e., all details and explanations, where required, have been given and that explanations given by the estimating officers are adequate. The controlling officers may alter these estimates in the light of wider knowledge and more extensive information in their possession.

For instance, if during the course of the year after submission of the disbursing officers' estimates, Government sanctions revised rates of traveling allowance to its officers, which were not taken into account by the disbursing officers at the time of framing estimates under the head 'Traveling Allowance', it is for the controlling officers to alter those estimates on the basis of those revised rates sanctioned by Government subsequent to the submission of the estimates by the disbursing or drawing officers. After the disbursing officers' estimates have been compiled by the controlling officers, copies of the compiled estimates are prepared in triplicate. One copy is submitted to the Finance department, one to the administrative department concerned and the third one, to the Accountant General, Orissa.

(iv) The controlling officers estimates are examined in detail by the Finance department in consultation with the administrative department concerned and the Accountant General, Orissa. The primary responsibility for the examination of the budget, however, rests on the administrative department because it can do it more easily than the Finance Department in view of its intimate and up-to-date knowledge of actual conditions. It should not, therefore, wait for the Finance Department to discover points requiring examination but should proceed with the examination of the estimates immediately on receipt from the controlling officers. The main object of the examination by the administrative department is to check that the budget has been prepared strictly in accordance with the orders issued, that no new schemes have been included in the first edition; as also to detect excessive or inadequate provision in the revised and budget estimates. If, in course of examination of the budget, any doubtful point is discovered by the administrative department, it should get the point reconciled with the controlling officer and modifications, where necessary, should immediately be communicated to the Finance department. In the course of the examination of the controlling officers' budget in the Finance department, it becomes necessary to obtain clarification on various doubtful points which are not clearly explained in the controlling officers' budget. The following are some of the common defects :-

- (a) Absence of adequate explanation for variations between the sanctioned budget and the revised for the current year as well as variations between the sanctioned estimates of the current year and the proposed estimates of the next year;
- (b) Provision for unsanctioned charges in the controlling officers' estimates, which should actually go into the second edition of the budget.

For the above purpose, budget slips are issued by the Finance Department to the administrative department concerned.

In order that the budget may be prepared by the due date, i.e., according to the programme for its submission to the Legislature, it is of utmost importance that replies to these budget slips should be furnished within a week of receipt and, line no case, should a slip remain unanswered for more than a

fortnight as, in the absence of adequate information, there is chance of omission or wrong estimates being included in the budget. It is not sufficient to send a reply to the budget slip merely on the basis of suggestion of the controlling officer whose estimates are under examination. It is essential that the replies given by the controlling officer to budget slips should be carefully examined by the administrative department and a reply then sent. In cases in which the Finance department invites opinion, recommendation, or the views of the administrative department on any point connected with the question of provision of funds in the revised or budget, the Secretary to Government in the department concerned should, ordinarily, see the case before a reply to the budget slip is sent to the Finance department. In important cases, it might even be necessary for the department concerned to take orders of Government in the department before sending a reply to the Finance department. Sometimes, the Finance Department makes a definite suggestion in the budget slip to the effect that the provision included in the first edition under a particular head should be omitted or reduced by a specified amount. If the administrative department concerned is unable to accept the suggestion, the Finance Department should be consulted unofficially, placing on the file all relevant papers and, if possible, a draft reply relating to the points raised in the budget slip before a reply is sent by the administrative department.

In dealing with budget slips, the following routine procedure should be strictly observed by the administrative department:-

- (1) Budget slips on different subjects should not be dealt with in the same file. Slips on the same subject only should be dealt with in a single file and when the file is referred to the Finance department it should contain all relevant papers necessary for examination of the case.
- (2) A separate reply should be given to each budget slip.
- (3) Formal replies should be sent to all budget slips even where the Finance department has been consulted unofficially on the file.
- (4) Replies to budget slips should be in the form of a self-contained unofficial memo. If such a reply is to the effect that the matter under reference has already been communicated to the Finance

Department in a previous letter or memo. a copy of the letter or memo. in question should, invariably, be appended to the reply.

- (5) In all cases, in which replies to budget slips are sent by the administrative department after unofficial consultation with the Finance department, the replies to the slip should indicate clearly that the Finance department was consulted unofficially.

(v) *First Edition of the Budget* – After examination and scrutiny of the controlling officer's estimates in the manner indicated above they are compiled for submission to the Cabinet. This compilation is called the first edition of the budget, which is an estimate of the revenue from existing sources and of the standing charges only.

By 'standing charges' is meant the normal expenditure which must be incurred in the various departments for the day-to-day administration of Government. For instance, the pay and travelling allowance of regular establishment and normal contingent charges of a department or office are the standing charges of that department or office.

(vi) *Second Edition of the Budget* – No new scheme or establishment should be provided in the first edition of the budget, but if it is desired that provision should be made for any new scheme, the controlling officers should send a list by the 1st September to the administrative department concerned showing such provisions as they wish to be made. This list should give the following information and should be arranged in order of urgency :

- (a) reference to order of sanction, if any;
- (b) brief, but clear, note as to the nature of the scheme;
- (c) ultimate cost-
 - (1) recurring,
 - (2) non-recurring
 - (3) total;
- (d) cost during the budget year;
- (e) remarks

It has to be remembered that no new schemes should be included in the budget unless-

- (a) it has been administratively approved; and
- (b) the scheme is sufficiently advanced to warrant any expenditure being incurred.

Suppose, the proposal of the Inspector-General of Police for the construction of a police station building at a particular police station was accepted by the Home department with the concurrence of the Finance department at an estimated cost of Rs.77300, but, on account of paucity of building materials or other reasons, the Works department is in doubt whether the work could at all be started during the next financial year. In such a case, no provision for the scheme should be included in the next year budget. On receipt of the list of new schemes from the controlling officers, these are subjected to scrutiny by the administrative department concerned in consultation with the Finance department. The administrative department concerned should see that all proposals are referred to the Finance department by the 25th October every year at the latest.

New Demand Schedules – After the schemes have been approved by the Government, they are embodied in schedule which are commonly known as new demand schedules and indicate, in brief, the administrative and financial implications of the schemes. In column 1 of the schedule should be given the description of the charge, e.g., grant to district boards and committees for communications and buildings. In column 2, the detailed classification of the charge, as it appears in the budget, should be given. Columns 3 and 4 are for ultimate expenditure, recurring and non-recurring respectively, whereas columns 5 and 6 give the recurring and non-recurring expenditure to be incurred during the year.

It is necessary that the draft schedules should be referred to the Finance department for concurrence. Each draft schedule should be sent to Press immediately after it has been approved by the Finance department, as it will not be possible to print the whole financial statement within the prescribed time if each schedule is not set up in proof beforehand. The printed or cyclostyled

copies of finally approved schedules, arranged in order of urgency, together with four copies of the complete list of demand of the department concerned, should be forwarded to the Finance department by the administrative department concerned so as to reach the Finance department on or before the 15th December of every year. No schedule received in the Finance department after that date will be included in the list of new demands. The schedules received in the Finance department are consolidated by the latter and submitted by it to the Cabinet for approval along with the first edition of the budget. It is only after compilation of the first edition budget that it is known what would be the surplus of revenue over the 'standing charges'. If this surplus and the opening balance, if any, of the previous year, taken together exceed the total amount required for the schemes all the schemes are generally passed by the Cabinet for inclusion in the budget. Otherwise, selection of new schemes is made according to their urgency to keep the total estimated expenditure within the balance available after providing for first edition. In selecting new schemes, attention should always be paid to the ultimate expenditure involved in the scheme. The list of new schemes and projects, approved by the Cabinet, is included in a separate appendix to the explanatory memorandum on the budget.

(vii) *What is a sanctioned charge* – Expenditure can be sanctioned by Government only. In practice, however, this is impossible in every case and so certain powers of sanction have been delegated to subordinate authorities. If an expenditure is not within the delegated power of a subordinate authority, sanction of Government is required before such expenditure can be incurred. An expenditure sanctioned by Government, or by a subordinate authority in exercise of the powers delegated to it, is a 'sanctioned charge'.

There are certain classes of expenditure which do not require specific 'sanction' for audit purposes, but are regulated by rules or executive orders, e.g., contract contingencies, non-contract ordinary contingencies, traveling allowance, etc. In respect of such charges, the budget provision is usually made on the basis of the last three years' normal expenditure, or on the basis of the current year's estimate of normal expenditure. For example, under the head "8-State Excise Duties – Superintendence – Contingencies" the following are the actual for the last three years:-

1954-55	...	Rs.2, 107
1955-56	...	Rs.1, 961
1956-57	...	Rs.2,078

The average of these actuals comes to Rs.2,049. Normally, a sum of Rs.2, 050 could be provided in the budget estimate for 1957-58. This is commonly called normal provision which is usually admitted in the first edition subject to modifications according to circumstances on account of normal expansion of activities or curtailment of the same. If there is any abnormal increase in the normal expenditure, this is usually considered by means of schedules in the second edition of the budget. Provisions for increments of pay, officiating pay, leave salaries, etc., are always required to be made in the first edition as they are 'sanctioned charges' for budget purposes. No such item which has not received the sanction of competent authority should be included in the budget, either in the first edition or in the second edition.

(viii) How provision for 'old schemes' and 'new schemes' should be made in the budget –(a) Old schemes, are required to be included in the first edition on the following lines :-

- (1) Sanctioned charges may be included;
- (2) Unsanctioned charges should not be included;
- (3) Normal provision may be made for normal requirements.

(b) (1) New schemes, for which schedules are necessary are intended for inclusion in the second edition. No such scheme should be included in the first edition.

(2) Provision for 'new schemes' or for individual items of expenditure in connection with such schemes, whether sanctioned by the controlling officer or by Government, should not be included in the first edition of the budget except as explained in sub-clause (3) below.

(3) New schemes introduced during the course of the year by means of supplementary or token demands, however, should be included in the ensuing year's budget in the first edition for the period for which the scheme has already been sanctioned and scheduled. Proposals for the continuance of such schemes beyond the sanctioned and scheduled period should be treated as new schemes for budget purposes.

(c) Certain new schemes are included in the budget every year on a non-recurring basis in the event of funds being available for them. No such scheme should be included in the first edition.

New schemes, which, according to budget rules, are required to be considered for inclusion in the second edition of the budget, should, in no circumstances, be included in first edition.

(d) In doubtful cases it is open to the controlling officer to make a reference to Government in advance for a decision whether any particular scheme should be treated as a new scheme or old scheme for budget purposes.

(ix) On approval by the Cabinet, the first and the second edition estimates are combined under the relevant budget heads and it is these combined estimates, i.e., the first and the second edition figures taken together, that are included in a separate compilation known as the 'civil budget estimates' which is then printed for presentation to the Legislature. This is called the preliminary issue of the budget which merely includes demands for the various departments put forward by Government for vote of the Legislature and is not operated till it has been actually passed by the Legislature when it is reprinted with the title 'Final Issue'.

VIII-5. *Presentation of the Budget to the Legislature* – (i) It is the Finance Minister who presents the budget or the annual financial statement to the Legislature on such date as may be fixed by the Government. While introducing the budget, the Finance Minister makes a speech which gives details about the final accounts of the preceding year, a revised forecast of receipts and expenditure of the current year and a forecast of the year following that in which the budget is presented to the Legislature. In the budget speech are explained important variations between the sanctioned budget and revised

estimates and also the revised estimate of the current year and the budget estimate for the next year. If the revised estimate of the current year indicates a surplus or a deficit at the close of the year, it is explained in the Minister's budget speech as to how the surplus will be allocated or the deficit is to be met. The budget speech also reveals new forms of taxation proposed to be introduced during the year, modifications, if any in the existing taxation and any other financial changes which Government recommends for the approval of the Assembly.

(ii) *Demands for grants* – The expenditure is initially grouped by departments and the total estimated sum required by a department for expenditure during the year constitutes a 'Demand for Grant' for that department.

'Grant' means the amount voted by the Legislature in respect of a demand for grant while 'Grant Appropriation' means the amount authorized by the Appropriation Act to be spent on items charged on the Consolidated Fund of the State. When the demands are presented to the Legislature, it may either assent to the demand or refuse to assent to any of the demands. It may as well, assent to a demand subject to a cut.

(iii) *Order of demands for grants* – The order in which demands for grants appear is, more or less, arbitrary. In actual practice, it is not possible to discuss all the demands for grants. As, however, the members like at least important demands to come up for consideration by the Assembly the demands are arranged for such discussion in order of importance.

(iv) *Voting of demands and guillotine* – The voting to demands does not commence earlier than the 10th day after the conclusion of the general discussion of the budget. The voting continues from day to day for not less than ten days and not exceeding 15 days, as allotted by the Speaker. A demand for grant is introduced by the Minister in charge who may make a statement explaining the policy underlying the demand to which it relates. The members of the Legislature may move motions for reduction of any grant or for omitting or reducing any item in any grant, but not for omitting the total amount of a grant or for increasing or altering the destination of a grant. The object of these motions is either to effect economy or to elicit information from Government on

points arising from estimates. Generally, however, motions are moved not with a view to effect economy but for criticizing the policy of Government in the department in respect of which the 'cut' motion is moved. At 5 P.M. on the last day of these days allotted for the voting of demands, the Speaker puts forth every question necessary to dispose of all outstanding matters in connection with the demands for grants. This in parliamentary language is called the 'guillotine'. A guillotine is a device to bring the financial discussion to a close, as otherwise, discussion on a motion for reduction might continue indefinitely. Under the operation of the 'guillotine', several demands are passed every year without any discussion.

VIII-6. Appropriation Bill – As soon as may be after the demands for grants have been voted by the Assembly it is necessary to introduce a bill to provide for the appropriation, out of the Consolidated Fund of the State, of all money required to meet-

- (a) the grants so made by the Assembly ; and
- (b) the expenditure charged on the Consolidated Fund of the State but not exceeding, in any case, the amount shown in the statement previously laid before the Legislature.

It is only after the bill has been passed and assented to by the Governor that appropriation can be made out of the Consolidated Fund of the State.

VIII-7. Vote on Account – Pending completion of the detailed procedure relating to the voting of grants and the passing of the Appropriation Act, the Legislative Assembly has the power to make any grant in advance in respect of the estimated expenditure for a part of any financial year. This is called "vote on account".

VIII-8. Contingency Fund – It may be necessary to meet unforeseen expenditure which is not provided for in the budget during the course of one year pending authorization of such expenditure by the Legislature of the State. For this purpose, article 267 (2) of the Constitution provides for the establishment by law of a Contingency Fund in the nature of an imprest, to be entitled the Contingency Fund of the State, into which shall be paid such sums as may be determined by such laws and the said fund shall be placed at the

disposal of the Governor to enable advances to be made by him out of that fund. Accordingly, the Orissa Contingency Fund has been created under the Orissa Contingency Fund Act, 1950 and a sum of rupees thirty-five lakhs has been placed to the credit of that fund by withdrawal out of the Consolidated Fund of the State.

Advances from this fund are sanctioned only in exceptional cases to meet expenditure of an unforeseen emergent and inescapable character. In applying for such advances, the administrative department should follow the procedure laid down in the Orissa Contingency Fund Rules, 1951 (Appedix VIII).

VIII-9. Main divisions of accounts – (i) The receipts and expenditure of Government are grouped under four main divisions, viz.-

- (a) Revenue,
- (b) Capital,
- (c) Debt,
- (d) Remittance.

The annual budget estimates are also prepared on this basis.

The first division deals with the proceeds of taxation and other receipts classed as revenue and the expenditure there from.

The second division deals with expenditure usually met from borrowed funds, such expenditure being incurred with the object either of increasing concrete assets of a material character or of reducing future recurring liabilities, such as those for future pensions, by payment of the capitalised value and also receipts of a capital nature to be applied as a set off to capital expenditure.

The third division comprises receipts and payments in respect of which Government becomes liable to repay the moneys received or has a claim to recover the amounts paid together with repayments of the former and the recoveries of the latter.

The fourth division embraces all merely adjusting heads and the following classes of receipts and payments appear under these heads :-

- (1) Remittance of cash between treasuries;
- (2) Remittance by bills;
- (3) Remittance transfer receipts;
- (4) Items in transit between different branches of the Accounts Department including Accounting Officers in England.

The initial debits or credits to the heads in this division will be cleared eventually by corresponding receipts or payments either within the same circle of accounts or in another account circle.

Inside each of these four divisions the transactions shall be grouped into sections which shall be further subdivided into major heads of account.

(ii) *Major, minor and detailed heads* – The main unit of classification in account is the major head which is divided into minor heads each of which is, if necessary, divided into number of sub-heads generally known as detailed heads. In some cases, minor heads are divided into sub-heads which are again divided into detailed heads.

In the budget estimate the following classification of heads is adopted:-

Major head;

Minor head;

Sub-head;

Primary unit of appropriation – Detailed head;

(iii) There is a separate compilation of major and minor heads of account, issued by the Comptroller and Auditor-General of India with the approval of the President, as directed under article 150 of the Constitution. The prescribed major and minor heads of account must be followed, exact uniformity being essential even in regard to nomenclature. The introduction of any new major or minor head as well as the abolition or change of nomenclature of the existing heads require the approval of the Comptroller and Auditor-General. Detailed heads sub-ordinate to minor heads should not be multiplied unnecessarily. Only such heads should be opened in the accounts as are really essential.

VIII-10. General principle of classification – As a general rule, the classification of transactions in Government accounts should have closer reference to the department in which the revenue or expenditure occurs than to the object of the revenue or expenditure or the grounds upon which it is sanctioned. For example, expenditure in the Works Department on buildings which are under its administrative control and which are required by a non-commercial department should be debited to the Public Works Accounts and not passed on for adjustment against the department benefited by the expenditure.

VIII-11.General outline of the system of accounts – The following briefly explains the general outline of the system of accounts of the State Government:-

- (a) All receipts in India on behalf of the State Government are paid into a treasury or the Bank. “The Bank” means the Reserve Bank of India or any of its offices or branches and includes any branch of the State Bank of India in accordance with the provisions of the Reserve Bank of India Act.
- (b) Payments in India on behalf of the State Government are ordinarily made either at a treasury or the Bank. Some departmental officers, e.g., the Divisional Officers of the Works Department and the Divisional Forest Officers, are however, authorized to withdraw sums in lump from the treasury or the Bank for making payments. In the former case, the initial accounts of payments are kept at the treasury. In the latter case, such accounts are maintained by the departmental officer concerned.
- (c) At the beginning of each month, the Accountant-General receives from the treasuries monthly accounts supported by the requisite schedules, vouchers, etc., in respect of the transactions which took place in the treasuries during the previous month. Besides the account of the State Government, the State treasuries submit a separate account for the transactions of the Central Government. Necessary adjustments in respect of the Central transactions are made by the Accountant-General through the Reserve Bank of India.
- (d) Officers of the civil departments, who pay their receipts into or withdraw moneys for expenditure from the public account in lump, submit detailed accounts of their transactions to the Accountant-General; some departmental officers, e.g., the Works and Forest Divisional Officers, are required to render, to the Accountant-

General, compiled accounts with suitable abstracts of their transactions classified under prescribed heads of accounts.

- (e) From the accounts furnished by treasuries and civil departmental officers, departmental classified abstracts are compiled by the Accountant-General showing the monthly receipts and payments pertaining to each department under the relevant major, minor and detailed heads. Separate classified abstracts separate departmental abstracts showing the progressive totals, month by month under major, minor and detailed heads of Revenue receipts and service payments are compiled.
- (f) The final stage of compilation in the Accountant-General's Office is the preparation of the abstract of major head totals showing the receipts and disbursements by major heads during and to the end of the month and also the monthly accounts of the State Government. The cash balance of the State Government at the close of each month is reconciled with the balances shown in the cash accounts rendered by Treasury Officers and with the statements of closing balances received from the central accounts section of the Reserve Bank of India. A copy of the monthly accounts of the State Government is submitted by the Accountant-General to the Finance department.

VIII-12. Control of expenditure – (i) As soon as the budget is passed by the Legislature, this fact is communicated by the Finance department to all the controlling officers to enable them to distribute and communicate the sanctioned grants to the disbursing officers concerned.

Thereafter, the administrative departments should intimate the heads of departments of the allotment for expenditure and issue necessary sanction orders promptly; where the Finance department is to be consulted before issue of sanction orders or if the detailed plans and estimates have to be finalised and approved or Government of India's sanction is to be obtained the same should be done promptly. It is absolutely necessary that all sanction orders should issue within fifteen days after the appropriation bill is enacted.

(ii) The Accountant-General audits the expenditure classified under each primary unit against the provision made in the budget. The aim of the Controlling officer should be to see that the expenditure under each unit does not exceed the provision and if that is not possible he should at least see that the total of the grant at his disposal is not exceeded. It should be remembered that before money can be spent two conditions must be fulfilled, viz.-

- (1) it must be sanctioned by the competent authority; and
- (2) funds must have been appropriated for it.

The sanction of any authority to any expenditure becomes operative as soon as funds have been appropriated to meet it and does not become operative until funds have been so appropriated.

The sanction of any authority to recurring expenditure covering a specified term of years becomes operative when funds are appropriated to meet the expenditure of the first year and remains in operation in each year of the specified term subject to appropriation or voting of funds in such year.

(iii) Controlling Officers are responsible for seeing that the grants placed at their disposal are not wasted or exceeded. They should impose the same responsibility on their subordinate disbursing officers. To help the controlling officers in watching the actual expenditure against budget grants, the Accountant-General gives warning to the disbursing officers and also, if necessary, to the controlling authorities when excesses appear to be likely but, in any case, it is the controlling officer and not the Accountant-General, who is ultimately responsible for keeping expenditure within the voted grant.

(iv) The following important principles of accounting should be carefully borne in mind :-

- (a) The want of provision in the estimates does not operate to prevent the payment of any sum really due by Government nor the want of sanction to prevent any record of any actual payment. It is no economy to postpone inevitable payments and it is very important to ascertain, liquidate and record the payment of all actual obligations at the earliest possible date. If an inevitable payment is required to be made in the absence of funds, the error lies not in the payment but in entering into the liability to meet which the payment is made.

But, as all such payments without provision of funds in the budget may result in an excess over the sanctioned grant of the year which is irregular and unconstitutional, it is of utmost importance that departmental officers, who are informed by audit office in tie about intimation of adjustments of debits received from or demands made by other accounts officers, before the adjustment is made or demand is accepted, should promptly take timely steps to provide funds wherever necessary.

- (b) All charges incurred must be paid and drawn at once and under no circumstances should they be allowed to stand over to be paid from the grant of another year. If possible, expenditure should be postponed till the preparation of a new budget has given opportunity of making provision and till the sanction of the budget has supplied means, but, on no account should charges be actually incurred in one year and thrown on the grant of another.
- (c) No money should be withdrawn from the treasure unless it is required for immediate payment. It is not permissible to draw advances from the treasury either for the prosecution of works the completion of which is likely to take a considerable time, or for preventing the lapse of budget grant.
- (v) It is a recognised principle of accounting that classification of charges should be strictly followed. Disbursing officers should, therefore,-
 - (a) know all the units of appropriation of the budget under which they incur expenditure and the charges properly debited to each ;
 - (b) enter the units of appropriation concerned in full at the top of every bill before it is presented to the treasury ; and
 - (c) where possible, draw charges debatable to different units of appropriation on different bills so that each bill contains charges debatable to one unit only.

For the purpose of effective budget control, the disbursing officer is required to maintain a progressive account of expenditure against each unit

and submit statements of expenditure under each unit to the controlling officer monthly. The Accountant-General separately reports to the controlling officer concerned the total expenditure for each unit at the end of each month. If there is no material discrepancy between the departmental figures and those reported by the Accountant-General, the controlling officer accepts the latter figure, but if he notices any material discrepancy and is not prepared to accept the Accountant-General's figures, he requests the Accountant-General to reconcile it in direct communication with the disbursing officer concerned and report the final result to him. It is of utmost importance that this monthly verification of the departmental figures with those recorded in the Accountant-General's office should be done very promptly. Any delay in reconciliation of the figures will result in delay in the matter of publication of the appropriation accounts and the Accountant-General's audit report thereon which has to be issued by a fixed date.

(vi) With a view to ensuring co-ordination at all levels and speedy implementation of the development programmes and exercising effective control over the pace of progress of works, the following instructions should be rigidly observed by all departments and heads of departments of Government :

(1) *Completion of preliminary arrangements-* According to the procedure prescribed, the annual plan for a particular year will be formulated in outline well in advance and finalized by the middle of January preceding the commencement of that year. The period available between the time of finalising of the annual programme and the voting of the budget for the year should be utilised in completing the various preliminaries, such as, selection of sites, initiation of land acquisition proceedings, preparation of plans and estimates, etc., so that no time is lost on these preliminaries, after the budget is passed. Each department should ensure that all such preliminary arrangements are completed by the end of March so that the projects included in the annual plan for the following year are put in execution immediately after the budget grants are distributed.

(2) *Co-ordination-* The programme of development in the various sectors is inter-linked and a co-ordinated approach is essential for ensuring all-round achievement. While each Secretary of the department should have periodical meeting with his head or heads of departments with a view to ensuring progress of the works relating to the department according to the

schedule, it should be also his duty to maintain frequent contact and consultation with department(s) and head(s) of department(s) so as to ensure inter-departmental co-operation and smoothness of execution of the development programmes. In case, however, difficulties encountered in the execution of works are not solved, the departmental Secretary should fix up with the Development Commissioner the time and date for discussion every month when all pending problems would be settled.

(3) *Progress Reports* – In order that effective control on the progress of the plan in term of expenditure and physical targets can be exercised and bottle-necks and difficulties impending the implementation of the plan schemes timely located and removed, it is essential that periodical reviews of the progress should be undertaken and compilation of progress reports given more than routine attention and attended to with a sense of seriousness and urgency. The administrative departments should ensure that the prescribed reports and returns are submitted to the Government of India and the Planning and Finance Departments of the State Government punctually.

(4) *Maintenance of a Progress Register* – The administrative department should ensure that a progress register is maintained by each head of department. For this purpose, each scheme should be broken up into its several components according to the officer controlling various parts of expenditure or various stages of work under it.

For example, a scheme relating to multiplication and distribution of paddy seeds can be broken as follows:-

<u>Stages</u>	<u>Item of work/expenditure</u>	<u>Officer/Agency concerned</u>
1	Production and procurement of seed s	Director of Agriculture
2	Distribution of seed in terms of maunds	(a) By Director of Agriculture through Grama Panchayats (b) By Grama Panchayats to registered growers
3	Check on utilization of seed (in terms of area covered in acres) at various stages of cultivation, viz.,(a) sowing, (b) transplanting, (c) inter-culture, (d) harvesting.	District Agricultural staff
4	Recovery from registered growers.	Grama Panchayats

For each of the stages of suitable time-limit can be prescribed as follows:-

Stage 1	....	To be completed by March
Stage 2	....	To be completed by April
Stage 3	....	To be completed by July-August
Stage 4	....	To be completed by January-February.

Thus, a programme of work for the entire year can be drawn up in advance for each quarter of the year and a suitable return prescribed by the head of the department for collecting material on progress from the several executing agencies. The head of the department should see that all entries are promptly made in the progress register on the basis of material received by him from the reporting agencies. Where the head of department is directly handling the scheme, such entries should be made in his office and submitted to him by the office for counter signature.

VIII-13. *Revised estimates* – (i) At the time of furnishing the annual budget estimates in September for the ensuring year, the controlling officer submits, along with the budget, a revised estimate under each head for the current year on the basis of the materials then available. This is called the first revised estimate which appears in column 6 of the printed budget. In the month of February each year the controlling officers are required to revise the position and frame a complete revised estimate of expenditure under each primary unit of appropriation in the form prescribed for the purpose and submits the same so as to reach the Finance department, as also the administrative department concerned, by the 15th February each year. This is called the second revised estimate. For the purpose of submission of the second revised estimate the progress of expenditure as shown in the latest monthly statements of the disbursing officers and the anticipated expenditure during the rest of the year reported by these officers should be revised. The submission of these revised estimates must not be construed as, in any way, relieving any controlling officer of the responsibility of taking the initiative to obtain additional funds, when necessary, or to ensure that necessary re-appropriations are sanctioned.

(ii) (a) The second revised estimate in February, which includes both 'Charges in England' and 'Expenditure in India', is generally prepared on the basis of nine months' actual for each major head and indicates, with some degree of precision, whether the provision under any unit is likely to be

exceeded. This also indicates probable savings, if any, in the sanctioned grants under various heads. It is in the light of the position of the second revised estimate that proposals for supplementary grants, re-appropriation, or surrender of savings are made.

Thus, the objects of the revised estimate in February are-

- (1) to enable Government to ensure that supplementary demands and re-appropriations are proposed where necessary ; and
- (2) to supplement insufficient provision, subject to the approval of the Legislature where necessary by such amounts as can safely be surrendered by another department.

Immediately after the preparation of the second revised estimate an application for more funds or a case for a supplementary grant, if necessary, should be made out by the controlling officer and sent to the administrative department concerned.

(b) Surrender of savings – (1) If the revised estimates prepared by controlling officers in February show a saving that saving should be surrendered unless it is required to meet excesses due to (a) unforeseen emergency (involving no expenditure on a New Service), or (b) original under-estimating or insufficient allowance which are definitely foreseen at the time. If, however, a saving arises from the actual postponement or non-materialisation of a scheme, for which a specific provision was made in the budget estimates, it must be surrendered at once and not kept in hand for re-appropriation to meet other expenditure.

(2) 10th March is the last date up to which surrender of savings should be received by the Finance department in the prescribed form. Surrenders reported after 10th March will not be accepted by the Finance department and need not therefore, be proposed as no useful purpose is served by such belated surrenders.

(3) Surrenders, once reported, are final and cannot be withdrawn under any circumstances.

(4) In grants where there is one controlling officer, the minimum amount of surrender is Rs.1, 000 and the Finance department, on receipt of such surrenders, will issue orders accepting them. The administrative department concerned should keep accounts for utilisation of saving under sub-

heads such as are available for re-appropriation. If the total anticipated saving under such a grant, however, is less than one per cent of the grant as a whole, the savings need not be surrendered at all.

(5) In grants where there are more than one controlling officer, the minimum amount which can be surrendered is Rs.100. The Finance department, after receipt of these surrenders, will maintain accounts to see whether the savings surrendered by one controlling officer can be utilised in meeting excesses under heads controlled by any other controlling officer. After ensuring that no further amount will be required for re-appropriation, the Finance department will issue orders accepting surrenders on the grant as a whole.

(6) The surrenders should be reported both to the Finance department and to the administrative department simultaneously. The statement of surrender should be submitted to the Finance department in duplicate.

VIII-14. Re-appropriation- (i) Re-appropriation means the transfer of a particular sum of money from one unit of appropriation (i.e., allotment of a particular sum of money) to meet specific expenditure under another and can be sanctioned only on the authority competent for the purpose.

(ii) Re-appropriations are only admissible-

- (a) from one 'voted' unit to another 'voted' unit within the same grant.
- (b) from one 'charged' unit to another 'charged' unit under the same major head.

Re-appropriations from a 'voted' unit in one grant to a 'voted' unit in another, or from a 'charged' unit to a 'voted' unit, or vice versa are inadmissible.

No re-appropriation can be sanctioned after the close of the financial year. Applications for re-appropriation must reach the administrative department in such a way so as to enable the administrative department to send the same to the Finance department, where necessary, by the 27th March at the latest.

(III) Powers of re-appropriation – The existing rules regarding re-appropriation are detailed in paragraphs 102 to 114 of the Orissa Budget Manual, as amended by notification No.3337-F., dated the 25th May 1945.

VIII-15. Supplementary statements of Expenditure- (i) Supplementary grants may be required during the course of the year for old as well as new schemes. In the case of old schemes, if it is possible to meet the excess

expenditure by re-appropriation from savings under other heads within the same grant, it is not necessary to prepare any schedule for vote of the Legislature. If, however, no savings are available, a schedule of supplementary demand should be prepared in the prescribed form for inclusion in a supplementary statement.

ii) When any new expenditure is proposed, for which funds are available by re-appropriation from savings within the voted grant but for which owing to its being a new service not contemplated in the budget a supplementary vote of the Legislature is necessary, the approval of the Legislature will be taken by means of a token demand which is moved for a nominal sum of Rs.5 only, necessary re-appropriation being sanctioned subsequently.

iii) Preparation of Schedules for Supplementary Demands – Schedules are prepared for supplementary demands presented for vote of the Legislature during the course of the year both for old and new schemes as well as for new demands for inclusion in the second edition of the annual budget. There are separate forms prescribed by the Finance department for the preparation of supplementary and new demand schedules.

VIII-16. *Auditor-General's Report on the Accounts of the State – (i)* Under article 151 (2) of the Constitution, the reports of the Comptroller and Auditor-General of India relating to the accounts of the state shall be submitted to the Governor of the State who shall cause them to be laid before the Legislature.

Accordingly, the annual (a) 'appropriation accounts' and (b) 'finance accounts' for the State Government are prepared by the Accountant-General as soon as the March final accounts are closed in the form prescribed for the purpose and submitted to the Auditor-General for approval and transmission to the Governor.

(a) Appropriation Accounts – It is an account prepared for each grant in which is indicated the amount of each grant sanctioned and the amount spent under each sub-head and on the grant as a whole. Important variations in the expenditure and allotment are explained therein. Its object is to present the audited accounts of all the expenditure of the year, whether voted or charged, in the form of a separate appropriation account for each grant with any important observations which the Auditor-General considers necessary to make

as a result of audit investigation. It also includes the comments of the Auditor-General upon the result of audit of all trading, manufacturing and profit and loss accounts and balance sheets kept in respect of Government, commercial and quasi-commercial concerns and upon the examination of receipts and the account of stores and stock in any office or department of the State. It also embodies the report of the Auditor of the Indian Home Accounts relating to transactions in the United Kingdom affecting the revenues of the State. Part I of the volume contains the audit report of the Auditor-General indicting, among other things the following kinds of irregularities noticed in the course of audit:-

- 1) Savings on voted grants or charged appropriation;
- 2) Excesses over voted grants or charged appropriations;
- 3) Unnecessary supplementary grants and charged appropriations ;
- 4) Injudicious re-appropriations and surrenders causing excesses over allotments ;
- 5) Non-surrender of savings ;
- 6) Defective budgeting;
- 7) Cases of loss, write off, nugatory or improper expenditure of public moneys; and
- 8) Any irregularity connected with a grant-in-aid.

The purpose of the audit report is two-fold. To the Government, it shows the extent to which its subordinates are complying with its rules and orders. It suggests also if any change or modification in the existing rules is desirable. To the Legislature, through its Public Accounts Committee, it reveals whether the Executive Government has generally followed the wishes of the Legislature expressed by the Voting of grants and whether money placed at the disposal of the Executive Government was regularly and promptly spent.

(b) *Finance Accounts*- This is a separate compilation of Auditor-General which presents the accounts of the receipts and outgoings of the State Government for the year together with a report on the financial results disclosed by the different accounts and other data coming under examination, that is to say, both the revenue and the capital accounts, the accounts of the public debt and the liabilities and assets of the State Government. It supplements the report of the Auditor-General on the account of the audited

expenditure of Government for the year separately presented in the form of appropriation account for each grant.

(ii) *Committee on Public Account* –(a) It is a Committee of the Legislature consisting of a prescribed number of members who are elected by the Assembly every year from amongst its members according to the principle of proportional representation for the purpose of scrutinising the appropriation and finance accounts and the audit reports thereon and such other accounts laid before the Assembly as the committee may think fit. A Minister shall not be appointed to be a member of the Committee.

(b) (1) In scrutinizing the appropriation accounts of the Government of Orissa and the report of the Comptroller and Auditor-General thereon, it shall be the duty of the Committee on public accounts to satisfy itself-

- (a) that the moneys shown in the accounts as having been disbursed were legally available for and applicable to the service or purpose to which they have been applied or charged;
- (b) that the expenditure conforms to the authority which governs it; and
- (c) that every re-appropriation has been made in accordance with the provision made in this behalf under the rule framed by competent authority.

(2) It shall be also the duty of the Public Accounts Committee-

- (a) to examine the statement of accounts showing the income and expenditure of State Corporations, trading and manufacturing schemes and projects together with the balance sheets and statements of profit and loss accounts which the Governor may have required to be prepared or are prepared under the provisions of the statutory rules regulating the financing of a particular corporation, trading concern or project and the report of the Comptroller and Auditor-General thereon; and
- (b) to consider the report of the Comptroller and Auditor-General in cases where the Governor may have required him to conduct an audit of any receipts or to examine the accounts of stores and stocks.

(3) If any money has been spent on any service during a financial year, in excess of the amount granted by the Assembly for that purpose, the Committee shall examine, with reference to the fact of each case, the circumstances leading to such an excess and make such recommendation as it may deem fit.

(iii) Functions of the Finance Department- The various recommendations made by the Public Accounts Committee on the appropriation and finance accounts and the audit reports thereon are then examined by the Finance department and necessary orders or instructions on the points arising out of the Committee's report are issued to the various departments of Government and the controlling officers, to avoid a repetition of those irregularities.

(iv) *Responsibility of the Administrative Departments-* The departments of Government should attend to the various points raised in the appropriation accounts and audit report immediately on its receipt without waiting for any formal intimation from the Finance department to do so.

NOTE- When, in dealing with any matter, the department notices that the decision taken and the points involved may lead at a future date, to comment by the Public Accounts Committee, the head assistant dealing with the file will take the orders of the Secretary to the department and get prepared a detailed note on such of the items which are likely to come up before the Public Accounts Committee. The Secretary will personally check the note and get it suitably drafted so that all matters, which are likely to require attention in future, are properly emphasised in the note and the relevant references duly indicated so that any person dealing with the matter at a future date may be able to present the case to the Public Accounts committee in the proper light.

VIII-17. Charges in England – (i) The detailed procedure regarding preparation of the budget estimates, which also include charges in England, has already been explained except the meaning of the expression 'Charges in England' the various items of expenditure which come under this category and the method of preparation of estimates relating thereto.

Although the bulk of the expenditure of Government is incurred in India, some expenditure is also incurred in England by the High Commissioner on behalf of the State Government mainly in purchasing stores ordered from Europe and in disbursing the leave salaries and other allowances payable to officers in England. The expenditure incurred by the High Commissioner is

passed on to the Accountant-General, Orissa, every month, for adjustment against the balance of the State.

(ii) Expenditure is also incurred through the Indian Embassies in foreign countries, but the payments made by them on behalf of the State Government do not appear in the High Commissioner's budget under 'Charges in England'. These payments are adjusted in India section of account against the State concerned.

(iii) *Nature of Charges* – The following are the important account heads under which charges in England are recorded :-

- (a) Stores ;
- (b) Leave salaries and deputation pay ;
- (c) Sterling overseas pay ;
- (d) Pension and annuities;
- (e) Compassionate gratuities;
- (f) Passage gratuities;
- (g) Scholarships and study allowances;
- (h) Law charges.

(iv) *Preparation of Estimates* – The only regular item of receipts in the High Commissioner's estimates is the amount derived from sale of Government publications. Small sums are also recovered on account of over-payments, etc. The estimates are prepared by the High Commissioner. The bulk of expenditure in England on behalf of the State Government is incurred by the High Commissioner and shown under the respective major heads under 'Charges in England- High Commissioner'.

All charges to be incurred in England are to be carefully estimated by the controlling officers concerned and entered in the estimates under the appropriate sub-heads and units.

VIII-18. *Ways and Means* – (i) Each State Government is responsible for the management of its own finance. The State Government has entered into an agreement with the Reserve Bank of India by virtue of which the general banking business of Government, including the payment receipt, collection and remittance of money on behalf of Government, is carried on and transacted by the Bank in accordance with and subject to the provisions of the agreement and of the Reserve Bank of India Act 1934, and in accordance with

and subject to such orders as may from time to time, be given to the Bank by the State Government.

(ii) A portion of the general cash balance of Government is kept in the Government treasuries, while the rest is deposited with the Reserve Bank of India. Apart from these, cash balances are the cash balance investment account and other special reserves, such as, deposits in the Famine Relief Fund, which are invested outside the general cash balance of Government. Most of these reserves are invested in treasury bills and other short-term securities of the Central Government or State Government. According to the aforesaid agreement with the Reserve Bank of India, no interest is payable to the State Government on any of its moneys for the time being held by the Bank. On the other hand, the Bank shall not be entitled to any remuneration for the conduct of the ordinary banking business of Government other than such advantage as may accrue to it from the holding of the Government cash balances free of obligation to pay interest thereon. In accordance with a subsidiary agreement entered into between the Governor of Orissa and the Reserve Bank of India, the State Government has to maintain a minimum balance of rupees ten lakhs with the Bank on Friday and eight lakhs on other days of the week. The Bank informs the Government of the latter's daily balance with the Bank at the close of each working day.

(iii) The ways and means work of Government consists in forecasting and watching, from day to day, the effect of all financial transaction as they are actually carried on and the resulting balance on the Government's account with the Reserve Bank. It is not enough that the ways and means budget balances over the years a whole. The State Government is under an obligation to keep a minimum balance of rupees ten lakhs on Friday and eight lakhs on other days of the week in its account with the Bank and may be required to pay a penal rate of interest on any amount by which the balance falls below the minimum on any day. The net result of all transactions on the bank balance has, therefore, to be estimated daily so that a ways and means advance may be taken from the Bank in time to prevent the Government's balance from falling below the specified minimum. It is also necessary to arrange, as far as possible, that unduly large amounts are not kept lying idle in the Government's bank balances. It is inevitable that there should be surplus funds during some parts of the year, e.g., during the kist periods or collections of land revenue. It

is, however, necessary to allow for a reasonable margin above the minimum balance in calculations because discrepancies are bound to occur between forecasts and actual transactions. It should be the aim not only to avoid loss or embarrassment to Government from a deficiency in its bank balance but also to avoid loss of interest on an excessive bank balance. For regulating the ways and means position of Government, a three monthly estimate (divided into weeks) is prepared in advance by the Finance department and this is revised every month in the light of the course indicated by actual.

(iv) To enable the Finance department to frame the monthly estimated of forecast on a correct basis, the cooperation of the controlling officers is essentially necessary as they are in the best position to know the period in which a particular item of receipt pertaining to their departments will be realised, or a particular payment will be made. They are, therefore, required to prepare and furnish two forecasts, viz., (a) annual, and (b) quarterly forecasts, to the Finance department.

The controlling officers should prepare annual forecasts soon after the Budget is passed and furnish to Finance department by the 25th April or within 25 days of the passing of the Appropriation Act on the main Budget. In making the forecast, they should analyses the portion of the Budget relating to them and prepare the statement for the year to indicate the receipts and expenditure month by month in a *proforma* which should show the forecast month by month of the year to which it relates, the revised figures of the previous year land the actual of the preceding two years. A specimen of this *proforma* is given below –

Total provision in Budget	Receipt				Expenditure				Remarks
	1955-56 Actuals	1956-57 Actuals	1957-58 Revised	1958-59 Fore cast	1955-56 Actuals	1956-57 Actuals	1957-58 Revised	1958-59 Forecast	
April									
May									
June									
July									
August									
September									
October									
November									
December									
January									
February									
March									
Total for the year.									

The following broad principles should be born in mind in preparing the annual forecast. These are to be treated as illustrative and not exhaustive:-

- (a) The forecast should take into account the factors that in a majority of cases, such as land revenue, excise, etc., receipts are realised in a specified period of the year, but not uniformly throughout all the months of the year. Bulk of excise license fees is realised in a specified period of the year but not uniformly throughout all the months of the year. Similarly, land revenue Kist dates may bring in more revenue in January, February, March, April, November and December ;
- (b) In some cases, such as, stamps, etc., they depend on the economic condition of the rural public and so the revenue is higher in the harvesting season ;
- (c) In some other cases, revenue or expenditure depends on the raising of debits in favour of or against other States or the Centre on the execution of the services ;
- (d) In case of establishment charges, the expenditure may be distributed evenly except for temporary staff entertainable in certain specified periods, in which case the charges will be included in the months in which they are to be incurred ;
- (e) In the case of allowance, compensatory and the cost of living allowances are to be forecast in the manner indicated as in (d) above ;
- (f) A major portion of the provision for travelling allowance is spent in the touring season and there is less touring during the rainy season ;
- (g) A portion of the contingent grant representing the running establishment charge may be distributed evenly while the charges required for definite purposes may be incurred in the specified periods ;
- (h) Grants to local bodies, private persons and institutions outside the State are spent at certain periods only ;
- (i) Receipts and expenditure, the classification of which is not open to doubt, should not be booked either under 'Suspense' or 'Remittances'. Those transactions which are booked under these heads in accordance with the rules should be taken over to 'Service' head as soon as possible and should, in no case, be allowed to remain unadjusted beyond the 31st March of the year ;

- (j) Only the total of such detailed estimates of the forecasts of the controlling officers should be included in the returns to be furnished to the Finance department, i.e., only one total figure in major head will serve the purpose;
- (k) A suitable brief explanation in respect of variation from month to month in the figures of the monthly forecast should be stated in the remarks column of the form enclosed. At the end of each month the forecast for the closing month will have to be revised on the light of actual and forecast has to be made for the next month.
- (l) The quarterly forecast is to be furnished to the Finance department by the 15th of every month in the following *proforma* :-

Form for sending the forecast for the month of.....(Current and next 2 months) (should be sent to Finance Department on the 15th of every month for the ensuing three months)

No.	Heads	Actuals of the last month available	Forecast previously made by the controlling officer or the same month	Receipts for the three months beginning with the current month			Expenditure for the three months beginning with the Current month	Remarks (Details of any items may be mentioned)
				Current (say December)	January	February		
1	2	3	4	5	6	7	8	9

In preparing the forecast, the following facts are to be borne in mind:-

- (a) Separate sheets should be used in respect of both the revenue and capital heads and in respect of separate major heads.
- (b) Figures in respect of the major heads need only be furnished and no attempt should be made to furnish the details.
- (c) Brief explanations for large variations in the figure in the forecast from month to month may be given in the remarks column of the statement.
- (d) Provision for the payment of grants and subsidies included in the forecast be clearly indicated in the remarks column. It may also be stated whether the shifting of these grants and subsidies from the months proposed to any other month would cause any administrative inconvenience.

vi) Along with the preparation of the monthly forecast, the controlling officer should make a review of the budgetary position of the three months, week by week, to see whether the estimate of revenue included in the forecast in respect of each month is following in to the treasury according to his anticipations and whether the expenditure planned for each month is well within the estimated forecast.

vii) Besides the preparation of forecast, the controlling officers are to furnish special reports to Finance department from time to time when they anticipate big payments which are likely to affect the ways and means position. There are departments where large sums of money are required for grant of loans and advances. There are other large spending departments, such as, Public Works, Electricity, Supply and Development departments. These departments should send, to the Finance department, monthly forecast of their requirements for three months ahead and should also give timely advance intimation of any large special credit or debit that is expected to enter Government account with the Reserve Bank.

CHAPTER IX

Rules connected with procedure between Departments of Government and the Legislature

SECTION I

QUESTIONS, RESOLUTIONS, ETC.

IX-1. Questions – (i) Every question is, on receipt, examined in the Legislative Assembly Secretariat which takes the orders of the Speaker with respect to its admissibility under the Orissa Legislative Assembly Rules.

(ii) If the question is admitted, the Legislative Assembly Secretariat at once forwards a copy of it to the administrative department concerned and to the Governor and Chief Minister. If more than one department are concerned, a copy of the question is sent to each and the departments concerned shall arrange between themselves as to the department by which the answer shall be given and inform the Legislative Assembly Department of the arrangement thus arrived at. In the event of a question being received in a department which should be dealt with by another, the department receiving it shall at once, forward it to the proper department to answer the question and simultaneously inform the Assembly Secretariat that the question was miss-addressed and that it has been transferred to the department to which it relates. The department to which the question relates shall also intimate forthwith to the Assembly Secretariat that it has taken over the question.

(iii) (a) On receipt of the copy of a question, the administrative department concerned shall forthwith get it entered in the register of Assembly questions, open a separate file for dealing with it, and after preparing the answer, shall submit it to the Minister in charge for approval. Draft questions and answers should always be put up in type in parallel columns so far as questions put in English and answers to be given in English are concerned. In no case should a draft in manuscript relating to an answer in English be allowed to go to a Minister.

If a question cannot be answered readily without excessive labour, departments will take the orders of the Minister-in-charge who alone can decide whether a reply should be given that the time and labour involved would not be commensurate with the value of the results. When one part of a question can be conveniently answered and another part involves excessive labour, that part which can be answered easily should be so answered.

If a question is found to be either ambiguous or unintelligible, it should be brought to the notice of the Minister-in-charge and under his orders referred back to the Secretary, Legislative Assembly inviting his attention to the ambiguity or unintelligibility of the question.

(b) While submitting the file to Minister-in-charge care should be taken to give detailed facts covering all possible points which might reasonably arise at the time of answering the question.

(c) Files relating to starred questions should be sent to the Minister-in – charge at least one day before the answers are to be given.

(d) When the answer to an un-starred question is forwarded to the Assembly Secretariat, a copy of the answer together with a summary of all the information relevant to the question shall be sent to the Personal Assistant to the Minister concerned who will submit it to the Minister when required.

(e) It is the responsibility of the Under Secretary to decide, in consultation with superior officers of the department where he considers such consultation is necessary, as to which questions should be sent to subordinate offices for obtaining materials and where he considers such reference is necessary, the Under-Secretary should be furnished instead of asking in vague or general terms for a report or comments. He should take all possible steps to obtain information from subordinate offices for answering the questions in time and if necessary such information should be obtained by contacting subordinate offices over phone or by sending telegrams. It shall be the duty of the Under Secretary to see that the questions for answering which materials are available in the department are not passed on to local offices as a matter of routine. Where the questions involve policy matters the Under Secretary immediately shall bring the question to the notice of the Secretary and take his instruction as to how the question should be dealt with. The Under Secretary in charge of department or branch shall be responsible for proper handling of Assembly questions. It is the responsibility of the Secretary of the department to ensure that the information or the statistics given for answering the questions are correct.

(f) If it is felt necessary by the Minister-in-charge that a representative of the department is required to attend the Assembly on the day fixed for answering the questions, the Secretary of the department may be requested to send one, who will comply with the same.

IX-2. Classification of questions – Questions with which departments of Government are concerned are of three kinds, viz., (a) starred, (b) short-notice starred, and (c) un-starred, as enumerated below:-

(a) Starred questions are those which are desired to be answered on a specified date and in which an asterisk mark is put by the M.L.A. asking such questions, to which oral answers are given.

(b) The usual time limit for giving notice of a starred question is fourteen days before the date on which the answer is desired. But questions with shorter notice may be allowed by the Speaker if he is of opinion that the matter is of urgent public importance provided the Minister concerned agrees to reply and such question shall be answered on a day to be indicated by the Ministers. Answers to such short notice questions are also given orally.

(c) Un-starred questions are those in which the M.L.A. asking such questions has not put any asterisk mark against them and to which written answers are given.

IX-3. Procedure for answering starred, short-notice starred and un-starred questions – (i) (a) In respect of starred and short-notice questions in the Assembly, the Assembly Secretariat informs the administrative department concerned of the date on which the answers are desired and this date shall strictly be adhered to and if complete answers are not ready for being given on the said date then an interim reply shall be given in the Assembly asking for more time.

(b) The Personal Assistant to the Minister-in-charge shall send to the Assembly Secretariat four copies of the answers of the starred questions together with four copies of the statements, if any, at least one hour in advance of the time fixed for giving such oral answers.

(c) Answers to starred questions entered in the days' list but not reaching within the time available for questions and answers for the day, are included in the Assembly proceedings of the same day as written reply to the questions.

ii) The starred or short-notice questions are printed on the daily question paper with the name of the Minister-in-charge who will reply to the question. A copy of the question paper is sent by the Assembly Secretariat to the Secretary to Government in the administrative department concerned at least on the morning of the day before the date fixed for the answer. On receipt of this question paper the administrative department should make sure that all the questions concerning the department have been received and their answers are ready.

iii) On finalisation of the provisional programme of the session of the Legislative Assembly, the Speaker allots different days in rotation to the different departments of Government for answering starred question and the Legislative Assembly Secretariat thereupon informs the department concerned of the different days so allotted for the purpose. If a starred question is transferred to another department the Assembly Secretariat should be requested to put the question to be answered on a day allotted to that department.

iv) In the case of un-starred questions the administrative department concerned shall send two copies of the answers together with statements, if any in duplicate to the Legislative Assembly Secretariat typed in parallel columns.

v) If answer to an unstarred question desire to be given on particular date under rule 47 of the Rules of Procedure and Conduct of Business in the Orissa Legislative Assembly, the same procedure as is followed in supplying answer to a starred question shall be followed and four copies of the reply shall be sent to the Assembly Secretariat at least one hour before the question hour of the day on which the question is desire to be answered.

IX-4. *Answers to questions in Oriya should be in Oriya* – Questions in Oriya should be answered in Oriya and those in English be answered in English.

IX-5. Pending questions – (a) Starred questions to which interim replies have been given or where assurance has been given to furnish the reply on a later date, will not lapse even after the prorogation of the Assembly and reply to such questions should be sent to the Secretary, Orissa Legislative Assembly, as soon as possible.

(b) Best possible efforts should be made to give answers to un-starred questions during the session of the close of Assembly. If any question remains unanswered at the session, answers to such question should be furnished to the Assembly Secretariat not later than the 1st day of the session next following. If reply to any question cannot be sent on or before the opening day of the next succeeding session it should not be pursued further and the question will be treated as lapsed.

(c) The Departments of Government shall within a fortnight of the opening day of any session of the Assembly prepare a statement of all lapsed questions and submit it for the information of the Minister-in-charge and the Chief Minister. The statement should contain reasons for not answering the questions.

IX-6. *Recording of files relating to Assembly questions* – Files relating to questions answered, shall be recorded in the administrative department concerned in 'B' proceedings, unless they are of particular interest in which case the Under Secretary's orders shall be taken as to whether they shall be recorded in 'A' proceedings.

IX-7. *Resolution* – (i) A resolution is a specific recommendation addressed to Government in matters of public interest expressed in clear and precise language without any arguments, inferences, ironical expressions or defamatory statements.

(ii)(a) Every resolution is, on receipt, examined in the Legislative Assembly Secretariat which takes the orders of the Speaker on the question of its admissibility under the Rules of Procedure and Conduct of Business in the Orissa Legislative Assembly. If the Speaker decides that the resolution is admissible the Legislative Assembly Secretariat sends a copy of it to the Administrative department. On receipt of the resolution the administrative

department shall forthwith open a separate file and submit it to the Minister-in-charge with suggestion for line of reply and a memorandum for the Council of Ministers.

(b) When the Legislative Assembly Secretariat communicates the result of a resolution, it shall forthwith be noted in the file dealing with the line of reply, and if the resolution has been carried, the orders of the Minister-in-charges shall be obtained as to the action to be taken.

(c) In dealing with amendments to a resolution the procedure indicated above shall be followed as far as practicable within the time available.

(d) All files opened under (a) regarding the line of reply to a resolution shall be recorded in 'A' in the administrative department concerned.

IX-8. (i) Motions for reduction of the amount specified in a demand for a grant proposed in the budget are examined on receipt by the Legislative Assembly Secretariat which takes orders of the Speaker on the question of its admissibility and if it has not been disallowed by the Speaker, sends a copy of it to the Finance Department and also to the administrative department concerned or if the motion concerns more than one department, to all the departments concerned.

(ii) On receipt of the motion the administrative department concerned shall submit the file to the Minister-in-charge of that department with the least possible delay for orders as to the line proposed to be taken in regard to the motion.

(iii) All files relating to motions shall be recorded in 'B' by the Administrative department concerned.

IX-9. *Check of travelling allowance bills* – When in connection with any departmental committee or enquiry, a travelling allowance bill of a Member of the Legislative Assembly is received in the Secretariat for passing, it should, before being passed, be sent to the Legislative Assembly Secretariat for check so that no double payments are made.

IX-10. *Instructions to be observed in dealing with Bills introduced in the Parliament* - The following instructions should be observed in dealing with Bills

introduced in the Parliament on which opinion of the State Government has been invited by the Government of India :-

(a) The persons and bodies to be consulted, The persons and bodies to be consulted, particularly officials should be selected with care by the administrative department so that the body of opinion received will be compact, representative and composed mostly of valuable material.

(b) The reply of the State Government should indicate the main divisions of public opinion and their relative importance; and the opinions selected to accompany the reply should contain only one or two opinions representative of each division and any isolated opinion which appear to be specifically valuable.

(c) None of the opinions elicited should be transmitted to the Government of India unless the State Government concurs in them or they contain matter which is deemed worthy of notice and consideration. In no case, for example should the reply of an officer be forwarded to state that he has no remarks to offer on the subject of the measure while, where a person consulted indicates approval in general terms, the State Government might simply report the fact in its letter without enclosing any copy of the communication to that effect. Where there are a number of opinions substantially to the same effect only one need be sent up to the Government of India, with a remarks that so many other similar opinions have been received. Copies of letters to other Ministers of the Government of India which are referred to should accompany the forwarding letter.

(d) Bills circulated by the Government of India for eliciting public opinion thereon should be invariably republished in the official Gazette by the Law Department with the following added as a separate paragraph:-

“Any person or public body desiring to submit an opinion on the Bill should do so through the State Government in the(name of the administrative department) by (date to be mentioned). Any opinion submitted to the Parliament Secretariat or to any other Ministry of the Government of India will not be accepted.

IX-11. Instructions in dealing with Bills relating to Central subjects – The above instructions will apply also to Bills relating to subjects administered by the Central Services such as Income-tax, Sea Customs of Post Offices. But in

these cases the State Government are concerned more with the broad administrative and political aspects of the Bills than with minute investigation into technical administrative details. There will usually be a head of the Central Department concerned stationed at the head quarters of the State. Each Bill should be referred to this officer after opinions have been received and his advice sought on the following two matters and on any others which may suggest themselves:-

(a) the points of administrative technique which are of sufficient importance to be included and commented upon in the reply of the State Government; and

(b) the selection of opinions which in his view are most likely to be of assistance to the Government of India.

IX-12. *Outside opinion on Bills to be elicited with discretion-* It is in all instances for consideration whether outside opinion should be elicited, who precisely should be addressed and whether the reference can be closely defined or left general in form. References are not infrequently made to persons who can obviously give no opinion of any value whatsoever.

SECTION II

PROPOSALS FOR LEGISLATION

IX-13. Except as otherwise provided by rule 17 the Law Department is not in respect of legislation, an originating or initiating Department and its proper function is to put into technical shape, the projects of legislation of which the policy has been approved, and every proposal to initiate legislation shall be considered in, and if necessary transferred to, the department to which the subject matter of the legislation relates and the necessity for legislation and all matters of substance to be embodied in the Bill shall be discussed and, subject to the provisions of rule 8 of the Orissa Government Rules of Business made under Article 166 of the Constitution settled in such department.

IX-14. Proposal to initiate legislation shall be treated as a case and shall be disposed of accordingly:

Provided that the case shall not be submitted to the Council of Ministers until the department concerned has consulted the Law department as to –

- (i) the expediency of the proposed legislation from a legal point of view;
- (ii) the competence of the State Legislature to enact the measure proposed;
- (iii) the requirements of the Constitution as to obtaining the previous sanction of the President thereto;
- (iv) the consistency of the proposed measure with the provisions of the Constitution, and in particular those relating to the fundamental rights.

IX-15. (1) If legislation is decided upon by the Minister-in-charge the department will, if it involves expenditure from the Consolidated Fund of the State prepare in consultation with the Finance Department, a Financial Statement. After the Financial Statement is prepared, the administrative department shall prepare a self-contained summary setting out the facts of the case and the legislative measures proposed and send the same to the Law (Legislative) Department for its comments, if any, before submission to the Council for approval.

(2) The summary so sent shall be revised wherever necessary in the Law Department and returned to the concerned administrative department who shall there submit the same to the Council for consideration.

(3) After the approval of the Council is obtained for any legislative proposal, the department initiating the same shall prepare an office memorandum indicating with sufficient precision the line on which it has been decided to legislate and request the Law Department in the Legislative Section to take steps for drafting the Bill with a view to its introduction in the Legislative Assembly. The summary of the Legislative proposals to the Cabinet is no substitute for the précis instructions required in the memorandum as the former would be more general in character while the latter should be given in greater detail dealing with each of the Legislative proposals and acquainting the Law Department with so much of the background of what is proposed as is relevant.

(4) The Law Department will comply with the request and after preparing a draft Bill in consultation with the Advocate-General, if necessary, shall get the approval of the minister for Law for the same and send the draft Bill to the initiating department. The said department will then submit the draft Bill to Government for final approval and after such approval it shall attach to the Bill a Statement of Objects and Reasons relating thereto which will be signed by the Minister-in-charge of the said Bill. The originating department shall take necessary action so that every Bill to be taken up in the next session of the Legislature is approved by the Council of Ministers and sent to the Law Department for drafting the Bill at least 15 days before the date of commencement of the session.

(5) If any provisions in the tentative Bill are so modified by the originating department as to involve expenditure from the Consolidate Fund of the State, the said department shall prepare or revise, as the case may be in consultation with the Finance Department the financial Statement. The procedure described in paragraph (4) shall then apply to such Bill.

IX-16. (1) Whenever a Bill falls within any of the categories requiring the previous recommendation of the Governor or the sanction of the President, the department in charge of the Bill shall obtain such recommendation or previous sanction, as the case may be as per the advice given in this behalf by the Law Department. After it is obtained it shall be communicated in writing to the Secretary to the Assembly by the Minister-in-charge along with the copy of the Bill in the following form:-

The President/the Governor having been informed of the proposed Bill, the President accords his previous sanction to the introduction of the Bill/the Governor recommends the introduction of the Bill/or recommends to the House the consideration of the Bill.

A copy of the communication is also endorsed to the Law Department.

(2) When all the foregoing formalities are completed the Bill together with its memoranda and annexure (contents of the Bill and copy of the provisions sought to be amended) shall be sent to the Law Department who shall send the same to the Government Press for printing. After the proofs are

obtained from the Press the Bill shall be scrutinised in the Legislative section and then be sent to the Assembly Secretary.

(3) The Bill from that moment passes to the control of the House and it will be the responsibility of the Assembly Secretariat to get fair copies of the Bill printed and distributed to the members and to take all further steps in connection therewith.

IX-17. (1) Measures designed solely to codify and consolidate existing enactments and legislation of a formal character such as repealing and amending Bills may be initiated in the Law Department:

Provided that the Law Department shall send a copy of the draft Bill together with the Statement of Objects and Reasons to the department which is concerned with the subject matter for consideration as an administrative measure and shall also if the Bill deals with an Act of Parliament send a copy to the Central Government.

(2) The department to which a copy of the Bill is sent shall forthwith make such enquiries as it thinks fit and shall send to the Law Department, its opinion thereon together with a copy of every communication received by it on the subject.

(3) Thereupon the Law Department shall submit the Bill to the Council of Ministers for orders and if the Council so directs, take steps for its introduction in the Legislative Assembly as the case may be.

IX-18. A copy of every Bill introduced in the State Legislature shall immediately after its introduction be forwarded by the Secretary of the Legislative Assembly to the Governor, the Chief Minister, the administrative department concerned and the Law Department as well as to the Central Government for information.

IX-19. (1) Whenever a non-official member of the State Legislature gives notice of intention to move for leave to introduce a Bill, the Secretary to the Legislature shall forward a copy of the Bill to the Law Department. He shall also forthwith send a copy of the Bill and the Statement of Objects and

Reasons for information the Chief Minister and to the department to which the case belongs.

(2) The Bill shall be dealt with as a case by the Law Department in the first instance, where it shall be considered in its technical aspects, such as need for previous sanction of the President and the competence of the State Legislature to enact the measure and then forward with its opinion to the department to which the case belongs.

(3) Every such Bill, a copy of which is received by any department under paragraph (1), shall be circulated, after examination by that department to the Ministers and to the Governor and dealt with, if necessary under the instructions providing for cases affecting more than one department.

(4) If any provisions of such Bill involve expenditure from the Consolidated Fund of the State, the department shall, before it is circulated, prepare in consultation with the Finance Department, the Financial Statement in respect of the Bill.

IX-20. *Every Bill of the nature referred to in Article 199 of the Constitution shall-*

- (a) if the Bill does not relate to a subject dealt with in the Finance Department, be sent by the Secretary of the department dealing with the subject to which it relates to the Secretary to the Finance Department for his remarks and shall be dealt with in the department dealing with the said subject. Such bill shall thereafter be submitted to the Finance Minister and the Governor;
- (b) if the Bill relates to a subject dealt with in the Finance Department, be submitted to the Finance Minister and the Governor;
- (c) when a Bill is, by the direction of the Legislative Assembly circulated for eliciting opinion thereon, the administrative department concerned should be informed that it should take steps to circulate copies of the Bill to proper quarters and invite the required opinions. The procedure to be followed by the administrative department in such cases is that after the last date fixed by it for receiving such opinions the opinions received in time only should be collected together in a

running stretch with suitable headings as indicated below and forwarded to the Assembly Secretariat, either clearly typed or in proof for the approval of the Speaker before they are finally printed by it for the use of the Members

The.....Bill

(i) Opinion of.....

(ii) Opinion of.....

IX-21. The provisions of rule 19 shall apply as far as may be to amendment of substance recommended by the Select Committee and also to all amendments, notice of which is given by members of the State Legislature for being moved during the consideration of a Bill in that Legislature.

IX-22. In every draft Bill a reference shall be added in the margin of each clause to show whether it is based on any, and if so, on what provisions of the existing law. Such marginal references may be retained during the progress of the Bill through the State Legislature but shall be removed from the copy submitted in the event of the passing of the measure for the assent of the Governor and also from that sent to the Central Government.

IX-23. (1) (a) When a Bill has been passed by the Assembly the Secretary of the Legislative Assembly shall scrutinise the Bill and it is open to the said Secretary to point out to the Speaker the mistakes in the Bill, if any, relating to printing, spelling, punctuation, numbering of sections or clauses or cross references, marginal headings and other similar matters and correct them with the approval of the Speaker. A copy thereof shall then be sent to the Law Department for final checking and making necessary correction of a formal nature.

(b) The Bill, after its return from the Law Department, is printed by the Assembly Secretariat with the superscription. "As passed by the Assembly" and two assent copies on thick paper authenticated by the Speaker are, thereafter, sent by that Secretariat to the Law Department.

(c) On receipt of the authenticated copy of the Bill from the Secretary to the Legislature by the Law Department, the Law Secretary shall give a certificate either that no legal reasons exist why the assent of the Governor to the Bill should not be given, or the same should not be reserved for the consideration of the President. With this certificate the authenticated copies of the Bill, shall be sent to the administrative department whose Secretary shall thereon give the necessary administrative certificate thereto. Then the administrative department shall forward the Bill to the Governor through the Chief Minister for obtaining the assent to the Bill. The certificates together with the Bill passed by the Assembly and all records relating to it shall be submitted through the Minister-in-charge to the Chief Minister who will then obtain the assent of the Governor or advise such other steps to be taken as he may deem proper and appropriate.

(2) Where the Governor directs that the Bill should be reserved for the consideration of the President or returned to the Legislature with a message, necessary action in that behalf shall be taken by the Secretary to the Governor in consultation with the Secretary to the administrative department concerned and the Secretary to Government, Law Department.

(3) After obtaining the assent of the Governor or the President, as the case may be, the administrative department shall send the file along with the assented copies to the Law Department who shall take steps for the publication of the Bill in the Official Gazette as an Act of the Legislature.

IX-24. The provisions of rules 13, 14 and 15 shall, so far as may be, apply in respect of Ordinances promulgated by the Governor under clause (1) of Article 213 of the Constitution of India, subject to the following :-

- (a) After the Ordinance has been approved by the Council of the Ministers, the originating or initiating department shall for with submit the Ordinance through the Chief Minister to the Governor for his signature:

Provided that where under the proviso to clause (1) of the said Article 213 previous instructions of the President are necessary for the promulgation of the Ordinance, the department concerned

shall obtain the same through the Secretary to the Governor and then submit the Ordinance to the Governor as aforesaid.

- (b) On receipt of the copy the Ordinance signed by the Governor, the department shall forward the same to the Law Department for publication.
- (c) After the publication of the Ordinance, the Law department shall forward a copy of the same to the Governor and two copies thereof to the Secretary, Orissa Legislative Assembly, for being laid before the Legislative Assembly as required under clause (2) of Article 213 of the Constitution.
- (d) The department concerned shall send a notice to the Assembly Secretary, signed by the Minister-in-charge, for laying the Ordinance before the Assembly along with required number of copies of the Ordinance.

IX-25. Whenever it is proposed in any department other than the Law Department---

- i) to issue a statutory rule, notification or order; or
- ii) to sanction under a statutory power the issue of any rule, bye-law, notification or order by a subordinate authority; or
- iii) to submit to the Central Government any draft statutory rule, notification or order for issue by the, the draft shall be referred to the Law Department for opinion and for revision where necessary.

IX-26. (1) All administrative departments shall consult the Law Department on-

- (a) the construction of Statutes, Acts, Regulations and Statutory Rules, Orders and Notifications;
- (b) any general legal principles arising out of any case; and
- (c) the institution or withdrawal of any prosecution at the instance of any administrative department, except in cases which are simple and clear and where no point of law is involved.

- (2) Every such reference shall be accompanied by an accurate statement of the facts of the case and the exact point or points on which the advice of the Law Department is desired.

IX-27. Notices in respect of matters intended to be brought before the Assembly duly signed by the Minister concerned and addressed to the Secretary, Orissa Legislative Assembly Secretariat, shall be sent by the department concerned along with the required number of copies of connected papers.

CHAPTER X Accounts

X-1. Accounts Section – The Accounts Section of the Orissa Secretariat is an independent office which is in charge of Registrar, Finance Department, under the direct control of the Finance Secretary. The section deals with all matters connected with cash, stationery, forms and budget for all departments of the Secretariat.

Provided that the departments of Government which have independent accounts sections will continue to have such sections for the present.

X-2. Drawl and disbursement of pay (i) The Accounts Section prepare, the pay bills of the gazetted officers, the Ministers, the Deputy Ministers and their staff and draws the salaries of the office establishments of the Secretariat. The Accountant, after taking a receipt, hands over in lump to the assistant entrusted with disbursement by the Assistant Secretary or Registrar of each of the Secretariat departments, the amount payable to members of those offices together with the portion of the bill relating to that department. The acquaintance is taken on the bill itself which after being duly receipted in the proper column, is returned with the undistbursed amount to the accountant within three days. But on each day the box containing the undisbursed amount should be deposited with the Accountant and taken delivery of on the next day. The Accountant disburses the pay of the Secretariat building establishment, Motor Car Establishment, Stenographers and Personal Assistants and of the establishment of the Ministers and the Deputy Ministers.

(ii) In returning the bills or portions of the bills, as the case may be, to the accountant, the Assistant Secretary or the Registrar of a department must enclose a statement of disbursements in duplicate in the following form which will be supplied by the accountant one copy being returned to the department that made the disbursements after acknowledgement of receipt for the undisbursed amount :-

.....bill for the month of.....
19..... Amount received from the Accountant Rs. nP.

ACCOUNTS

Serial number of the Bill	Amount disbursed	
---------------------------	------------------	--

	Rs.	nP.
--	-----	-----

1.

2.

3.

4.

5.

Total amount disbursed

Un-disbursed balance returned
to the Account.

Received back the un-disbursed
amount as per details given on the
reverse.

Grand total _____ Accountant

Signature of

Assistant Secretary

Registrar

X-3.Preparation of Bills - Pay bills should be sent to the treasury two days before the last working day so as to ensure the pay being issued on the 1st working day of each month. Departments must see that all orders affecting salary bills pertaining to leave, increments, promotion and suspension are communicated to the Accounts Section at the earliest possible date and not later than the 21st of each month. Any change after this date may be communicated to the Accounts Section before the end of the month so that precautions may be taken against overpayment at the time of disbursement. If overpayment is ever made on account of non-receipt of absentee statement in time, the departments will hold themselves responsible for the same. Under Secretary/ Assistant Secretary and the Registrar of the Departments concerned are personally responsible for the observance of this rule. All orders affecting

bills are preserved by the Accountant in an office order Guard file which is consulted before bills are prepared.

X-4. Registers maintained in the Accounts Section – The following registers are maintained by the Accounts Section:-

1. Register of pay, travelling allowance and advance and contingent bills cashed.
2. Rough cash account book.
3. Contingent register (from prescribed in Civil Accounts Code).
4. Cash Book
5. Balance Book
6. Register for tour advances
7. Register for other advances
8. Safe custody register
9. Guard file containing office orders.

X-5. Registration of bills and payments – Before a bill is sent to the treasury for encashment through the treasury sircar, it is numbered and entered in the bill register and treasury sircar's receipt is taken in column 15 of the register. After the bill has been realized the treasury sircar makes over the money to the accountant who signs the bill register in token of having received the money.

The disbursements made are entered in the rough cash account book in the first instance from which the cash book and the balance book are prepared. Tour and other advances drawn are entered in the registers maintained for the purpose.

After the accounts have been closed at the end of the day the undisbursed amount is kept in the office safe of which the key remains with the accountant.

X-6. *Encashing bills or remitting money to the treasury-* (i) for sums below Rs.500 the treasury sircar alone should be employed;

(ii) For sums between Rs.500 and Rs.5, 000 an assistant of the Accounts Section accompanied by the Treasury Sircar should be employed;

(iii) For sums above Rs.5,000 the Accountant accompanied by an assistant and treasury sircar should be employed;

(iv) For sums above Rs.20, 000 special arrangement should be made for escorting money invariably by armed Police from the State Bank to the Secretariat.

X-7. *Custody of valuables, etc.* – All valuables, money, Government Promissory Notes and cheques received in any department are entered in the safe custody register and kept in the custody of the accountant in charge of the cash till they are disposed of. They can be withdrawn from his custody only under the orders of the Under Secretary or Assistant Secretary of the department concerned and after the receiving officer has given a receipt for it in the proper column of the register.

X-8. *Closing of cash transactions--* The cash book and the subsidiary registers (Viz., Contingent register and rough cash account book, balance book and advance registers) shall be closed daily and the cash balance counted and verified every day by the accountant. No cash transaction is allowed after 4 P.M.

X-9. *Examination of accounts—*The Registrar, Finance department passes the contingent register and the cash book daily. The cash with the accountant is counted once a week in the presence of Registrar who examines all books and subsidiary registers maintained under the rules of the Orissa Treasury Code, Vol. I and certifies verification he has made of the agreement of the balance in the cash book with the cash in hand. A list of undisbursed items must be examined by him before certifying on bills that all amounts drawn three months before have either been disbursed or refunded.

X-10. *Security Deposit* – The Cashier or the Assistant-in-charge shall furnish a cash security, the amount of which shall be fixed by the competent authority. In lieu of cash security, either a fidelity bond or personal security or Government Promissory Note may be accepted.

X-11. *Powers of sanction* – Contingencies exceeding Rs.25 in each case are paid on orders passed by the Secretary, Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary and Assistant Secretary of the Department for which they are incurred. All ordinary contingent expenditure not exceeding Rs.25 in each case requires the order of the Registrar.

X-12. *Tour contingencies* – Tour contingencies are paid out of an advance either made by the accountant or drawn direct from the local treasury under the orders of the gazetted officer of the department concerned, subject to final adjustment by the Accountant-General, Orissa. The amount of the advance should always be justified by details. Attention is drawn to Orissa General Financial Rules Article 262.

X-13. *Necessity for early adjustment of tour and other advances* – Advances must be adjusted at the earliest possible moment. If travelling expenses have been met from a tour advance, details for travelling allowance bills to be prepared should be supplied to the accountant not later than one week from the date of return to headquarters. Bills shall be prepared by the Accounts Section within the next 7 days and adjustments made. From the travelling allowance so drawn the person receiving the advance shall forthwith make the necessary refund to the accountant. Bills for contingent expenditure incurred against an advance shall be sent to the accountant for check and adjustment along with the tour particulars. A second advance is not permissible when accounts have not been given of the first.

X-14. *Annual Income-tax Returns* – The accounts section is responsible for the proper accounting of all receipts of the Civil Secretariat employees under section 16 of the Indian Income-tax Act, 1922, for transmission to the Income-tax Officer, Salaries Circle, Puri within 30 days of the close of each year.

X-15. *Repairs to bicycles* – Each department in the Secretariat should maintain a register showing details of repairs of and the expenditure incurred on, each bicycle in its use. The accountant will enter the amounts of all vouchers for cycle repairs in a separate column of the contingent registers relating to the several departments. Peons must not be allowed to take passengers on their bicycles. The normal annual monetary limit for repairs of each cycle is Rs.20.

X-16. *Stock registers* – Each department in the Secretariat should maintain separate registers showing details of the cost of purchase and repairs in respect of each type-writer, expenditure on purchase and repairs of furniture, receipt and expenditure of service stamps and stationery. These registers should be sent to the Finance department (Accounts Branch) for inspection by the 15th May every year.

X-17. *Application for leave and increment* – All the applications for leave and increment from ministerial officers and class IV officers of the Secretariat are sent to the Accounts section for report, and all orders sanctioning leave and increment are communicated to it.

X-18. *Verification of service* – All statements of services of any officer prepared at the time of his retirement shall, if the pay of the officer is disbursed by the Accounts Section, be sent to the latter for verification. It is the duty of the Accounts section to verify such statement with the least avoidable delay.

X-19. *Preparation of Secretariat and Ministers budget* – The Accounts Section shall prepare the Secretariat and Ministers budget and submit it to the Finance department in the first week of September.

X-20. *Assistants, Peons and other staff not permitted to Accountant's Room* – Assistants, Peons, and other staff are prohibited from entering the accountant's room on any business whatsoever without the permission of the Registrar in –charge of the Accounts Section, and all money and requisitions must be received at the payment counter. The persons receiving payment at the counter will stand in queue.

X-21. *Service Books and their maintenance* – The Service Books of the establishments are kept in the respective departments, and must be kept up to date by the officers of the departments concerned.

For the purposes of a report to the Accountant-General, Orissa, the Registrars of the various departments, and the Under Secretaries and Assistant Secretaries where there are no Registrars are required to send a certificate to reach the Accounts Section on or before the 15th May, that all service books of the establishments of their departments have been brought up to date. The pay of any officer, whose service book is in arrears on the 15th June, will be withheld for that month until the book is complete to date.

X-22. *Preservation and destruction of records* – The destruction of accounts records will be regulated by the rules prescribed by Government from time to time.

All accounts records pertaining to the Accounts Sections should be preserved in the Accounts Section.

CHAPTER XI

Secretariat Library

XI-1. Charge of the Library - The Secretariat Library is under the executive control of the Home Department but the services of the staff of the library are common to the entire secretariat. The library shall be open from 9 A.M. to 6 P.M. on all working days. The keys shall be kept in the charge of the librarian. A duplicate set of keys shall be kept by the Registrar or Assistant Secretary of the Home Department for use in emergencies.

XI-2. Use of the Library- The library is intended mainly for the use of the Secretariat and offices attached to it. It may also be used by heads of departments and special officer's attached to the Secretariat whose requisitions will be sent through the Registrar or Assistant Secretary, Home Department.

XI-3. Admittance to the Library – Assistants of the Secretariat and attached offices may consult books in the library with the permission of the librarian.

XI-4. Supply of books to the Library – The main source of the supply of books to the library is by contributions from the various departments which receive books, etc., from other State Governments by exchange, and by purchase made from the library fund. The periodical catalogues of second hand books for sale, issued in Calcutta and elsewhere, and such other catalogues as he may receive shall be examined by the librarian who will bring to the notice of the Home Department such publications as he thinks might be useful for the library.

XI-5. Treatment of books – All books received in the library shall be stamped with receipt stamp to show the date of receipt, serial number and the rack and shelf in which they are kept. The impression shall be made on the title page and on every hundredth page and the books shall bear, on the top of the front outside cover, the following label :-

“ORISSA SECRETARIAT LIBRARY COPY

TO BE RETURNED WITHIN A FORTNIGHT”

In the case of the reference books, however, the following label shall be used :-

**“ORISSA SECRETARIAT LIBRARY COPY
TO BE RETURNED WITHIN THREE DAYS”**

XI-6. Classification of books- Books are classified under the following heads with necessary sub-classes under each:-

- I. Agriculture and Horticulture;
- II. Anthropology;
- III. Archaeology;
- IV. Budget Estimates and Appropriation Accounts;
- V. Civil List;
- VI. Codes and General Acts;
- VII. Dictionaries, Encyclopaedias and General Knowledge;
- VIII. Economics and Public Finance;
- IX. Education;
- X. Forest and Forestry Abstracts;
- XI. Gazette and Gazetteers;
- XII. Geography and Maps;
- XIII. Health;
- XIV. History;
- XV. Industries and Commerce;
- XVI. Journals and Magazines;
- XVII. Language and Literature;
- XVIII. Manuals and other Books of Reference;

- XIX. Mines and Minerals;
- XX. Miscellaneous;
- XXI. Parliamentary and Legislative Assembly Papers;
- XXII. Periodical Reports of the Government of Orissa;
- XXIII. Periodical Reports of the Government of India and other State Governments of the Indian Union;
- XXIV. Politics and Public Administration;
- XXV. Reports;
- XXVI. Rules and Orders;
- XXVII. Statistics;
- XXVIII. Survey and Settlement papers;
- XXIX. Sanskrit and books of other Indian languages;
- XXX. Scientific Books;

XI-7. *Procedure in sending books to the library* – The library should not be used as a repository for useless or surplus copies of books. A certificate signed by the head assistant should accompany books sent to the library: stating that they are useful for reference purposes and that their deposit has been authorised by the Under Secretary or the head of the department concerned.

XI-8. *Periodicals to be kept in the library* – Each department should prepare a list of such periodicals and journals relating to subjects dealt with by it as it may deem desirable to keep in the library for reference purposes and should arrange for their regular supply and also for the supply, on the requisition of the librarian, of any missing copies. Old copies of other periodicals should not be sent to the library.

XI-9. *Cataloguing* – A general catalogue is maintained in which each book in the library is entered alphabetically according to its subject, under the

appropriate head and sub-head. On each volume a label showing its class and class number, is pasted. Before any book is entered in the library catalogue, the librarian shall examine it and shall make a note in the remarks column of the register of books received against such books as appear unsuitable for the library. The Under Secretary, Home Department, shall decide, in consultation with the department from which the books have been received, whether they should be kept or not.

XI-10. Revision of the catalogue – The library catalogue shall be revised and reprinted every five years. A supplementary catalogue of all books received in the library during a quarter of the year shall, however, be prepared and printed at the end of that quarter. The librarian shall be responsible for keeping the catalogue up-to-date.

XI-11. Circulation of supplementary catalogues issued quarterly- On the first of each quarter, viz., in the months of April, July, October and January, the librarian will submit to the Under Secretary, Home Department, a list of books received during the preceding quarter. The list will be in the following form and will be circulated for the information of the Governor, Ministers, Secretaries and heads of departments.

List of books received during the quarter ending

Date of Receipt	Quarterly serial	Library number	Name of the Book	No. of copies	By whom supplied	Remarks
1	2	3	4	5	6	7

XI-12. Surplus copies of books not to be kept – Not more than one copy of any book will be kept in the library except those for which, in the opinion of an Under Secretary to Government or a head of a department, there is likely to be a great demand. No obsolete editions of books, of which later editions are in the library, will be kept, except in the case of Government publications of which one copy of the obsolete edition will suffice. The librarian will take the orders of

the Under Secretary in the case of books of a specially valuable nature. When more than one copy of a book or report is received direct by the librarian, he will intimate the number of the surplus copies available to the head assistant of the department concerned who will obtain orders of the Under Secretary regarding their distribution.

XI-13. Reference Books not to be lent out – (i) The ministerial staff should consult the books of reference, such as, manuals, codes, year books, directories, dictionaries, encyclopaedias and books belonging to a set or series, in the library itself after signing the register of daily issue of books (form given below) and they must not be allowed to take such book out of the library room. If a gazetted officer requires any of these books whether for himself or for his higher officer, it will be issued to him by the librarian on receipt of a requisition signed by that officer himself. The book should, in that case be returned to the library within three days.

Books, other than reference books, will be lent out to all assistants and other officers of the Secretariat and heads of departments under proper requisition. No one will be allowed to take more than two copies at a time. The period of loan of books, other than reference books, shall be fourteen days. In case of any special demand, the books taken on loan may be asked for return. No further book shall be lent out to one who has not returned any book lent out to him within the prescribed period. Rare books will not be issued out of the library but, in special circumstances, if they are required, they can be issued only with the sanction of the Secretary, Home Department.

(ii) A register of books issued daily to the staff for consultation in the library itself shall be maintained in the following form, entries being made as each book is issued or received back and date of issue of books written in red ink across the page of the register at the beginning of each day:

Time of Issue	Title of the publication	Name of the borrower	Signature of the borrower in token of receipt	Time of return & signature of borrower on return.
1	2	3	4	5

XI-14. Register of books received – Register of books, reports, etc., received in the library, shall be maintained in the following form:-

Serial No.	Date of receipt	Title of publication	Price	No. of copies received	From whom receive	How disposed of	Library Number		Remarks.
							Head	No.	
1	2	3	4	5	6	7	8	9	10

XI-15. Register books issued – A register of books, reports, etc., issued from the library shall be kept in the following form, entries being made in it as each book is issued:-

Date of Issue	Serial No.	Title of book	Library Number		To whom issued		Reminders issued.		Date of return
			Head	No.	Name	Deptt.	No.	Date	
1	2	3	4	5	6	7	8		9

XI-16. *By whom the requisition is to be signed* – The signature of Registrar or head assistant on a requisition will be sufficient, but, in the case of specially valuable books, the librarian shall take the orders of the Under Secretary, Home Department. A receipt will be taken on the requisition slip for the books issued in the following form:-

ORISSA SECDETARIAT LIBRARY

Head..... Serial No.....

Please supply the under mentioned publication

Title of book.

(For each book, a separate requisition is to be used)

Purpose for which required.

(Here note such information as would facilitate the tracing of the book. If to be put up with any file, note file number).

name, in full, of indenting officer.

Department (office).

Signature of head assistant or Registrar

Date.....

LIBRARIAN'S MEMO.

Issue No.....

Date.....

The book is sent herewith. Please acknowledge receipt below.

Librarian

RECEIPT

Received by me.

Signature and date.

XI-17. *Disposal of requisition slips* – Requisition slips shall be kept in the place of the books removed and shall be returned when the books are received back. The date of return shall, at the same time, be entered in column 7 of the issue register against the entry of the book.

XI-18. *Disposal of surplus books* - The librarian shall submit, at the end of each year, a list of the books not fit to be retained in the Secretariat library for orders of the Secretary, Home Department, for their disposal. At the time of submission of the list, the departments concerned should be consulted if they require any book for their library for reference.

XI-19. *Issue of reminders for return of books* – Books shall be returned as soon as done with. Ordinarily no book will be allowed to be kept for more than a fortnight and reminders shall be sent every fortnight for return of the book and if, in spite of the same, it is not returned within two months, the fact shall be reported to the Secretary, Home Department, who will take steps to recover the cost of the book from the pay of the defaulter, in consultation with Finance department. When it is felt that retention of the book is necessary for reference or otherwise in a department, the Secretary of the department will inform the Secretary, Home department, that under special circumstances the book has been retained for more than the prescribed period.

XI-20. *Duties of departments as to care and return of books* - It shall be the duty of the Registrar or Under or Assistant Secretary, as the case may be, to see that books obtained from the library are not unduly detained and that no pins are used for marking references in the library books and they will be held responsible for the return of the books as soon as done with. A register will be maintained in the prescribed form in each department in which will be entered all books obtained from the library and the dates of their receipt and return. The librarian shall communicate to the Registrar or the Under or Assistant Secretary concerned, for entry in the register, the names of books taken direct by Secretaries, Under Secretaries, or Special Officers. The register shall be submitted to the Registrar or to the Under Secretary where there is no Registrar, every Monday, for his inspection.

XI-21. *Responsibility for damage to books* - Department, office, or officer concerned shall be responsible respectively for any damage done to books

issued to it or him, and for their restoration in case of loss. In case of loss of a single book from a whole set, the cost of the entire set shall be recovered from the concerned person, or department, or office, as the case may be.

XI-22. Report of breach of rules – The librarian shall report to the Registrar of the Home department, any infringement of these rules. The Registrar will bring, to the notice of the Under Secretary, Home Department, cases of such infringement when they are of a serious or special nature.

XI-23. Inspection of library - The librarian shall make a thorough inspection of the library every quarter and submit his inspection note to the Registrar of the Home department together with a statement, in the form of the issue register, showing the unreturned books which were issued more than three months before the date of inspection. Necessary extracts from this statement will be forwarded to the respective departments as a consolidated quarterly reminder for the return of the books due.

The library shall also be inspected, once in six months, by the Registrar / Assistant Secretary/ Under Secretary of the Home Department.

XI-24. Librarian responsible for loss of books – The librarian shall be held responsible for the loss of books in the library. He shall report promptly the loss of any book. He shall also be held responsible for the books which are not accounted for.

XI-25. Preservation of newspapers - No newspapers will be preserved in the library. No confidential manual, report or, other publication will be kept in the Secretariat library. Confidential publications will remain in the custody of the departments concerned.

XI-26. Correction of manuals, etc. –(i) The librarian shall be responsible for the correction of manuals, codes and other books of reference in the Secretariat library. For this purpose, he will ensure receipt of correction slips from the Superintendent, Government Press.

- (iii) The work of correction will be done regularly as soon as the addenda and corrigenda to the manuals are received, by pasting the correction slips in them. The pasting clerk

attached to the Secretariat library shall be responsible for these corrections. Notes of correction made in each book will be entered in the following form:-

Notes of correction pasted-

1. Number of list;
2. Number of slip;
3. Date of issue;
4. By whom correction made;
5. Initials;
6. Date;
7. Remarks.

This will be pasted within the cover of the book unless the form is already printed in the book. Each entry will be initialled by the librarian. A register in the following form will also be kept to show the progress on correction work, a page being given for each manual or book of reference;

Name of Manual.....

Correction slip		Date of receipt	Date of pasting in-		
No.	Date		Secretary's copy	Under Secretary's copy	Office copies
1	2	3	4	5	6

(iii) (a) Books of reference of the various officers and in the departmental library shall also be kept up to date in the manner indicated in sub-clause (ii) above by the assistants, etc., as detailed below:-

- 1) For the Ministers. By their personal assistants
- 2) For Secretaries and other officers of the Secretariat. By their respective Stenographers (See also rule 8) (j)(ii), Chapter I)
- 3) For Registrars, Head Assistants and the departmental library. By a Lower Division Assistant of the department specially selected for this work', under the supervision of the Upper Division Assistant in charge of the departmental library.

(b) To ensure the pasting of correction slips in the departmental codes and manuals at regular intervals, a statement of corrections made therein should be prepared every quarter by each department for circulation to all concerned and then a compliance certificate obtained by the Registrar of each departmental library and also from the Personal Assistants to the Ministers and the stenographers of other of officers, that they have pasted all the necessary correction slips in the reference books of their respective officers during the quarter. Failure of this duty may entail withholding of annual increments in the pay of the persons at fault.

CHAPTER XII

Publicity

XII-1. General -- Activities of the State Government are publicised through the Home (P.R.) Department by means of press notes, communiqués, publication of periodicals and exhibitions, etc. The departments of Government should supply information to the Home (P.R.) Department on their activities for their publicity.

XII-2. Co-ordination of publicity activities –(a) Publicity activities of the Government in the various department shall be co-ordinated by the Home (P.R.) Department. Press notes, press communiqués and news items regarding the activities of all the department should be sent to Home (P.R.) Department for publication in news papers. Only the Supply Department may send its press notes, press communiqués and news items direct to the Press for publication in urgent and immediate cases where there is no time to send them through the Home (P.R.) Department.

(b) The Home (P.R.) Department should publish the Government of India's press notes in the local newspapers. The departments of Government should supply copies of such press notes, as they consider necessary for publication in local newspapers, to the Home (P.R.) Department immediately on receipt from the Government of India.

XII-3. Advertisement – Advertisements and notices of all departments meant for publication in the newspapers should route through the Home (P.R.) Department. The departments, while sending their advertisements and notices to the Home (P.R.) Department, should indicate the number of times these should come out in the news papers. The Home (P.R.) Department will arrange for the publication of these advertisements and notices in such of the approved newspapers as it considers suitable for the purpose. Bills for the publication of advertisements and notices, when received from the presses, should be scrutinised by the Home (P.R.) Department and sent to the department concerned for payment.

XII-4. Publication of Periodicals – (a) The Home (P.R.) Department brings out monthly magazines, such as, Orissa Review and Utkal Prasanga, publishing therein the activities of Government in various spheres. The

departments of Government should furnish materials in respect of their activities for publication in the said periodicals. The Home (P.R.) Department should bring out different publicity literature whenever required and supply materials for various Government of India publications.

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- (b) The Home (P.R.) Department should publish a monthly summary of principal activities of the Government of Orissa. The departments of Government should send reports on their monthly activities to reach the said department by the 10th of the succeeding month.

XII-5. Broadcast in All-India Radio –The Home (P.R.) Department should arrange for broadcasting the activities of the State Government in

various spheres in the Cuttack Station of the All-India Radio through the officers of the departments. The matter of the talk should be scrutinised by the Home (P.R.) Department before it is broadcast.

XII-6. *Publicity through exhibitions and cinema shows* – The Home (P.R.) Department may publicise the activities of the State as well as Central Government through exhibitions, cinema shows, songs and dramas.

XII-7. *Film production*—The Home(P.R.) Department may produce documentary films on the developmental activities of the State Government and news reels. It may also produce reels on important functions and events of the State and arrange for their inclusion in Government of India news reels.

XII-8. *Photographic Section* -- The Home (P.R.) Department may utilise its Photographic Section for producing photographs of important functions and events for Government publications, Orissa Review and Utkala Prasanga, and other newspapers.

XII-9. *Tourist Information Bureau* – The Tourist Information Bureau of the department should help the tourists, educationists and historians of India and outside who come to visit places of interest in the State, by providing them with facilities of transportation, boarding, lodging and guides.

XII-10. *Translation and scrutiny of newspapers* – The Home (P.R.) Department should undertake the translation of books and papers received from different departments of Government. They, however, need not undertake the translation of acts, rule, codes, manuals, etc., which is the subject matter of Law Department.

XII-11. It should be the duty of the Home (P.R.) Department to—

- (a) scrutinise all the newspapers in the State and outside of important events concerning the State;
- (b) forward relevant extracts of important news items with English renderings, wherever necessary, to the departments of Government concerned;
- (c) to publish contradictions to incorrect news items or misstatements on any matter concerning the State on receipt of information and materials from the concerned department;

- (d) prepare fortnightly, monthly and annual reports on the newspapers and periodicals published in the State; and
- (e) manage and control the reading rooms (information centres) with libraries attached.

XII-12. *Community Listening Scheme* -- The community listening centres, organised in some of the urban as well as rural areas, are under the management of the Home (P.R.) Department. Each centre is provided with a radio set for community listening. All matters relating to the placing of indents, distribution, installation and maintenance of the radio sets should be controlled by the Home (P.R.) Department.

XII-13. *Books and periodicals* – The Home (P.R.) Department should control the expenditure relating to the purchase and supply of books of reference and periodicals for the Departments of Government. Such books and periodicals are to be purchased out of the allotment placed at its disposal for the purpose. The Public Relations Officer will be the drawing and disbursing officer in respect of the purchase of these books and periodicals and will arrange payment of the bills received on this behalf.

XII-14. *Press Conference* – The Home (P.R.) Department should arrange press conferences on special occasions, such as, at the time of the visit of high dignitaries, or when so desired by Government. Necessary invitations should be issued by it to the editors of the newspapers and press representatives on such occasions.

XII-15. *Accreditation of Press Representatives* – The Home (P.R.) Department should maintain a list of accredited press representatives. Whenever the departments of Government feel it necessary to invite press representatives to any function, they should consult the Home (P.R.) Department in the matter.

XII-16. *Celebration of Republic Day, etc.* – It is the duty of the Home (P.R.) Department to organise and celebrate the Republic Day, the Independence Day, days on other memorable events, as well as observance of national weeks on various occasions decided by Government from time to time.

CHAPTER XIII

Reference to the Public Service Commission

XIII-1. *General*—The Orissa Public Service Commission shall be consulted on all matters provided under Article 320(3) of the Constitution of India at the earliest opportunity. Under the proviso to the said Article 320(3), the Governor of Orissa has made the Orissa Public Service Commission (Limitation of Functions) Regulations (Appendix IX) which specify the cases where consultation with the Commission is not necessary.

XIII-2. *Authority empowered to make references to the Public Service Commission* – All such references to the Commission shall only be made by the administrative departments shall not send their recommendations direct departments of Government concerned. Heads of to the Commission; their recommendations shall pass through the appropriate department of Government.

XIII-3. *Papers to be sent* – All references to the Commission shall be made by an official letter addressed to the Secretary to the Commission accompanied by all relevant papers or copies of papers including confidential character rolls where necessary. No Secretariat file containing notes and minutes shall form part of the records sent to the Commission. The Commission may, at any time, call for any further record other than Secretariat notes and minutes which may be necessary to enable the Commission to dispose of the reference made to it and the department of Government concerned shall supply them.

XIII-4. *Recommendations by the Heads of Departments* – In cases where recommendations of heads of departments are required to be communicated to the Commission, they should pass through the appropriate department of Government and the recommendations should be forwarded to the Commission as they stand and, ordinarily, without any comment by Government.

XIII-5. *Recommendations of the Commission* – (a) When the Commission has come to a conclusion it shall communicate its recommendations to the department which made the reference, in an official letter from the Secretary to the Commission which shall be treated as authentic.

(b) When the department concerned has received the recommendations of the Commission and has arrived at its own

conclusions as to the orders which should be issued, it shall, before issuing the orders, in case where any general principle arises which is likely to affect Government servants under any other department, consult the Political and Services Department and also such other department or departments as may be concerned. All subsequent transactions will be carried out by the originating department.

- (c) When it is proposed not to accept the advice of the Commission for reasons not before the Commission when its recommendation was made, the department concerned will refer the case back to the Commission for its further opinion.
- (d) The Commission shall be acquainted by the administrative department concerned with the action taken on its recommendations in all cases which have been referred to the Commission. Ordinarily, an endorsement forwarding copies of the communication in which the orders of Government conveyed will suffice.
- (e) Whenever an appointment, promotions or transfer from one service to another, or any other order which, but for the Orissa Public Service Commission (Limitation of Functions) Regulations (Appendix IX), would require a reference to the Commission, is made by the Government without reference to the Commission, a copy of such order or notifications shall be sent to the Commission indicating therein under which of the above regulations consultation was not necessary. Ordinarily, an endorsement forwarding a copy of the order or notification to the Secretary to the Commission will suffice.
- (f) The Commission may be required to furnish a panel of nomination for filling casual vacancies by promotion in any service specified for the purpose by Government. The list of such nomination shall remain valid for a period of one year from the date of recommendation by the Public Service Commission and after one year the list may be revised.

XIII-6. *Consultation by the Commission with other authorities* – (a) Heads of Departments will not, ordinarily, sit with the Commission in cases of selection of candidates for appointment by promotion when recommendations have already been made by them. Should, however, the Commission wish to get any point arising out of the records clarified, it can do so by correspondence or personal discussion with the head of department concerned without asking him to sit with it when actual selection is made.

(b) In case of appointment by direct recruitment, Government may depute either the head of department concerned or any other representative to be present at the interview. The Commission may also suggest this to Government. In case of selection of candidates for technical and specialised posts, it shall be open to the Commission, if it considers necessary, to move the administrative department with alternative names to secure the services of an expert from outside or inside the State having technical and specialised knowledge. The Government shall then take steps to secure the services of the expert who is considered best suited for the purpose. The expert so nominated by Government to assist the Commissions shall only be present in an advisory capacity and shall not be responsible for the decision or recommendation of the Commission.

XIII-7. *Treatment of applications addressed to the Commission* – When an application for a post or service addressed to the Secretary to the Commission is received by a head of department from a candidate subordinate to him, he should, unless it is considered to withhold the application, forward, with the application, the candidate's confidential records with his remarks on any circumstances known to him bearing on the suitability of the candidate for the post for which he has applied. The application should pass through the appropriate department of Government in case the candidate holds a post or service to which appointment is made by Government. If any such application is received by a department of Government from a candidate subordinate to that department, the Secretary to Government in that department should, unless it is considered to withhold the application, forward the same expeditiously together with the confidential records and such remarks as may be necessary so as to reach the Public Service Commission before the prescribed date.

XIII-8. *Care to be taken* – Care should be taken that a reference to the Commission, while containing a full statement of facts relevant to a case, does not give an indication of Government's views in the subject. Where however, it is necessary to give an indication of the views of Government, these views should be stated in a tentative manner and Government should not be finally committed to them.

XIII-9. *Memorials* – Unless otherwise specified memorial by any officer serving under the control of the State Government shall not be addressed to the Commission but must conform to the instructions issued by Government in the mater. Memorials addressed to the commission and received by Government for transmission to the Commission will be returned to the memorialist through the head of the department concerned. Similarly, such memorials received by the Commission direct shall be returned by the Commission the memorialist through proper channel.

XIII-10. *Protection to old entrants* – If any transferred officer of the ex-Madras or Ex-Bihar & Orissa, who has elected to revert, makes a representation to the Government of Orissa that his conditions of service, while serving in or in connection with the affairs of the State of Orissa are less favorable than the conditions to which he is entitled under the rules made by the Governor-General in Council in this behalf issued with notification No.F.54/35-G(3)2, dated the 15th September 1936, the appropriate department of Government, before passing orders on the representation, if the orders proposed are not to allow the representation of the Government servant concerned in full, shall consult the Commission.

CHAPTER XIV

Supervision and Inspection of Departmental Offices

XIV-1. The purpose of inspection is –

- (i) to find out the state of affairs existing in each department and its branches;
- (ii) to see whether the prescribed procedure and instructions are understood properly and followed intelligently;
- (iii) to find out whether proper attention is being paid to quality of performance by officers and staff during the discharge of their duties; and
- (iv) to test the intrinsic soundness and utility of the procedures and to get reliable data for planning improvements.

XIV-2. Periodicity of Inspections –(a) Inspection by head assistants – The head assistants shall inspect their respective sections once a month and submit their notes of inspection to the Under/ Assistant Secretary. The forms of questionnaire for such monthly inspection by head assistants is given in Appendix X. They shall submit their notes of inspection during the first week of every month along with the monthly arrear lists of pending cases as prescribed under rule 8 (g) (8) of Chapter I.

- (b) *Inspection by Under/Assistant Secretary* – The Under/ Assistant Secretaries of different departments shall inspect the respective branches in their charge twice a year in the last weeks of April and October – in the questionnaire provided in Appendix XI. The half-yearly inspection of the branches directly in charge of Deputy Secretaries shall be conducted by the Deputy Secretaries. The half-yearly inspection notes shall be submitted to the Secretary of the department and shall, simultaneously, be endorsed to the Organisation and Methods division of the Political and Services Department for information. This half-yearly inspection shall also contain a note on the action taken for rectification of the defects found during the previous inspection and the points to which attention the previous inspection and the points to which attention of the

branch of department was drawn by the Organisation and Methods division during scrutiny of the note.

- (c) *Inspection by Deputy Secretary or higher officers* – Every year, in the month of December, the Deputy Secretary, or any officer next higher to the rank of Under Secretary where there is no Deputy Secretary, shall inspect the branches in his charge in the questionnaire, shall inspect the branches in his charge in the questionnaire provided in Appendix XII. The notes on the inspection shall be submitted to the Secretary of the department concerned and the Organization and Methods division of the Political and Services Department for information. During the annual inspection, the important problems faced in the department or branch for improving the quality of business for reducing purposeless correspondence and for expeditious disposal of business shall be specially brought out.

XIV-3. *Inspection of Sections dealing with cash* – The accounts section of a department dealing with cash shall be inspected half-yearly and annually. A separate set of questionnaire has been prescribed for the inspection of sections dealing with cash and accounts which will be found in Appendix XIII.

XIV-4. *Central Organization and Methods Division* – There is a Central Organization and Methods Division under the Political and Services Department to co-ordinate the organization and method activities of all the departments of Government. The aims and objects of this division are to devise ways and means for expeditious and efficient disposal of business in all the departments of Government and for improving the quality of work. The activities of the different departments of Government are co-ordinate through this division in matters of supervision of work of the subordinates, office inspection and issuing instructions from time to time to improve methods for efficient dealing with subjects and disposal of business by studying the problems concerning office procedure. The Organization and Methods division will receive half-yearly and annual inspection notes from different branches of the departments, study them and advise the departments suitably to improve the tone of business by rectification of defects, if any revealed in the course of inspection. It will further have personal contact with the Organization and Methods Officers of different

departments and other officers of the department, if necessary, to advise on the improvement of routine and may check the observance of office procedure with reference to the registers maintained in the departments and other connected papers.

XIV-5. *Organization and Methods Units* – In each department, the Under or Assistant Secretary of the department will be in charge of the Organization and Methods unit of the department. The officer in charge of the Organization and Methods units will see to the speedy and efficient disposal of business of the department and observance of rules and procedure for conduct of business. He will be the co-coordinating officer between the Organization and Methods division of the Political & Services Department and the department to which he belongs. He is free to bring, to the notice of the Secretary or other superior officer of the department, any difficulties faced in matters of working of the department. He will also bring, to the notice of all the branches of the department the instructions issued by the Organisation and Methods division of the Political and Services Department from time to time.

XIV-6. Annual return of inspections made – The Organization and Methods units in the various departments will render to the Central Organization and Methods division an annual return, by the 15th January every year, showing the number of inspections made during the preceding year.

Statement showing the number of inspections carried out in thedepartment during the year.....

Serial No.	Name of Section	Date of inspection	Whether annual, half-yearly, or monthly	By whom conducted	Remarks
1	2	3	4	5	6

CHAPTER XV

Secretariat buildings and their conservancy

XV-1. Charge of buildings – The Political and Services Department is in charge of the Secretariat buildings and their conservancy. The duty of allocating rooms in the Secretariat buildings for temporary or permanent occupation by departments' vests in the Chief Secretary and no portion of the Secretariat buildings may be occupied without his permission.

XV-2. Accommodation – The Political and Services Department shall be addressed if any accommodation is required or relinquished, or if any structural repairs or alterations or additions to the buildings are considered necessary by the department concerned.

XV-3. Repairs and improvements – All improvements and repairs to the buildings and all permanent fixtures to them are undertaken by the Public Works Department under the instruction of the Political and Services Department and all correspondence on the subject are carried on by the Political and Services Department with that department.

XV-4. Countersignature of estimates – The Political and Services Department may requisition for items of petty repairs not exceeding Rs.25 each and of items of petty constructions not exceeding Rs.250 each after taking Chief Secretary's general approval in the latter case as to the necessity for the work and the outline of improvement.

XV-5. Care-taker and his duties – The Care-taker of the Secretariat works under the direct supervision of the Political and Services Department. He is assisted in his work by assistant care-taker, conservancy staff consisting of sweepers, farashes, Malis and other contingent menials. The duties of the care-taker are—

- (i) to see that the Secretariat buildings and the compounds are kept clean and in order;
- (ii) to see that the articles of furniture, permanent fixtures, etc., in each room are dusted and kept clean every day;

NOTE- The departments occupying the rooms shall arrange to have the rooms under them opened every morning to allow the care-taker's men to clean and dust the rooms and the articles of furniture contained therein in presence of the persons appointed for the purpose.

- (iii) to see that an adequate supply of drinking water is provided;

- (iv) to see that the garden in the compound of the washed and disinfected properly;
- (v) to see that the garden in the compound of the Secretariat is properly maintained;
- (vi) to see that suitable arrangements are made for the meetings and conferences when they are held in the Secretariat conference rooms;
- (vii) to see that the conservancy staff, watermen, malis and the coolies are suitably employed;
- (viii) to be responsible for the despatch and receipt of daily dak bags from Cuttack to Bhubaneswar and from Bhubaneswar to Cuttack tack.

NOTE- Each department should hand over the daks to the care-taker not later than 5 P.M. The daks from Puri will be handed over to the departments in the morning.

- (ix) to be responsible for the winding of the clocks in the Secretariat buildings;
- (x) to see that the electric lights, fans and call bells in the rooms of the Ministers and Deputy Ministers and of officers are in order ; and
- (xi) to maintain a stock register in the prescribed form for the articles of old furniture in the store room and the furniture in the reserve stock and to get it periodically checked by the officer authorised for such a check.

XV-6. Precautions against fire— (i) Before closing the office everyday, the chaukidar/peon in each department shall go round and visit each room of the department to which he belongs and shall see that no lights are burning therein and that the switches of the electric lights and fans are turned off. The peons who attend on officers in the office should attend to this duty so far the officers' rooms are concerned.

- (ii) None but safety matches shall be used in office.
- (iii) The sealing of papers shall always be done under the direct supervision of a responsible assistant who will see that due care is taken.
- (iv) No naked lights shall be used in the office. All candles or wicks shall be protected by glass.

- (v) Waste papers shall not be allowed to accumulate in office. Every morning, the waste papers of the previous day shall be collected and stored in the waste paper room.
- (vi) Smoking in record rooms shall be strictly prohibited.
- (vii) Fire buckets shall be kept always filled with water. The buckets shall be washed well and refilled once in every three days.
Half a-dozen fire buckets shall also be kept filled with sand.
- (viii) Minimax fire extinguishers are also fixed to the walls in convenient places in the Secretariat. These shall be used in the event of outbreak of fire. The peons in each office shall be instructed in the use of the extinguishers.
- (ix) The record keeper, so far as the Secretariat record room is concerned, and the care-taker for other parts of the Secretariat are required to see that the minimax extinguishers are not empty and they are always kept ready for use.

XV-7. Conservancy staff and their recruitment – The conservancy staff consists of farashes, sweepers, watermen and mulias. The mulias are paid from Secretariat contingencies at the rate or rate prescribed from time to time.

The care-taker shall maintain a register in which he shall record his annual remarks regarding the work and conduct of these menials and which shall be put up to the Under/ Assistant Secretary, Political and Services Department in January every year for his inspection. Vacancies in the posts of peons in the various departments of the Secretariat may be filled by the promotion of some of these menials if they are found otherwise suitable.

XV-8. Use of electric lights and fans – Particular care should be taken in the use of lights and fans and they should be used only when it is absolutely necessary. Whenever an officer or a member of the staff, for whom lights and fans are provided, leaves his seat, fans and lights shall be switched off.

XV-9. Besides the telephones in the offices of all Gazetted Officers and of some Head Assistants, there is a general telephone installed in the Secretariat for the use of the staff working in various departments. A peon is in charge of this telephone. Full use should be made of this means of

communication which reduces formal references to other departments and attached offices.

XV-10. Secretariat Canteen-- There are canteens in the Secretariat for providing refreshments to the employees working in the Secretariat. Every year in the first week of March, an auction shall take place for giving it to the highest bidder. The officer in charge of the establishment of the general branch of the Political and Services Department will hold the auction.

The sale shall be advertised from one month before the date of auction. The advertisement shall state the time and place of sale and other conditions, if any, imposed on it. The sale shall be confirmed on the highest bidder by the Secretary of the Political and Services Department or any other officer authorised on this behalf. The successful bidder must, immediately on close of the bid, deposit 25 per cent of the bid money, the rest being paid later, on suitable monthly instalments. The bid money shall be credited into the treasury.

XV-11. Receptionist – Entrance into the Secretariat building by outsiders shall be controlled by the receptionist, who is appointed for the purpose. He shall arrange interviews of visitors with officers and staff of the Secretariat and shall be guided by the instructions issued on this behalf from time to time.

CHAPTER XVI

Reports and Returns

XVI-1. The following periodical returns shall be prepared in each department and submitted to the authorities concerned for perusal and orders:-

- (a) Weekly abstract;
- (b) Fortnightly pending list;
- (c) Monthly arrear list;
- (d) Table of cases.

XVI-2. *Weekly abstract* – At the end of each week each assistant shall prepare a weekly abstract, as prescribed in rule 3(i) of chapter IV, in the log book maintained by him and shall submit the same to the head assistant, who, in his turn, shall submit it to the Assistant/Under Secretary for perusal. The Assistant/Under Secretary, on receipt of the said abstract, shall pass such orders, as he deems fit, for expeditious disposal of the papers.

XVI-3. *Fortnightly pending list* – On the 10th and 25th of each month the diarist of each department shall prepare a list of communications received from the Government of India which have remained un-answered for more than seven days and shall submit the same to the Assistant/Under Secretary through the head assistant. This list shall be maintained in the form prescribed in rule 1(vii) of Chapter IV.

The diarist shall also submit a list, in the following form, of all important communications which have not been replied to within a fortnight as prescribed under rule 8(a) (6) of Chapter I. The Assistant/Under Secretary, on receipt of the pending list, shall pass such orders as he thinks necessary for their prompt disposal.

Serial No.	From whom received	Particulars of the communication with number and date	Brief subject	File number	If in office period of detention and explanation for delay if any	Officer to whom submitted with date	Remarks
1	2	3	4	5	6	7	8

XVI-4. Monthly arrear list – Each assistant shall prepare a list, in the form prescribed in rule 3(vi) of Chapter IV, of all cases which have been pending for more than a month and shall submit the same to the oration and orders in such cases as are pending since a long time and in which the orders of the Secretary for action for prompt disposal are necessary. The Secretary of the department shall see this list at least once in every two months. On return of the list, the assistant will carry out any orders that may have been passed on it. Under /Assistant Secretary through the head assistant. The Under/Assistant Secretary shall peruse the list and find out the reasons for delay in disposal of the cases and pass such orders thereon as are considered necessary for their expeditious disposal. The list shall also be submitted to the Secretary for his information.

XVI-4. Monthly arrear list – Each assistant shall prepare a list, in the form prescribed in rule 3(vi) of Chapter IV, of all cases which have been pending for more than a month and shall submit the same to the Under /Assistant Secretary through the head assistant. The Under / Assistant Secretary shall peruse the list and find out the reasons for delay in disposal of the cases and pass such orders thereon as are considered necessary for their expeditious disposal. The list shall also be submitted to the Secretary for his information and orders in such cases as are pending since a long time and in which the orders of the Secretary for action for prompt disposal are necessary. The Secretary of the department shall see this list at least once in every two months. On return of the list, the assistant will carry out any orders that may have been passed on it.

XVI-5. Table of cases – On the 1st and 16th of every month, the Secretary shall submit, to the Deputy Minister and Minister in charge, a statement showing particulars of cases other than routine cases disposed of in the department by the Deputy Minister, the Minister and the Secretary respectively during the preceding fortnight, distinguishing it those disposed of after discussion at the meeting of the Council. A copy of the said statement shall be simultaneously submitted to the Governor through the Chief Minister.

XVI-6. Each Department shall maintain a register to show the incoming and outgoing returns indicating their periodicity in the following form:-

Serial No.	Name of the return	From whom due	Date of due of receipt	To whom due	Date of submission	Remarks
1	2	3	4	5	6	7

The Departments shall insist on the submission of the returns from the subordinate offices, where from they are due, some days before the returns are due to be submitted to the proper quarters and shall see that in no case delay is caused in their submission.

XVI-7. According to necessity, departments may prescribe returns to be submitted by the subordinate offices to them and if it is considered that the continuity of the returns is no more necessary these may be discontinued.

XVI-8. When new returns are prescribed, these may be entered in the returns register and when any returns are done away with these may be scored through, indicating, in the remarks column, the order and date of their discontinuance.

XVI-9. Each Department of the Secretariat shall compile and publish an annual report on the activities of the Department for each financial year. This report shall be published within six months of the expiry of the period for which the annual reports relate. The Departments should, therefore, take prompt steps from April of each year to compile and print the annual report of the preceding financial year.

CHAPTER XVII

Composite Offices

XVII-1. Certain departments of Government combine the functions of a Secretariat Department as well as a head of department. In such departments, Secretaries Additional Secretaries, Joint Secretaries, or Deputy Secretaries, as the case may be function as heads of departments. Although in a composite office work is done in the levels of both Secretariat and head of department, confusion sometimes arise in which Government orders are obtained in cases that can be disposed of at the level of the head of department. In certain cases, Government orders, instead of being communicated from the Government level, are communicated by the head of Department, thereby creating anomaly. To avoid such complications and with a view that a composite office can be separated easily whenever it is considered desirable to do that the papers in the said office should be dealt with in the Secretariat and head of Department levels and records thereof maintained separately.

XVII-2. The procedure laid down for the working of Secretariat Departments will apply *mutatis mutandis* to the composite office unless otherwise specified under the rules in this chapter.

XVII-3. The records in a composite office shall be maintained separately for the head of Department and the Secretariat.

XVII-4. Daks – On receipt of daks from the Secretary, Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary, or Assistant Secretary, as the case may be, the head assistant will consider whether a dak will be dealt with in the level of the head of department or Secretariat. He will put the mars 'S' indicating Secretariat, or 'H' indicating head of department on the receipt to show its dealing in the Secretariat or head of department level.

XVII-5. Diary Register – There shall be separate diary registers for the receipts of the Secretariat and head of department. The receipts marked 'S' shall be diarised in the diary register of the Secretariat and those marked 'H' shall be diarised in the diary register of the head of department. The rules provided for the maintenance of diary registers in Chapter IV of the Secretariat Instructions shall be observed in diarising the Secretariat receipts in the composite office while only one diary register shall be maintained for the receipts of the head of department in which the receipts of general as well as of routine nature shall be diarised.

XVII-6. Log Book – There shall be only one log book to be maintained by an assistant for receipts of both the Secretariat and the head of department. The marks ‘S’ or ‘H’ shall be entered in the log book along with the diary numbers to distinguish the receipts of head of department or Secretariat.

XVII-7. File Register – There shall be separate file registers for the Secretariat and the head of department. For the letters diarized in the Secretariat diary register, files shall be opened in the Secretariat file register: similarly files shall be opened in the head of department file register for receipts meant for the latter.

XVII-8. Fortnightly table of cases – Fortnightly table of cases shall be prepared only in respect of cases disposed of in the Secretariat level. No case disposed of by the head of department shall be included in this table of cases.

XVII-9. Checking of arrears and delay – (a) It is the duty of the heads of sections to check the log books and file registers thoroughly every week and to take steps to ensure that no avoidable delay occurs and that no paper is shelved. From time to time, they will also examine the files in charge of the assistants. Any delay or irregularity coming to their notice shall be reported to the officer next above them at once.

(b) On the 1st and 16th of every month, or, if those days are holidays, the next working day, an abstract arrear list shall be prepared and submitted to the supervisory officer next above the head assistant. While submitting arrear lists, the log books of the assistants and the diary register are to be thoroughly checked and the actual number of letters pending disposal will be brought out in the list. Papers to be entered in this list are those which are received up to the 15th and 30th of the month and remain un-disposed of. The papers pending for over three months, counting from the date on which the receipt was first entered in the log book, shall be entered in red ink, with the information whether it is pending in office or outside, for giving an idea that these are old pending letters.

The arrear list shall be prepared in the following form:-

Serial No.	Dairy No.	Date of receipt	Subject	With whom pending	Date of reminders issued if any	Remarks
1	2	3	4	5	6	7

N.B.-- In the remarks column the reason of delay may be mentioned.

XVII-10.*Issue Register –(i)* In a composite office there shall be two issue registers – one for letters issued from the Secretariat and the other for those issued from the head; of department level. No letters issued from the secretariat level shall be entered in the issue register of head of department and vice versa.

(ii) Letters containing orders of Government, or issued from Government level, shall be signed by the designation, Secretary, Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary or Assistant Secretary, as the case may be, and such letters shall not be signed by the designation of the head of department or any other officer subordinate to him in the head of department level. Similarly, letters or orders which are issued from head of department level shall not be signed by officers by the designation of the Secretariat status.

XVII-11. *Reference and co-ordination between Secretariat and Head of Department—(i)* All matters which the head of department is competent to dispose of shall be dealt with in the head of department files and the head of department will pass orders on them in accordance with the powers delegate to him. In cases where it is not within the competency of the head of department to pass final orders and orders of ‘Government are necessary, the file shall be placed at the Secretariat level for obtaining Government orders. While placing the file, the point on which Government orders are to be obtained shall be clearly and specifically mentioned in the body of the note explaining the matters fully in the head of department file. A copy of this note shall also be placed in the file. A separate file will then be opened in the Secretariat level, containing the copy of the note of the head of department, and Government orders will be solicited thereon. The file of the head of department also will be linked with that of the Secretariat for reference.

- (ii) On obtaining Government orders in the Secretariat file, necessary action will be taken at the Secretariat level. All concerned shall be communicated of the order signed by an officer of the Secretariat level. A copy of the order shall be placed in the head of department file for record.
- (iii) If, after obtaining Government orders in the Secretariat file, it is necessary that the orders should be communicated by the head of

department, a copy of the said orders shall be endorsed in the head of department file and the head of department shall be directed to communicate the same from his level.

- (iv) While placing file of the head of Department before the Secretariat for Government orders, no entry in the un-official issue register is necessary as the reference of the file is within the same department. The same assistant dealing with the head of department file may deal with the same file at the Secretariat level.

XVII-12. Recording – Secretariat files shall be recorded in accordance with the procedure laid down in chapter VII of the Orissa Secretariat Instructions. The files of the head of department, however, need not be recorded in the manner prescribed in that chapter, but shall be recorded in the following manner:-

- (a) A fly leaf shall be maintained for each file to indicate collection number, file number and serial number, as given in appendix. XIV.
- (b) The file subject shall be early mentioned;
- (c) All paper shall be classed into A, B, or C, according to their importance and on the basis of the time needed for disposal and against each of them the classification shall be mentioned in the proper column on the fly leaf. The note sheets on 'A' class papers are to be classed as 'A' class and, similarly note sheets of 'B' and 'C' class papers are to be classed as 'B' and 'C' class respectively. 'A' class papers shall be preserved permanently, 'B' for 12 years and 'C' for 2 years. 'B' and 'C' class papers will be destroyed after the prescribed period.

The file of a particular year shall be serially arranged in accordance with the serial number of the file of that particular year and the 'C' class papers shall be sorted out after 2 years and destroyed. Again, after 12 years, the 'B' class papers shall be sorted out and destroyed. The files will then be weeded out of the 'B' and 'C' class papers and the 'A' class papers shall be preserved permanently. During sorting out of the 'B' or 'C' class papers with reference to the classification mentioned on the flyleaf and the actual papers in the file, those taken out of the file shall be marked

in the column meant for classification of papers. A certificate shall be given on each occasion on the body of the fly leaf that 'B' and 'C' class papers have been weeded out.

- (d) Disposal of 'B' and 'C' class papers shall be made in due time and no time will unnecessarily lapse for their weeding out.
- (e) Considerable care shall be taken in marking classification of the papers in accordance with their importance and on the basis of the time needed for disposal. Utmost intelligence and caution are to be exercised in such classification, and misclassification guarded against. Any misclassification will lead to untimely destruction of important papers and, therefore, great care should be taken in this work. It is difficult to lay down a hard and fast rule in the matter of accurate classification of papers and individual judgment, experience and knowledge will play an important part in this matter.
- (f) The head assistant will be responsible for classification of papers and he may require the assistance from the assistant dealing with the matter. In case of doubt, whether a paper belongs to A or B, the head assistant may take the advice of his immediate superior for proper classification.
- (g) At the time of destruction of 'B' & 'C' class papers, the head of department or the officer next below him in rank will see that the papers marked according to classification are destroyed and that no valuable correspondence which is to be preserved permanently is weeded out.
- (h) While marking classification on papers, the provisions contained in chapter VII of the Orissa Secretariat Instructions, dealing with arrangement and custody of records, may, and far as possible, be followed.

XVII-13. Indexing—A file index register shall be maintained in the department to give an index; to each file that is started on receipt of a letter. This indexing will be in accordance with the subject broadly and all files opened will come under the major index. While opening a new file, the assistant will see whether the letter cannot come under a file already opened on the same subject under an index if; it cannot be done, and dealing of the letter in the

existing file will not be convenient, a separate file under the same index will be opened. Opening of a new file under the same major index will always be subject to the instructions of the head assistant. While starting a file, the head assistant shall put an index slip, after noting the number of the file and subject matter in brief alphabetically, in between the fly leaf and the first page of correspondence. In no case, the subject matter of the file shall change from time to time; it will continue to remain so till the file is closed under that subject. The head assistant in charge of the branch will check the correctness of the index slip after the file is closed. As soon as a file is closed, the index slip shall be taken out and kept in alphabetical order in the branch concerned till the close of the year when it will be sent to the record room. In the month of April next the index slips of all the assistants shall be consolidated and sent to Press for being printed in one alphabetical series.

XVIII-14. Suits – (a) All possible efforts shall be made by the head of department in a composite office to avoid litigations scrupulously by satisfying the genuine claims made by claimants for payment of their dues. The departmental head shall, in no event, give occasion for legitimate grievances to anybody for satisfying legitimate claims.

- (b) When a claim is partly reasonable and partly unreasonable, the claims found to be reasonable shall be forthwith tendered and for the unreasonable claim the claimant shall be negotiated. When there is a doubt as to the reasonableness or unreasonableness of a claim, the Legal Remembrancer shall be referred to by giving a complete statement of facts and action shall be taken according to his advice.
- (c) When the head of department receives a notice directly from the party asserting his claim, or from the Collector, the claim shall be properly examined with reference to all materials available in the office and, if the claim is due, immediate action shall be taken for satisfying the same. If, however, it is bogus and fictitious, the Government Pleader or the Legal Remembrancer shall be consulted immediately and all facts be made ready for the threatened suit.
- (d) A senior assistant shall be placed in charge of all matters relating to suits and the head of department or the officer next above him in rank shall be responsible for watching the progress of the matter and its proper disposal. If a suit is contested at the district level, the

head of department will supply the Collector with all facts relating to the suit and render him all possible help in the disposal of the same.

- (e) In following the procedure in conducting a suit, the Bihar and Orissa Practice and Procedure Manual shall be followed *mutatis mutandis* by the head of department in a composite office. The head of department will make reference direct to Legal Remembrancer or the Government Pleader of the district concerned for getting suitable legal opinion.
- (f) Instructions of Government in Law department issued in memo No.8268(49)/L., dated 14th September 1950, regarding attending to matters connected with civil litigation in which Government is a party, for prompt disposal of claims, shall be followed. The instructions are contained in appendix XV.

XVII-15.Accounts – The head of department in a combined office will maintain registers for proper maintenance of accounts concerned with the department. He may either himself verify or authorise a gazetted officer under him to verify regularly the cash by checking the cash registers and vouches. Cash shall be verified in the first week of every month by the officer authorised by the head of department in this behalf. The head of department may also authorise the officer in charge of department may also authorised the officer in charge of cash and accounts to be the drawing and disbursing officer of the bills. The head of department will also from time to time, exercise proper check on the maintenance of accounts and cash and issue proper instructions. The officer in charge of cash and accounts will be responsible for taking delivery of consignments indented from outside for the department and will see that immediate delivery is effected and Government is not put to loss by paying demurrage for delay.

XVII-16.The subjects to be dealt with in the secretariat and head of department levels are given below. These lists are suggestive and not exhaustive. The Secretary will judge the importance of the matter and consider whether any other case, not coming under the category described below, will not be dealt with in the secretariat or head of the department level and take orders of Government in his department in the matter.

- (i) Subjects to be dealt with in the Secretariat –
- (a) Creation of all posts in he department;

- (b) Sanction of schemes;
 - (c) Posting and transfer of gazetted staff;
 - (d) Sanction of new training and other institution;
 - (e) Budget;
 - (f) Appeals and memorials from the non-gazetted staff;
 - (g) All matters involving policies in the department;
 - (h) Correspondence with Government of India and other State Governments on all subjects;
 - (i) Annual Administration Report;
 - (j) Tour notes of the Director, Deputy Director or the Head of Department;
 - (k) Confidential matters which government should be apprised of;
 - (l) Audit;
 - (m) Sanction of re-appropriations;
 - (n) Preparation of new demand schedules;
 - (o) Draft appropriation;
 - (p) Conferences and seminars at State level;
 - (q) Submission of prescribed reports to the Government of India on schemes;
 - (r) Procurement of vehicles and their distribution;
 - (s) Inspection of the composite office at Secretariat; and
 - (t) Such other matters as may be directed by Government;
- (ii) Subjects to be dealt with by the Head of Department—
- (a) All matter relating to appointment, transfer punishments, crossing of E. B. , leave, etc., of the non-gazetted staff;
 - (b) Controlling budget expenditure and funds in subordinate offices and prescribing returns thereof;
 - (c) Compilation of Annual Administration Report;
 - (d) Collection of statistics from subordinate offices;
 - (e) Conducting conferences and committees;
 - (f) Inspection of his own as well as subordinate offices;
 - (g) Prescribing periodical audit and compliance of audit objections;
 - (h) Maintenance of accounts of his own office;
 - (i) Controlling and checking of Government vehicle;

- (j) Prescribing and controlling tours of subordinate field staff;
- (k) Periodical discussion with district officers on important matters for their co-operation for smooth execution of work;
- (l) Controlling either gazetted or non-gazetted field staff in all levels; and
- (m) Such other matters as may be directed by Government.

CHAPTER XVIII

*Committee Procedure

XVIII-1. Introduction – Committees, have a variety of purpose; to advise, to co-ordinate, to inquire, to negotiate or to administer. This chapter deals with those of the points which arise in connection with the main types of committees and is mainly intended as a guide for the civil servant who is appointed Secretary to, or Chairman of, a committee.

XVIII-2. Preliminary action – (a) Some weeks often elapse between the appointment of a committee and the date of its first meeting. During this period, the Secretary shall invite the department to supply a statement of non-controversial facts, both historical and descriptive, and shall circulate the same to the members for study, along with a paper giving the terms of reference and membership. Sufficient spare copies of the paper giving the terms of reference and membership shall be prepared to be enclosed in letters inviting evidence or answering inquiries about the committee. It may be convenient at this stage to consult members of the committee about the date and hours at which they can attend meetings.

(b) The Chairman may wish to get the committee's agreement to a plan of work, and a preliminary meeting should, usually, be held for this purpose. The subjects to be discussed at such a meeting will vary and the Chairman may like to circulate a note on the following points to be discussed at this meeting:-

- 1) The meaning of the terms of reference, and possible ambiguities, the circumstances in which the committee has been setup, any limiting factors etc.;
- 2) What kind of information the committee requires;

*Acknowledgment—This chapter is modelled on the article "Committee Procedure" in the Autumn 1958, issue of Public Administration with the permission of the Controller of Her Majesty's Stationery Office.

- (iii) How this information should be obtained and in what order;
- (iv) the frequent, length, times and dates of meeting; and
- (v) Procedure at meetings.

(c) If ambiguities in the terms of reference become apparent at any stage, or if it should be desired to ask for some alteration in them, reference should be made to the department.

(d) A committee, which has a regular flow of work to deal with, should, if possible, choose and keep to a regular meeting date and this date will not be changed save in the most exceptional circumstances. Many committees do not have such a flow of work and need meet only irregularly. In these cases, the Chairman and the Secretary have a special responsibility for seeing that a good momentum is maintained and that when there is business to be done the meeting date is fixed as early as circumstances allow.

XVIII-3. *Preparation of Committee papers and other preparatory works*—(a)

All problems to be discussed by the committee shall be placed before the members in writing well in advance of the meeting. The Secretary may have to draft memoranda on the various problems to be discussed. The memoranda should be concise, logically arranged and impartial. Paragraphs should be numbered and may be sign-posted with side headings. Lengthy details and tables of figures should be given in an appendix to the paper.

(b) An agenda, setting out the main headings for discussion, should be prepared and circulated to members along with the connected papers in time to enable them to go through the papers. The Secretary may check, (preferably by telephone) that all the members whose presence is essential can attend the meeting at the time stated.

(c) Officials or Departments not regularly represented may have an interest in a particular item and need to be invited to the meeting at which it is to be discussed.

XVIII-4. *Chairman's brief* – The amount of briefing, which the Chairman needs, will depend upon circumstances. Sometimes, the Secretary need do no more than pass on any recent relevant information, e.g., that certain members will not be present; sometimes the Chairman will need a brief which will summarise the main points he should make and help him in planning the meeting. It may usefully include notes about the views, particular members are

likely to express. Such a brief is almost invariably supplied if the Chairman is a Minister.

XVIII-5. *Room, seating, etc.* –Before the meeting, the Secretary should have ensured that a room has been booked which is adequate for the purpose. The Secretary shall sit beside the Chairman to hand him papers and to receive his instructions. Pencil, ink, paper and blotter should normally be provided at each place on the table and any maps, diagrams, or reference books, which may be required, should be available beforehand. An ash-tray should be within each member's reach. Where appropriate, refreshments should arrive at a given time and be put down and distributed without distracting the committee and the Secretary.

XVIII-6. *Action immediately before the meeting* – A Secretary of a committee should be the first to be present and should check that all arrangements have been made and that members or others attending the meeting are not at a loss on arrival. He should have with him any papers which reference may need to be made during the meeting and should also have some spare copies of the agenda and any papers which are due for discussion in case copies have not reached some members or have been left behind by accident.

XVIII-7. *Conduct of the meeting* – (a) The Chairman should take initiative in conducting the meeting. He should have read his papers with special care before the meeting and have made a plan for drawing out the views of members in a reasonable order. In so far as he can foresee the views that will be expressed, he should have planned how he will regulate the subsequent discussion. If possible, he should have formed some view, but not a rigid one, of what the conclusion should be.

(b) He should introduce each item briefly so that there may be no doubt about the subject under discussion or the main points to be settled. He should ensure that all members who have a contribution to make are given an opportunity to speak, controlling the talkative, and, where necessary, drawing out the silent. He should hold the thread of the discussion, summing it up at

intervals, if necessary, and should contribute to it helpfully, but not too much. He should be able to seize upon any points which can serve as tentative conclusions. He should, above all, think in terms of the “whole” so that the various “parts” represented by the advice of different members of the committee can be fitted into a single framework and can appear as different sides of the same problem rather than as contradictions.

- (c) Finally, he should ensure by his summing up that the conclusions reached are fully understood and accepted, or if there are reservations or disagreement, that these have been fully appreciated by all the members. Members ought not to have to wait for the minutes in order to find out what has happened.
- (d) Meanwhile, the Secretary must follow the progress made against the agenda or the Chairman’s brief, make notes and draw the Chairman’s attention to any point of substance that has been missed or to any point where it seems that members may be left in doubt as to the decision reached or the responsibility for execution. Apart from this, he should normally not take an active part in the discussion.
- (e) His notes should be based upon the thought or idea being expressed, and not on the actual words used in expressing it except for any striking phrases or any formula mentioned by the Chairman or a member. They should include all points that might later be found to have significance to the decision taken. Conclusions and direction for action need to be recorded clearly and positively.

XVIII-8. *Drafting of minutes* – A good minute of a meeting is –

- (a) brief
Brevity should be sought in two ways –
 - (i) first, a minute should be selective. It is not a verbatim record and should not attempt to reproduce, however summarily, what every speaker said;

(ii) secondly, the points selected for inclusion in the minute should be recorded as briefly as possible, making use of any striking phrases used in the discussion;

(b) self-contained;

A minute should, normally, be self-contained so that it is intelligible without reference to other documents;

(c) decisive ;

The minute should be as crisp and decisive as possible. This is specially important for the conclusions. But it applies also to the record of the discussion. The Secretary should not try to reproduce what the speaker said; he should get down to the essential core of the discussion and record that as early as possible.

XVIII-9. Structure of a minute – The structure of a good minute or proceeding of a meeting can be subdivided in to three parts, namely:-

(a) *Statement of the problem* – The minute should be given by inviting reference to the memorandum or memoranda giving the number and date and should set out the problem for discussion in detail.

(b) *Points in discussion* – After recording the statement of the problem, the Secretary shall proceed to narrate the points discussed briefly in an impersonal manner. Sometimes, when different members disagree, the personal style may be used. He should not hesitate to discard the irrelevant and inessential points and should describe only the essential points leading to the conclusion.

(c) *Conclusion* – A minute should end with conclusions which should be clear and precise. The Secretary should not hesitate to consult the Chairman if he is in doubt about the conclusions. Where action is required, the conclusions should place the responsibility firmly upon a department or individual. Before circulating the minute, it may be necessary, on the part of the Secretary, to obtain approval of the Chairman to the minute. The conclusion, if necessary, may be set out in different paragraphs, serially numbered. Minutes of a meeting should be prepared and circulated as early as possible.

XVIII-10. *Work between meetings* – For some committees, it is valuable to keep in the office an up-to-date index of all important matters mentioned in discussion. Where the Chairman asks a member, or a witness, to submit a further note, the Secretary shall keep a note of it and shall remind the person concerned if necessary. He shall also keep a list of outstanding issues and add and delete to the list when necessary.

XVIII-11. *Reports—(a)* To ensure consistency of style and content, a report should, as far as possible, be the work of one hand. This normally means that the Chairman will ask the Secretary to prepare the first draft and the Secretary should keep close watch on the effect of any alterations made by others.

(b) Every member should send in his comments at the appropriate stages and the Secretary should ensure that he does so. A large committee should, however, not have to go through a draft report, paragraph by paragraph, except briefly, for final approval. Much of the work of polishing and revision can be done by the Chairman and the Secretary separately, or together, or by a small drafting sub-committee.

(c) One of the difficulties in drafting a report is to divide up the materials into suitable sections and to get agreement on the most suitable order for dealing with the different subjects clearly and without over-lapping. A good deal of time may be wasted in writing up a particular subject in detail, only to find that the scheme of the report, as a whole, require different treatment of a subject from that adopted in the draft. It is, therefore, advisable, before starting to write up any section of the report, to draw up a skeleton of the report as a whole.

(d) The first stage might be a list of chapter heading and of subjects to be dealt with in each chapter. The second stage might be to draw up the argument of each chapter indicating the points to be touched on, the evidence to be summarised, the facts or statistics to be cited. This document should be short and clearly arranged and could be written in telegraphese.

(e) When the skeleton has been completed, for the whole report or for earlier chapters, it will very likely be found that the arrangement does not

work out as happily as might be and that the scheme of the report requires a good deal of modification. This can be done much more quickly while the document is still in skeleton form than if the report has been partially “written up”.

(f) It is usually a mistake for the Chairman to circulate a draft report for consideration by the committee before their conclusions had been discussed in detail. If this is done, the draft is sure to be revised a good deal in matters of substance; and the greater the care that has been spent on the form of a document the harder it is to revise it satisfactorily. It is, therefore, advisable, before attempting to write up any part of the outline, to circulate to the committee a note setting out in substance the points to be covered by that particular section.

(g) There is usually a short introductory section which may contain any or all of the following :-

Terms of reference; date of appointment; membership; circumstances in which the committee was set up; steps taken to gather facts and opinions; number of meetings held; and a brief indication of the layout of the report (including page or paragraph reference to a summary of recommendations).

XVIII-12. Summary of recommendations – This is of great assistance in studying the report and should always be included. Sometimes, the recommendations can be set out in full. Sometimes, they will have to be summarized; but, in this case, care should be taken to avoid confusion arising from phraseology differing from that adopted in the body of the report.

XVIII-13. Expression of disagreement – Where a committee has failed to reach agreement on certain points, one of two courses should be taken. The opposing views may be set out in the body of the report without saying which members held them, thus; “Some of us think..... Others, however, think.....” or the dissenting members may sign the report subject to reservations which are appended to the report and signed. The essential point is that agreement should be reached, if possible, but, if not, differences of view should not be obscured.

XVIII-14. Numbering – The paragraphs of the report should be numbered consecutively throughout. To have a paragraph 1 in every chapter makes reference difficult and confusing. Altering the numbering of paragraphs can be laborious and, at the proof stage of a printed report, expensive. It may, therefore be found helpful to have two or three short paragraphs in each chapter which can be combined if further paragraphs are introduced at a later stage; this will save altering the numbering right throughout the report. Conversely, if paragraphs are omitted, existing paragraphs can often be split.

CHAPTER XIX

Miscellaneous

XIX-1. *District Officers' Handy Reference Book* – The Political and Services Department is in charge of the District Officers' Handy Reference Book. An assistant of each branch of the departments of the Secretariat shall be made directly responsible for the collection of orders effecting entries concerning his office and he should keep a ground file of important orders for this purpose. The Political and Services Department shall be responsible for compilation and printing of the necessary additions and corrections and the Superintendent, Government Press, for their distribution to officers to whom the books are issued. A copy of each order issued during half-years ending 30th June and 31st December, necessitating additions or corrections in the Handy Reference Book shall be sent to the Political and Services Department by the 15th July and 15th January respectively, accompanied by a memorandum giving the number, date and a short order. The following points should be attended to in selecting the order:-

- 1) All orders involving a correction in an existing entry should be sent;
- 2) Other orders should not be sent unless of sufficient general importance to be included, but the fact that they are embodied in manuals or other recognised books of reference should not of itself exclude them;
- 3) Amendments or repeals of acts which affect the entries should be notified and a reference to the new act (if any) made;
- 4) Both the list of orders and the index head should be approved by an officer not below the rank of under or Assistant Secretary in the department concerned.

NOTE— An assistant in the office of every head of department shall be made responsible for collection of the orders effecting entries concerning his office and supply of the information to the respective department of the Secretariat. The latter shall collect the information from him and supply it to the Political and Services Department for incorporation in the Handy Reference Book.

XIX-2. *Book of Government Circulars and Orders* – The Political and Services Department is also in charge of the Book of Government Circulars and Orders.

The assistant in each department responsible for the additions and corrections to the District Officers' Handy Reference Book shall be also responsible in this case for the additions and corrections. A copy of all important Government circulars, resolutions, notifications, rules and orders in force in Orissa (whether issued by the Government of India or by the Government of Orissa) which have not been or are not to be embodied in a manual or code or other recognised book of reference should be sent. Only orders of a general nature should be included and all orders of the Government of India should be accompanied by the orders of the Government of Orissa with which they were circulated. Any new orders should be made complete with reference to the previous orders on the subject.

The selection of the circulars, orders, etc., to be sent and also the brief marginal descriptions and indications of the place for incorporation should be approved by an officer not below the rank of under or Assistant Secretary in the department concerned.

XIX-3. Presentation of Addresses to the Governor – (1) Advance copies of all addresses to be presented to the Governor with the notes of the local officers thereon will be received by the Secretary to the Governor.

(2) After taking orders of the Governor, as to whether the address shall be accepted, the Governor's Secretary will cause the address to be printed.

(3) He will then consider on which portions of the address a note from the Secretariat is necessary and will send to each Secretary concerned a copy of the address together with a copy of the relevant portion of the notes of local officers indicating on which paragraphs of the address a note is required. The papers will be sent to the Secretary by name.

(4) The Secretary will have a note prepared and after taking the orders of the Minister will send the papers within three days of receipt to the Governor's Secretary. All such cases should be treated as immediate and should be complete as regards the particular point referred with references to previous address (if any) and relevant facts.

(5) The Governor's Secretary will consolidate the notes received from the different departments of the Secretariat and will submit them to the Governor.

NOTE—The time for dealing with address files is usually short since local bodies frequently delay in submitting the drafts, but it is nevertheless incumbent upon the Secretariat to deal with them intelligently and fully so as to bring to the notice of Governor any matter of importance or interest relating to the presenters of the addresses even if they do not explicitly arise within the four corners of the draft address. The following papers should always be submitted by the Local Self-Government Department.

- (a) The recorded proceedings of the last address or addresses presented to head of the province from the particular district concerned;
- (b) The last annual report on the working of district boards or municipalities in the province, drawing attention to anything of importance in it affecting the particular body presenting the address, e.g., its financial position and closing balance, any activities special to it, any defects concerning it revealed in the report in question or in recent papers, etc.

Secretaries should endeavour, within the time available to throw the materials for a draft answer to a consolidated form and not merely refer the Governor to a number of manuscript references. If time allows the opinion of the Ministers should always be obtained regarding any issue of importance which the address may raise.

XIX-4. *Disposal of papers connected therewith* – The papers connected with the receipt and disposal of addresses will eventually be sent by the Governor's Secretary, together with a copy of Governor's reply, to the Secretary in the Local Self-Government Department. After extracts from Governor's orders have been transmitted to the different departments concerned, the papers will be recorded in the 'A' proceedings of the Local Self-Government Department.

XIX-5. *Preservation of Newspapers and Weekly Reports on Press* – Newspapers, journals and gazettes should be kept in the department to which they belong in charge of assistant in charge of the departmental library. The assistant may utilise the services of the record supplier in keeping the newspapers properly arranged. Before the 7th of each month, all journals of the preceding month, which it is desired to keep under rule 10 of chapter XI, will be made over by him to the librarian. The assistant should be careful to collect all the copies regularly and to report to the Under/Assistant Secretary at the end of

every week what papers, if any are wanting in order that due enquiries may be made.

Newspapers and surplus gazettes more than six months old will be set apart as waste papers and dealt with in accordance with rule 6 except that the Home Department will send a complete set of the *Orissa Gazette and Gazette of India* to the record room to be bound and preserved. Any deficiencies in the sets shall be made up by requisition on the other Departments.

The weekly confidential reports on newspapers shall be kept in the confidential almirah by the Registrar or Assistant Secretary of the office to which they belong and at the end of every six months shall be destroyed. One set of the reports shall be sent to the record room by the Home (Political) Department and this will be bound in half-yearly volumes and kept permanently in the record room.

XIX-6. Disposal of waste-paper – The disposal of records and spare copies of printed letters shall be effected by tearing. These papers, as well as those thrown into the waste paper baskets including daily sweepings, will be taken away by the Secretariat sweepers and stored in the waste paper storage room under the supervision of the Care-taker of the Secretariat buildings. When the papers have been accumulated in sufficient quantity, the Finance Department will arrange to sell them by auction to the highest bidder. The auction should be advertised as widely as possible to ensure adequate competition at the time of the sale. The successful bidder must, immediately on the close of the bid, deposit at least 25 per cent of the bid money, the rest being paid later but in any case before delivery of the paper is taken. Receipts in the prescribed form should be granted for all money received as soon as payments are made. Only papers of the Special Section (Home Department) and secret papers are to be burnt by the departments concerned.

(ii) Newspapers, journals and surplus Gazettes and other papers which can, without risk, be sold in tact, shall be kept in each department and sent to the Finance Department, when accumulated in sufficient quantity, for sale along with other waste papers.

(iii) The sale proceeds of all waste papers shall be credited by the Registrar, Finance Department, into the treasury under the head 'XXIV- Stationery and Printing – Miscellaneous (sale of waste papers).'

XIX-7. *Tour Programme of the Governor and Ministers* – The Governor's Secretary Issues the tour programme of the Governor. When any Minister leaves the headquarters of Government, the tour programme will be issued and circulated by the personal assistant. The tour programme of the Chief Minister is drawn up and issued by the political and Services (General) Department.

XIX-8. *Preparation or Revision of Manuals* – The proper procedure for the preparation or revision of a manual or a code is to examine the rules or paragraphs by chapters on broad sheets or sectional notes and to put up for orders from time to time those rules which require the orders of Government (after consultation with other departments where necessary). The taking of order should not be deferred till the draft of the whole manual or code is ready. The reports of committees or resolutions of conferences should also be dealt with in the same way.

STATIONERY, FORMS, UNIFORMS AND FURNITURE

XIX-9 *Use of official stationery-* Officers, ministerial or otherwise, supplied with official stationery should be very careful in using it. On no account should they use it for private correspondence or for purely personal matters, such as memorials, petitions, etc.

XIX-10. *Submission of indents* – Stationery for the use of the entire Secretariat will be supplied to the Registrar, Finance Department by the Superintendent, Government Press, upon indent to be submitted by him on the 1st of June of each year. The indent shall be prepared early in May by the Registrar in the prescribed forms, and shall be according to the scale in Appendix XVI. Any demands in excess of that scale shall be clearly explained. The indent shall be carefully examined, and, so long as the sanctioned allotment is not exceeded shall be countersigned by the Registrar. A department of the Secretariat may sanction local purchase of stationery up to a limit of Rs.50 in each case, which is however limited to Rs.100 within a year. Purchase beyond this limit will require prior approval of Government in the Commerce and Finance Department.

XIX-11. *Receipt of supplies* – Upon receipt of supplies, the boxes shall be opened and checked by the Registrar personally, and placed in a locked almirah, the key of which shall remain with an assistant of the Accounts Section who shall be nominated for this purpose. No articles shall be taken out of the almirah except in the presence of the assistant named and after entry in the stock account.

XIX-12. *The Stock Book* - A stock book in the prescribed form (Schedule LIII-Form No.113) shall be maintained for all articles of stationery received and issued by the stationery store. Receipts and issues shall be entered by the assistant in charge immediately after the transactions take place. The stock book shall be verified by the assistant in charge on the first day of each month and a note shall be made in the book to that effect.

Stock books in the said prescribed form shall also be maintained by each department in the above manner in respect of stationery articles received from the stores for distribution in the department. An assistant should be put in charge of this work in each department. Such stock books should be verified by a head assistant of the department on the first day of the month and necessary note should be made in the stock book to that effect.

XIX-13. *Requisition for supplies* – Articles will be supplied monthly to the departments upon the signed requisition of any Gazetted Officer of the Department concerned and no supplies shall be given on verbal requisitions or upon the demands of any other person. The signed requisition shall be submitted in the following form:-

- (a) Articles required
- (b) For whose use
- (c) Supplies admissible
- (d) Supplies made up to date
- (e) Quantity now asked for

Explanation- If in cases of the permissible scale, Requisitions for Officers' own use whether at office or home should be signed by the Officers themselves, or if that is not done, they should be countersigned by the Assistant Secretary. Those for the use of assistants should be signed by the Registrar or Assistant Secretary.

XIX14. Date of requisition – Requisition will be sent in at the following times:-

Department	Date of submission of indent for stationery and forms.	Date of supply
1	2	3
Political and Services	2 nd of the month	5 th of the month
Home including Secretariat Library	3 rd of the month	6 th of the month
Record Room	4 th of the month	7 th of the month
Revenue and Excise	2 nd of the month	5 th of the month
Law, Commerce and Labour	4 th of the month	7 th of the month
Finance	3 rd of the month	6 th of the month
Health and Local-Self Government	4 th of the month	7 th of the month
Ministers	2 nd of the month	5 th of the month
Education Department and Tribal & Rural Welfare	4 th of the month	7 th of the month
Development	4 th of the month	7 th of the month
Works and Transport	5 th of the month	8 th of the month
Accounts section	5 th of the month'	8 th of the month
Industries and Mining and Geology	5 th of the month	8 th of the month
Supply	5 th of the month	8 th of the month

If the date of requisition falls on a holiday, it should be sent the day before and the necessity for special supplies should be foreseen in order to avoid additional indents at other times.

XIX-15. *Check of stock by Registrar* – The Registrar Finance Department shall check the stock account on the first day of each quarter, and

shall submit a certificate to the Under Secretary, Finance Department that he has done so, with any remarks as to defects which may have been disclosed.

The written requisitions of officers for supplies shall be kept until the quarterly verification by the Registrar after which they shall be destroyed. The Registrar shall check all issue with such requisitions.

XIX-16. Receipts by assistants for articles supplied to them – Receipts for durable articles, when supplied to assistants shall be given by them to the Registrar and each assistants shall be personally responsible for the articles made over to him, and shall make good the losses for which he is reasonably responsible . Upon the transfer of an assistant his receipt will be returned to him, and the articles should be made over to his successor, whose receipts shall be taken. The following are among durable articles:-

Rulers, inkstands, inkpots, scissors, paper weights rubbers, pen knives, gum-pot, straps, paper-knives.

XIX-17. Supplementary emergent indents – The submission of supplementary and emergent indent shall be strictly supervised, and such indents should only be submitted in exceptional cases which should be fully explained. The Registrar has the right to challenge any demands to which he thinks that exception should be taken.

XIX-18. Prescribed scales – Scales for the supply of stationery have been prescribed in Appendix XVI.

XIX-19. Charge of forms – The printed scheduled forms in use in the Secretariat is in charge of the Registrar, Finance Department. The departments of the Secretariat will send an indent to the Registrar, Finance Department, monthly for such forms as they require. The non-scheduled forms printed by the departments for special purposes shall be in charge of a gazetted officer of the department and issues shall be made only on requisitions sent to him and issue approved by him. A stock book of such departmental forms should also be maintained.

XIX-20. *Classes of printed forms* – Printed forms are of two classes-

- (ii) Standard forms for use in all Departments of the Secretariat.
- (iii) Departmental forms which are in use only in one or two Departments.

XIX-21. *Additions to the list of Standard forms* – No additions shall be made to the first class without the sanction of the Commerce Department.

XIX-22. *Procedure for introduction of new forms* – No new departmental form may be printed without the sanction of the Under Secretary or Assistant Secretary of the department concerned. Forms not in frequent use should not be printed. When a new form is proposed, it should be considered whether it would not be useful for all Departments of the Secretariat. In such cases the proposed form shall be circulated, and if it is found to be useful as a standard form, the orders of the Commerce Department shall be taken for placing it in the list of standard forms.

XIX-23. Supply of stationery and forms to Minister—Requisitions for stationery and forms from the personal assistants of the Ministers should be checked by the Assistant Secretaries or Registrars concerned before they are passed on for compliance.

UNIFORMS

XIX-24. Type and cost of uniforms – The type and cost of liveries supplied to jamadars and peons of the Secretariat (including the staff of the Ministers) are laid down in Appendix XVII.

No excess over the cost prescribed will be permitted nor any deviation from the standard types.

- (b) Liveries for peons and orderlies should be made of dosuti Khadi and can be prepared through any firm within the fixed monetary limit by placing orders direct on the firm.

XIX-25. *Period for hot and cold weather uniform*—Liveries will be supplied annually to jamadars, orderlies and peons to be worn all the year round, and for this purpose the year will count from the 1st April till the end of March following.

XIX-26. *Use of old and new uniforms* – Hot weather liveries will remain the property of Government for one year from the date of their supply, and cold weather liveries for two years. They will thereafter become the property of the wearers. When new liveries are issued, the old ones will be retained for one and two years more respectively, and will be worn of duty and during journeys in the train or by road or on other occasion when damage to liveries from exposure or rough wear is likely to occur.

The liveries supplied should be worn by peons attending on officers in their residences and at office. Peons who work solely in offices should wear their livery while on duty.

XIX-27. *Replacement of lost articles* – Jamadars and chaparasis will be liable to make good the cost of any articles lost or rendered unserviceable through their own carelessness.

Any deficiency in livery must immediately be made good.

XIX-28. *Chaparasis to be tidy* – The Jamadar and chaparasis are liable to fine for appearing on duty unshaven, in the case of those who practice shaving, or in an untidy dress.

XIX-29. *Umbrella* – The Jamadars and chaparasis will also be supplied each with an umbrella; though this does not form part of their livery. This will be replaced when worn out at intervals of not less than two years.

XIX-30. *Responsibility for the observances of the rules* – The Stenographers of the Ministers and Secretaries, the Registrar and the head assistants are responsible for seeing that the above rules are strictly observed and that in the case of any of the peons or jamadars going on leave or otherwise vacating his post the liveries and the umbrellas are returned for the use of the substitute.

XIX-31 *Liveries* to temporary peons – (1) Temporary orderly peons working with the officers should be provided with both hot and cold weather liveries on the scale as admissible to permanent peons irrespective of the terms of their appointment. If the term of appointment be less than a year, the liveries supplied to the orderly peons should be taken at the time of discharge.

(2) Temporary office peons who have already served for a period of one year and the likely to serve for a period of not less than a year should be provided with hot whether liveries as allowed to permanent peons. They should also be supplied with a full set of cold weather liveries as admissible to permanent peons but in case they are discharged within a period of three years since the supply is made, they should be required to return their liveries at the time of their discharge.

(3) Temporary office peons appointed for short periods or against leave vacancies should not be provided either with hot or cold whether liveries.

NOTE- The above orders will also apply to the temporary peons working in the offices of the heads of departments attached to the Secretariat subject to the terms and conditions mentioned above.

XIX-32. *Supply of liveries for staff of Ministers*—Liveries for the staff of the Ministers should be arranged for by the Political and Services Department.

XIX-33. *Tour advances* – The amount and the frequency of the demands for tour advances from the personal assistants and other staff of the Ministers should be checked by Political and Services Department before they are passed on to the Finance Department for compliance.

XIX-34. *Service associations* – Service Associations of Government employees should not use intemperate language in their proceedings and should not directly or indirectly criticise Government or any superior officer of Government in their resolutions. President of the association or whoever else presides over a meeting will be held guilty of gross misconduct if he allows any improper observation to be made or improper resolution to be passed.

Communication of proceedings to the Press or to the members of the Legislature by Service Associations is highly improper.

XIX-35. Supply of furniture to the department – (a) The supply of furniture for each department is arranged for by the Registrar or Assistant Secretary of the department concerned. The scale of supply is laid down in Appendix XVIII and this must not be exceeded without the sanction of the Finance Department. Articles once supplied are not to be replaced until they have been condemned by the competent authority. Condemned articles are to be sold by auction by the departments concerned and sale proceeds credited to Government through the Finance Department (Accounts Section).

(b) A stock register of all articles of furniture including non-perishable office equipments in use in each department should be maintained in the following form.

Register of furniture, etc.....
Department.

Sl. No.	Date of purchase	Name and No. of articles	Price	From whom purchased	No. assigned to each articles	To whom supplied	Signature of attesting officer.	Remarks
1	2	3	4	5	6	7	8	9

XIX-36. Supply of furniture's to the Minister – (a) The supply of furniture for the residences of Ministers and Deputy Ministers (including the visitors waiting room, and guest room, office room of the Ministers and Deputy Ministers and their staff at the residences) shall be arranged by the Works Department. The Political and Services Department shall furnish the office rooms of the Ministers and Deputy Ministers and his personal staff in the Secretariat and shall also supply touring equipment. The scale of furniture to be supplied to the Ministers at the residences as well as in the Secretariat have been laid down in the Appendix XIX.

(b) Personal Assistants attached to the Ministers and Deputy Ministers shall maintain a Stock Register of furniture supplied. The furniture shall be verified once a year by the Personal Assistants and Sub divisional Officers of Works Department jointly and certificate of verification recorded in

the Register. The furniture should also be verified when there is a change of Ministry or Minister using the furniture. On change of Personal Assistant, the relieving Personal Assistant shall taken over the charge of the furniture from the relieved Personal Assistant. Any loss or breakage noticed at the time of verification should be brought to the notice of Government in the Political and Services or Works Department as the case may be.

(c) Condemned articles are to be sold by auction by the Works or Political and Services Department as the case may be.

(d) In addition to the Stock Register maintained by the Personal Assistants the Works and the Political and Services Department shall also maintain a Stock Register of furniture etc., on the form prescribed under rule 35.

XIX-37. Reference books – Books of reference and their proper maintenance are of the first importance. A complete list of books in the office library of a department or in the offices and houses of the officers should be made out and kept hung in the rooms by the persons mentioned in the next rule, who are responsible for keeping them up to date. A copy of the list should in each case be forwarded to the librarian of the Secretariat Library through the Registrar of the Secretariat who will periodically check these lists and submit a report to the Secretary of the Department. Any later additions to the list should be treated in the same way. The librarian of the Secretariat Library will receive correction slips and distribute them to the various departments.

XIX38. Responsibility of maintaining lists and keeping the books up to date – Books of reference of Secretaries and Under or Assistant Secretaries are corrected by their Stenographers and Steno typists, respectively. Books of reference of the Registrar and the Head Assistants should be placed in charge of some particular dealing assistants who are responsible that corrections are properly made, but may utilize the services of the record suppliers in keeping them corrected up to date. Stenographers attached to the Ministers are responsible for the correction and maintenance of the books of reference of the Ministers both in office and residence.

XIX-39. Compilation of materials for Governor's Address to the Legislature and Speech of the Finance Minister on Budget – (i) The

departments of Government shall furnish, by the 31st of January of each year, a detailed note on the activities of Government in the departments concerned to the Finance and P. & S. Department in three parts, first a brief statement of the background of the activities, second, a review of the activities for the period from April to December of the year under review with an indication of the activities to be taken up during the rest of the financial year from January to 31st March, and third, important administrative, social and economic development to be undertaken during the next financial year. To enable them to prepare the note, the departments of Government may require their subordinate offices sufficiently well in advance to furnish suitable materials to them so as to reach them by the 20th of January each year.

While preparing the note, special attention should be paid for providing short paragraphs on –

- (a) Development schemes proposed to be under taken during the next financial year with an indication of the financial implications involved; and
- (b) Important Legislative measures proposed to be undertaken in the budget session of the State Legislature with a brief explanatory note on each such measure.

Home (P.R.) Department shall prepare a ‘calendar of events’ for the period from April to January and send it to the P. & S. Department. The calendar of events shall contain important events, including obituary references of important personalities along with other important matters which may find place in the Governor’s speech.

NOTE--Reports received by the Home (P.R.) Department from news agencies may be entered in a register out of which important events may be collected to constitute the calendar of events.

(ii) The P. & S. Department shall, after collecting materials, prepare a note for the consideration of the Governor in connection with his address to the Legislative and submit it to Chief Secretary by the 7th of February.

(iii) The detailed note as required under sub-Para (i) should be furnished to the Finance Department in duplicate. On receipt, the Finance Department will submit one copy to the Finance Minister for his use in the preparation of the budget speech while the order will be the basis for preparation of a “White Paper on Departmental activities by the Finance Department”:

APPENDICES

APPENDIX I

(See rule 8(b) (5) of Chapter I)

[Instruction for the care of the typewriters]

- 1) Each machine should be thoroughly tested every morning before work commences.
- 2) The rods on which the carriage runs should be cleaned daily with a slightly oiled cloth.
- 3) The wheels on which the carriage runs should be oiled once a week.
- 4) Nothing but typewriter oil should be used for lubrication (thick oil clogs the working parts of the machine).
- 5) All types of the machine should be brushed each morning, especially the letters, a, e, o, b, c, d, g, p and u.
- 6) The 'full stop' and 'comma' are sharp pointed characters and should, therefore, be hit lightly.
- 7) A paper backing should always be used with single sheet to save the rubber roller.
- 8) The carriage tension should never be too stiff, nor be frequently altered.
- 9) No screws or other parts of the machine should be opened or interfered with. Appendix

APPENDIX II

The Orissa Ministerial Service (Method of Recruitment and Condition of Service of Lower Division Assistant in the Offices of Departments of Secretariat) Rules, 1951

PART I

PRELIMINARY

1. *Short title and date of commencement* –(a) These rules may be called the Orissa Ministerial Service (Method of Recruitment and Condition of Service of Lower Division Assistants in the Offices of Departments of Secretariat) Rules, 1951

(b) They shall come into force at once:

Provided that candidates appointed temporarily for an indefinite period prior to the introduction of these rules shall not be subject to the competitive examination prescribed in Part III but shall be absorbed in permanent posts in due course.

“Provided further that persons holding temporary appointments prior to the date of introduction of these rules, if retrenched or discharged after the said date due to abolition of posts or departments, may be re-employed without being liable to appear at the competitive examination prescribed in Part III if they possess the minimum educational qualification laid down in these rules”.

2. *Definitions* – In these rule unless there is anything repugnant in the subject or context,-

- (a) “Government” means the Government of Orissa;
- (b) “Commission” means the Orissa Public Service Commission;
- (c) “Service” means the Orissa Ministerial Service consisting of lower division assistants in offices of Departments of Secretariat;
- (d) “Offices of Departments of the Secretariat” means and includes the offices of the Departments of Secretariat prescribed in the Rules of Business framed by Governor under clause (3) of article 166 of the Constitution of India;
- (e) “State” means the State of Orissa; and
- (f) “Scheduled Castes and Scheduled Tribes” means such castes or tribes as notified by the President of India under articles 341 and 342 of the Constitution of India.

PART II
METHOD OF RECRUITMENT AND APPOINTMENT

3. *Method of recruitment* – Recruitment to the service shall be made by means of a competitive examination to be held once every year.

4. *Conduct of examination* – The competitive examination shall be conducted by the Commission.

5. *Determination of number of vacancies* – On the 1st day of September each year the Departments of Secretariat shall communicate to the Home Department in the form below the number of vacancies in the service found at the time or likely to occur during the twelve months commencing from the ensuing month of April.

FORM

- (1) Number of permanent vacancies.....
- (2) Number of temporary vacancies which are likely to be made permanent.....
- (3) Number of purely temporary vacancies.....

6. *Advertisement of vacancies* – The Government in the Home Department, on receipt of requisite information from all Departments, shall report, not later than the 15th day of September, the number of vacancies to the Secretary to the Commission who shall thereafter issue advertisements in the Orissa Gazette and in such newspapers as may be considered necessary inviting applications in the prescribed form for the competitive examination.

7. *Competitive examination*– The examination shall be held in accordance with the rules in Part III, in the subjects specified therein; provided that the standard and syllabus specified in Annexure I may be altered from time to time by Government in consultation with the Commission.

8. *Result of examination and duration of its validity* – The result of the examination shall be communicated by the Secretary to the Commission, to the Government in the Home Department ordinarily before the end of February in the form of a list of successful candidates arranged in order of merit. The list so prepared shall be followed till the result of the next examination is communicated to Government and not thereafter except as provided in rule 11. While communicating the result of the examination, the Secretary to the

commission shall also send the applications of the successful candidates to the Government in the Home Department.

9. *Verification of antecedents*– The Government in the Home Department shall then take immediate steps to verify the antecedents of the successful candidates and the names of such candidates as are adversely reported upon shall be struck off the list under intimation to the commission.

10. *Allotment of candidates* – The Government in the Home Department shall allot the successful candidates eligible for appointment to the offices of the Departments of the Secretariat where the vacancies have occurred.

NOTE-I Successful candidates securing higher places on the result of the examination shall be appointed in order of merit to the permanent vacancies available. Thereafter, the remaining successful candidates eligible for appointment shall be appointed either to temporary vacancies which are likely to be made permanent or to purely temporary vacancies as the case may be according to their merit disclosed in the examination. The Government in the Home Department, however, reserves the right to assign a candidate to any Department of the Secretariat irrespective of the wishes of the candidate.

NOTE-II If two or more candidates obtain equal marks in the aggregate, the order of merit shall be determined in accordance with the highest marks secured at the viva voce test.

NOTE-III. The successful candidates belonging to the Scheduled Castes and Scheduled Tribes shall be appointed against the vacancies reserved for them according to the procedure laid down in Note I above. If the number of such successful candidates falls short of the vacancies reserved for them, the outstanding vacancies shall be treated as unreserved and shall be filled up in the usual manner by other successful candidates.

11. *Filling up of vacancies when successful candidates are not available* – In case a vacancy occurs after the list of successful candidates supplied by the commission has been exhausted before announcement of the result of the next examination, such vacancy may be filled up by a successful candidate of the previous year provided that his age does not exceed the maximum age-limit laid down in the rules and failing that, by any candidate who has the qualification prescribed in rule 20 of Part III. In the latter event the appointment shall only be made temporarily and shall not continue beyond the date when the result of the next year's examination is declared.

12. *Striking off of the names who do not accept the post* – The name of the candidate who does not accept a post in the lower division when so offered shall be struck off the list.

13. *Absorption in permanent posts* – Candidates appointed temporarily ; if not absorbed in permanent post occurring in the same office, may be given preference in appointment in other offices where a permanent vacancy arises, provided his work and conduct have been satisfactory.

14. *Method of appointment to permanent posts* – All appointments against permanent vacancies shall be made on probation for a period of two years only with effect from the date of appointment;

Provided that if during the period of probation if a candidate's work or conduct is found unsatisfactory or shows that he is unlikely to be come efficient, the Head of the Department may either discharge him from the service or may extend his period of probation for such further period as he may think fit.

15. *Method of appointment to temporary posts* – A person appointed against a temporary post which is subsequently made permanent shall be confirmed in that post provided he satisfies other conditions laid down in the Secretariat Instructions, and his length of service at that time is more than two years, and his conduct and work are satisfactory. If the period of service is less than two years he shall be confirmed after completing two years of service which shall be taken as probationary period. The Head of the Department may also, in these cases, extend the period of probation if he finds the candidate's work or conduct to be unsatisfactory, or he may discharge the candidate if the latter is unlikely to become efficient.

16. *Procedure of discharging temporarily appointed persons* – The procedure laid down in the Book Circular No.21 shall be adopted while discharging temporary Government servants.

17. *Reporting the names of discharged persons* – All cases of discharge of probationers or of temporarily appointed candidate shall be reported to Government in the Home Department and to the Commission with the reasons of discharge.

18. *Seniority* – The relative seniority of each candidate shall be determined with reference to his position in the competitive examination held in a particular year. But where a candidate of a particular year could not be appointed in that year and is selected under rule 11 for appointment in the subsequent year he shall, under the circumstances, take rank just below the successful candidates of that year in which he is appointed.

PART III
COMPETITIVE EXAMINATION

19. *Time, date and place of examination* – A competitive examination shall be held ordinarily in the month of December each year at a centre to be announced by the Commission. The date, time and place for the examination shall be intimated to the candidates by the Secretary to the Commission.

20. *Qualification for candidature* – A candidate shall –

(a) be a passed Intermediate in Arts, Science or Commerce or possess such other qualification as the Commission may decide to be equivalent to a pass in Intermediate examination;

(b) be over twenty-one years and below twenty five years of age on the date fixed as the last date for receipt of applications from candidates. In cases of candidates belonging to the Scheduled Castes and the Scheduled Tribes the maximum age-limit shall be increased by five years:

Provided that if in any particular year Government are satisfied that a sufficient number of candidates within the prescribed age-limit are not available they may by notifications relax the maximum of the age-limit specified in this sub-rule;

(c) be a good character;

(d) be of sound health, good physique and active habits and free from organic defects or bodily infirmity;

(e) have not more than one wife living;

Provided that the State Government may, if satisfied that there are special reasons for doing so, exempt him from the operation of this clause.

NOTE- (i) All Government servants, whether temporary or on probation or confirmed against substantive posts shall be eligible to appear at the prescribed competitive examination provided they are within the prescribed age-limits and otherwise qualified; but no one who has already been appointed on the result of the examination as Lower Division Assistant in any Department of the Secretariat or who has been appointed under Government either substantively or on probation against a permanent post carrying a higher scale of pay than that prescribed for Lower Division Assistants in the Secretariat shall be required to appear at the examination even if he is qualified.

Applications from candidates who are in employment under the Government shall be rejected unless they are submitted through proper channel provided that advance copies of applications from such candidates shall be entertained subject to their applications being received through the Department in time.

(ii) A candidate selected for appointment shall be examined by a Civil Surgeon and shall submit a Medical Certificate in the prescribed form (vide Annexure II). The Government in the Home Department shall arrange for such Medical Examination. The name of candidate who fails to satisfy a Civil Surgeon regarding his physical fitness shall be struck off the list.

21. *Residence* – Candidates shall ordinarily be permanent residents of the State as defined in Resolutions Nos. 38-Reforms and 870-Reforms, dated the 18th January 1949 and the 9th December 1949 respectively and shall be required to file along with their applications a declaration in the prescribed form (vide Annexure III).

NOTE—A refugee who has migrated from Pakistan with the intention of settling in Orissa shall also be eligible to sit for the examination subject to production of a copy of his identity certificate duly attested by a gazetted officer. The original certificate shall be produced at the time of the viva voce test.

22. *Application for appearing at the examination* – Candidates desirous of sitting for the examination shall submit their applications to the Secretary to the Commission in their own handwriting in the form (which is obtainable from the Secretary to the Commission) so as to reach him by such date as may be notified by the Commission in this behalf in each year.

No application shall be considered unless it is accompanied by a chalan showing payment into a Government Treasury a consolidated sum of Rs.10 representing fees for application and examination. The amount of the fees should be credited under the head “XXXVI- Miscellaneous Departments-b- Miscellaneous-A-Examination Fees-Pubic Service Commission”. The fees shall not ordinarily be refunded.

NOTE- Candidates belonging to Scheduled Castes or Scheduled Tribes shall pay an application fee of Rs.2-8-0 only.

23. *Certificate of character and evidence of possessing requisite educational qualification* – A candidate must submit with his application-

- a) a certificate of character from the Principal, Proctor, Dean or Professor in charge of the department of teaching of the College or University in which he last studied;
- b) evidence that he holds the qualification prescribed in clause (a) of rule 20
- c) evidence that he is within the age-limits prescribed in clause (b) of rule 20.

NOTE—Only copies of the certificate and evidence of educational qualification required under this rule should be furnished, with the application duly attested by a gazetted officer. Their originals should be produced at the time of the viva voce test.

24. Admission for sitting at the examination – No candidate shall be admitted to the examination unless he holds a certificate of admission from the Secretary to the Commission.

25. Communication with the Commission –(a) All communications by a candidate shall be made with the Secretary to the Commission and in no case be addressed either to the Chairman or a Member.

(b) Decisions of the Commission shall be communicated to the candidates under the signature of the Secretary to the Commission and it shall be deemed to be proper authentication of the decision of the Commission.

26. *Eligibility for admission to examination* – The decision of the Commission as to the eligibility of the candidates for admission to the examination shall be final.

27. *Penalty for adopting unfair means* – Any attempt on the part of a candidate to obtain support for his candidature by any means or any attempt to gain an undue advantage in the examination shall disqualify a candidate.

28. *Subjects for examination* – The examination shall consist of the following subjects carrying marks as shown against each:-

Subject	Mark	
1. English	100	} Details and syllabus and standard for each have been given in Annexure I to the Rules.
2. Arithmetic	100	
3. General knowledge	100	
4. Intelligence test	100	
5. Viva Voce	100	

The first three subjects shall be examined by means of question papers of three hours' duration each. The fourth shall consist of a question paper and a laboratory test both of which together shall not exceed a duration of three hours. There is no time-limit for the viva voce test.

NOTE I- The candidate shall answer the question paper in English unless otherwise directed.

NOTE II- Only those candidates shall be summoned for viva voce test who have secured, at the written test, the minimum qualifying marks to be prescribed by the Commission at their discretion.

NOTE III- There shall be no minimum qualifying marks for the viva voce test. The marks obtained by a candidate at the viva voce test shall be added to the marks obtained by him in the written examination and the aggregate so obtained shall determine his position.

29. *Mode of answering* – Credit shall be given for orderly, effective and exact expression combined with due economy of words in all subjects.

30. *Reservation of vacancies Scheduled Castes and Scheduled Tribes candidates* – Eighteen per cent of the vacancies shall be reserved for appointing the Scheduled Castes candidates and twenty per cent of the vacancies for appointing the Scheduled Tribes candidates. If during any particular year, a sufficient number of successful candidates of the Scheduled Castes and Scheduled Tribes is not available to fill up all the posts reserved for them the outstanding number filled up by other successful candidates shall be added to the quota reserved for them in the following year and not thereafter, the quota of unreserved posts for that year for other candidates being proportionately reduced subject to the consideration that any reservations in excess of the total number of vacancies available in a year shall automatically lapse.

31. *Candidate's examination results* – Decision of the Commission as to the result of the candidate's examination shall be final and in no case be challenged or protested.

32. *Success in examination conferring no right to appointment* – Success in the examination confers no right to appointment unless Government are satisfied after such inquiry as may be considered necessary that a candidate is suitable in all respects for appointment to the Public Service.

ANNEXURE I

[Vide rule 28]

STANDARD AND SYLLABUS FOR COMPETITIVE EXAMINATION

1. English – (a) An essay to be written in English on 30 marks one of the subjects mentioned in the question paper.
 - (b) A letter to be written in English on one of the 20 marks subjects mentioned in the question paper.
 - (c) One Oriya, Bengali, Hindi, Urdu or Telugu 15 marks passage to be translated into English.

- (d) One English passage to be translated into Oriya, 15 marks Bengali, Hindi, Urdu or Telugu.
- (e) Summary or précis of one English passage 20 marks mentioned in the question paper.

NOTE- The standard shall be equal to that of the Intermediate examination of the Utkal University.

2. *General knowledge* – Knowledge of current events and such others matters of everyday observation and experience as may be expected of an educated person.

3. *Arithmetic* – Vulgar fractions and decimals H.C.F. and L.C.M. simple and compound practice; simple and compound interest, percentages, profit and loss, mixtures, partnership, averages, rates and taxes, insurance, square and cubic measures, problems on time and work and on time and distance.

NOTE- The questions shall be of Matriculation standard. Problems more easily solvable by algebraic methods need not to be required to be solved arithmetically.

4. *Intelligence Test*- The object of this paper would be to assess the intelligence, alertness, general outlook and potential qualities necessary for the appointment.

5. *Viva voce test* – The object of the viva voce test is to assess suitability of a candidate for the post and in framing their assessment the Commission shall attach particular importance to a candidate's alertness, general outlook and potential qualities.

ANNEXURE II

[Vide rule 20]

MEDICAL CERTIFICATE FORM

I certify that I have examined....., a candidate for employment in theand cannot discover that he has any disease, constitutional weakness or bodily infirmity, exceptI $\frac{\text{do not}}{\text{do}}$ consider this a disqualification for employment in theHis age according to his own statement is.....years and by appearance.....years.

(Rule 50 of the Orissa Service Code)

Civil Surgeon

ANNEXURE III

[Vide rule 21]

DECLARATION FORM I

Whereas I....., inhabitant ofin the district of desire to apply for the post ofunder the Government of Orissa;

And whereas I am required to make a declaration under the Resolution of the Government of Orissa in the Home Department No.38-Reforms, dated the 18th January 1949, to the effect that I am a permanent resident of the State of Orissa;

Now, therefore, in pursuance of the said Resolution I do hereby declare that I son ofin the district ofam a permanent resident of the State of Orissa as defined therein

Signed.....

In the presence of

NOTE-(1) A permanent resident of the State of Orissa means anybody who or one of whose parents has lived in the State of Orissa for a minimum period of twelve years and who-

- (a) is able to speak Oriya ; and
- (b) if he is a literate person-
 - i) is able to read and write it; and
 - ii) has also passed a test in Oriya equivalent to the middle standard.

(2) During the period from the 18th January 1942 to the 31st May 1951, compliance with the language test indicated in sub-clause (ii) of clause (b) of the definition specified above will not be insisted upon.

(3) For purposes of eligibility for Government service, for which the prescribed educational qualification (if any) is less than the middle standard, as well as for purposes of determining eligibility for award of scholarships or stipends in schools below the standard of middle schools and also for admission to schools and institutions of a standard below the middle standard, a permanent resident should be defined to mean anyone who or one of whose parents has lived in the State of Orissa for a minimum period of twelve years and (a) who is able to speak Oriya, and (b) if he is a literate person, is able also to read and write it.

APPENDIX III

[See rule 7 of Chapter II]

SCHEME FOR THE TRAINING OF ASSISTANTS RECRUITED FOR SERVICE IN THE ORISSA SECRETARIAT

1. There shall be a Training Institute called the Orissa Secretariat Training Institute for the purpose of training all new recruits including promotees from subordinate offices, who will be selected for service as Assistants in the Orissa Secretariat. All such new recruits, immediately after appointment in the Secretariat, shall have to undergo a course of training in the said institute ordinarily for a period of four months, full time, and to pass the final examination to be conducted in the Institute on the completion of the course of training. For this purpose there shall be at least two courses of training in a year.
2. The Training Institute will be located at Bhubaneswar, and ordinarily the class hours will be from 10.30 A.M. to 4.30 P.M. with a recess of one hour in the middle. No class will be held during Sundays and Gazetted holiday.
3. (a) The Training Institute shall be administered by one Principal of the rank of Assistant Secretary to Government of the Orissa Secretariat Service and two Instructors of the rank of Senior Head Assistant of the Secretariat Ministerial service appointed by the Government in the Home Department.
 - (b) The ministerial and class IV staff of the Institute shall be appointed by the Principal.
 - (c) The Principal shall be the drawing and disbursing officer in respect of the pay and allowances of the staff of the institute.
 - (d) The Principal is authorised to incur expenditure on ordinary items of contingencies not exceeding Rs.100 on each occasion subject to budget provision and make payment of all other items of expenditure after sanction by Government.
 - (e) In respect of supply of forms and stationery from the Government forms and Stationery Store to the training institute, the Principal shall be the indenting and countersigning officer. The monetary limit or local purchase of stationery articles prescribed for Government colleges shall be applicable to this institute.

4. (a) The Training will be given by means of lectures, practical lessons and exercises on the subjects and books specified in the appended syllabus.

(b) The Instructors are authorized to consult the Departments of the Secretariat for suitable cases, recorded proceedings and utilized registers required for teaching and demonstration in the classes. The Principal will requisition the records etc., from the concerned departments and return them when done with.

(c) In addition to the above, talks on general matters of interest may be given by officers and persons of distinction.

5. Monthly periodical tests will be held during the period of training, and at the end there will be a final examination on all the subjects grouped under four papers as indicated below –

Subjects Paper	With or without books	Marks assigned	Time allowed	Pass marks
1	2	3	4	5
First Paper	With books	100	Three hours	50 per cent
Second Paper	Ditto	100	Ditto	Ditto
Third Paper	Ditto	100	Ditto	Ditto
Fourth Paper	Ditto	100	Ditto	Ditto

6. Trainees who fail to obtain the require percentage of marks in any one or more papers shall be required to appear and pass at the next examination in those papers only.

7. Assistants securing above 70 per cent of the total marks in the aggregate will be given a red entry as a mark of distinction and the fact recorded in their Service Books. They will also be given an advance increment in the time scale of pay attached to their posts, held at the time of the examination, with effect from the date of the examination, but this concession will merge in his subsequent increments which will accrue on the usual dates.

8.(a) Seventy-five per cent, attendance in classes is required to make one eligible to sit for the examination.

(b) Any absence during the period of training will be debited to casual leave or to other regular leave admissible under the Leave Rules.

(c) If a trainee absents himself from an examination he will normally be regarded as having utilised that chance. If, for any reason, which, to the

satisfaction of the Government in the Home Department, was beyond his control, a trainee was unable to utilise any chance or chances or he may be allowed such equal number of chances to pass the examination.

(9) An assistant who desires to appear at an examination, shall have to apply through the Department in which he is working, within the prescribed date, in the following form to the Principal of the Training Institute.

FORM OF APPLICATION TO SIT FOR THE SECRETARIAT DEPARTMENT EXAMINATION

- (I) Name of the Assistant
- (II) Department in which serving
- (III) Parts of the examination, if any, passed quoting the number and date of the notification.
- (IV) Paper or papers in which desiring to appear.

Signature of the applicant

No.....

Date.....

The fact stated against item (iii) is correct.

Signature and designation of the
Departmental Officer

To

The Principal,
Secretariat Training Institute,
Bhubaneswar.

10. (a) A library of reference books shall be maintained from which books will be issued to the trainees, one book at a time for a minimum period of 7 days.

(b) Books, if available will also be issued for the full period of training to the trainees on each depositing an amount of Rs.20/- as caution money with the Principal, which is returnable at the end of the training.

(c) Books so issued shall be used by the trainees with care and returned at the end of the prescribed period failing which a reasonable amount will be charged from him or forfeited from the caution money, besides any other departmental action that may be taken against him.

SYLLABUS

PAPER I

Subject	Text Books or Books of reference
<i>Office procedure</i> - Maintenance of different kinds of registers prescribed for use in the Secretariat-	
Difference between guard files and precedent	
Register- log book designed to be a personal register and for daily entries.	1. The Orissa Secretariat Instructions.
Several stages of receipt and distribution of dak	2. The Orissa Rules of Business.
Classification of receipts and its object.	
Opening of files for new cases and treatment of old cases.	3. The Orissa Legislative Assembly Rules.
Subject heading of files to be distinct and should not cover more than one subject.	
File index.	
Arrangement of papers in a file-page numbering-referencing and flagging.	
<i>Consultation of precedent Register</i> - Putting up previous papers etc.,- 3 days rule- examination of replies as and when received without waiting for replies from others so as to get defects rectified in suitable time- use of priority slips.	
<i>Noting and drafting of Government Orders in different forms</i> – Resolutions, notifications, official and demi-official letters, telegrams, memorandum, press communiqués, U.O. references.	

Subject

Text Books or Books of reference

U.O. references of files to other Departments of cretariat.

Numbering of Communications issued out.

Recording and indenting of files – Promptness to ensure neatness in the seat of Assistants.

Editing files for print.

Requisitioning of records and books from the Record Room and Library.

Guard files – one for each subject – papers to be arranged from top to bottom as in a book- what kind of papers kept in guard files

Reminders- different kinds of different stages.

Arrear list of receipts and detailed arrear list of files.

Preparation of table of cases.

Proof reading.

Periodical returns and reports.

Subject

Text Books or Books of reference

Periodical inspections.

2) Establishment and Accounts-disbursement of pay and other expenditure Maintenance of service records – Accounts Section and its functions – Distribution of forms and stationery – liveries – hot weather and cold weather charges.

3) Organisation of the Orissa Secretariat – Subjects dealt with in different Departments.

4) Subordinate Offices under each Department and their functions.

5) Standing Committee – their functions

6) Conduct of business in different departments

7) Subjects referred to the Council of Ministers-procedure.

8) Assembly Questions, starred and un-starred – cases treated as lapsed.

Cut motions - Resolutions

PAPER II

1. Subjects of the Constitution of India-
(A general idea of the entire constitution is necessary)

1. The Constitution of India,
1950.

Fundamental Rights of the Citizens of India

Part III

Directive Principles of State Policy

Part IV

Subject	Text Books or Books of reference
Governor and his powers- Executive Power of State Council of Ministers – Advocate-General – Legislative Assembly – Officers of State Legislature –Conduct of Business in Assembly – Definition of Money Bill.	Part VI (Ch. 1-4)
Bills, official and non-official-organization, drafting- Introduction consideration and passing in Assembly – consent of Governor for consideration of Money Bills – Assent of Governor or/and President.	2. The Orissa Rules of Business. 3. The Orissa Legislative Assembly Rules
Scheduled and Tribal Areas – Control and administration- Reservation of posts for Scheduled Castes and Tribes.	Constitution of India, Part X Part XVI and the Fifth Schedule.
Relation between the Union and the States	Part XI Part XII
General provisions on finance, property, contract and suits – Finance Commission.	
Trade, Commerce and intercourse within the territory Services under States – Recruitment, tenure and removal of civil servants.	Part XIII Part XIV
Disciplinary proceedings	The Civil Services – Classification and Appeal Rules.
Public Service Commission – its functions and limitations.	The Constitution of India – Part XIV. 4. The Orissa Public Service Commission (Limitation of Functions) Rules
1) Lists of subjects on which the Union and the States can legislate.	The Constitution of India Seventh Schedule.

Subject	Text Books or Books of reference
2) Conduct of Government servants in official business and in public.	The Government Servants Conduct Rules.
3) Service Associations	Rules for recognition of Service Associations.
4) Acquisition of land for public purposes or for local bodies – functions of the Administrative Departments and Revenue Department. Lease and free grant of land for certain purposes.	The Bihar and Orissa Land Acquisition Manual.
5) Book Circulars.	

PAPER III

1. Service conditions-	1. The Orissa Service Code, Volumes I and II.
Age and Physical fitness	
Pay- temporary and permanent Government servants pay-time scale – identical time scale and same time scale – pay fixation in different scales – personal pay	
Compensatory allowances of different types	
Honorarium and fees	
Medical benefits	
Joining time	
Leave-Special Leave Rules, Ordinary Leave Rules and Orissa Leave Rules- Leave preparatory to retirement – different kinds of leave.	

Subject	Text Books or Books of reference
Foreign service, conditions precedent to deputation etc. pension and leave salary contributions.	
Age of retirement- Certain ministerial officers continue up to 60 years of age.	
Government buildings - Standard rent.	
1. Pension-different kinds of pension – conditions qualifying grant of pension – calculation of qualifying service – pension emoluments.	2 .Civil Service Regulations. Chapter relating to pension.
Liberalisation of Pension Rules - Rates of pension there under-death-cum-retirement gratuity.	The Orissa Service Code, Volume-II.
Family pension	
Preparation of pension application	
3. Re-employment of Government servants after retirement.	
4. General principles of Traveling Allowance Rules-	3. The Orissa Traveling Allowance Rules.
Travelling allowance – on tour on transfer	
Classification of grades	
Different types of travelling allowance-exchange of mileage for daily allowance.	
Special rates of travelling allowance for journey outside State – Sanction of journey outside State.	
Grant of travelling allowance on death of a Government servant to family members.	

Subject	Text Books or Books of reference
Controlling and countersigning officers.	
4. General Provident Fund	4.Orissa General Provident Fund Rules.

PAPER IV

1. Financial business	1. The Orissa Budget Manual
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Receipts and expenditure – Voted charged

Classification of account heads-

Procedure for classifying new items

2. Financial sanction of new schemes and continuing schemes – Plan and ordinary schemes- New demand Schedule – Supplementary demand schedules.	2. The Orissa General Financial Rules.
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Token demand – on account budget

Revenue and capital expenditure

Committed expenditure.

Budget Estimate – Revised Estimate – Surrenders- re-appropriation – functions of controlling officer, Administrative Department and Finance Department.

Subject

Text Books or Books of reference

2. Works-Administrative approval – Plans and estimates-descriptive specifications, Public Health and electrification of building schemes – countersignature and administrative approval-budget provision- allotment of funds-technical sanction-execution of works.
3. Five-Year Plan- achievements of First Plan-progress of Second Plan- progress reports and expenditure statements.
4. Loans and Advances
5. Contingency Fund
6. Sanctions procedure of ordinary items of contingent expenditure beyond prescribed monetary limit and of special items of contingencies.

FORM OF LIBRARY ISSUE REGISTER

[See rule 10]

(Left page)

Serial number	Date	Name and designation of the person to whom books issued	Caution money deposited		Number and name of the books issued
			Date	Initial of Principal	
1	2	3	4	5	6

(Right Page)

Signature of receiver	Date of return of books	Signature of Librarian	Amount charged for misuse	Date of recovery	Return of caution money		Remarks signature of the Principal for money transaction
					Amount	Acquaintance	
7	8	9	10	11	12	13	14

(To be neatly maintained in a bound book)

APPENDIX IV

(See rule III-24)

**Rules regarding the issue of passes for entry into the
Secretariat premises**

(To be printed later)

APPENDIX V
(See rule 51 of Chapter V)
Notes on Drafting

1. *Language and construction of drafts* – The first object of a draft is to convey the exact intention of the orders. The language used should be courteous, but concise, clear, and incapable of misconstruction, lengthy sentences, abruptness, circumlocution, magniloquent phrases, superlatives and repetitions, whether of words, expressions or ideas, should be avoided. In the construction of sentences the verb should not be separated from the object or predicate, or the auxiliary verb from the verb which it governs. For example: “I am, with reference to your letter No..... dated..... to state” should be “With reference to your letter No.....dated..... I am to state”. In the opening paragraph of a draft the reference, if any, should always be to a letter, endorsement or memorandum, or something else that can be described by its proper name. The phrase “Your No....., dated.....,” is incorrect and should be avoided.

2. *Refusal of a request* – When a request or a recommendation is refused, the decision should always be conveyed in the most courteous form possible; and the reasons for it should generally (though not invariably) be given. A refusal is annoying in itself, and great care should therefore be taken not to render it unnecessarily irritating.

3. *Incorporation of notes and orders in drafts* –Whenever the notes and orders admit of it, the draft should follow them verbatim but when this is not the case, the drafter must exercise his discretion in condensing or expanding the notes. The handwriting of drafts must be compact, neat legible, and abbreviations should be avoided as likely to confuse the typist or printer. When in doubt regarding the scope or construction of a draft the head assistant should ask for instructions.

Each paragraph of a letter should be complete in itself and should follow naturally on its predecessor, being connected with it by a common train of thought. Short isolated paragraphs are jerky and tend to break the thread of an argument.

4. *Preparation of drafts*- In letters to the Government of India, Heads of Departments, etc., it is ordinarily unnecessary to recapitulate fully the contents

of a letter under reply at the commencement of the draft. If the title heading gives the subject of the correspondence, the number and date of the letter need only be quoted. Where arguments have to be replied to *seriatim*, an abstract of the particular point taken up may be given in the paragraphs which replies to it; but even this is unnecessary except where there are several such points and it will often be better simply to refer to the paragraph of the letter under reply which contains the points in question.

5. *Transmission of a mass of enclosures with letters to be avoided* – The practice of transmitting, with covering letters, a mass of enclosures containing unnecessary repetition of the information intended to be conveyed, should be avoided. No papers should accompany a letter which are not essential to a clear and precise understanding of the question referred. On the other hand, care must be taken that the information to be conveyed is not deficient or meagre. Ordinarily, drafts of letters should be self-contained; in cases, however, which involve an important principle, of which may be intricate in their details, and which are likely to produce elaborate discussion which cannot be rightly conveyed by any abbreviation, it is proper that all papers which bear on the points at issue should accompany a letter.

6. *Quotations of number and date* –When referring in the body of a draft to a letter of which the number and date have been previously given, the expression “letter quoted above should not be used as the word “quoted” can only be correctly employed when some passage in the letter has been quoted. The proper phrase is “referred to above” or “noted in paragraph.....” on “cited above”.

7. *Reference to unofficial opinions* – It is a standing rule that in an official letter no unofficial expression of opinion, whether written, or verbal, should be cited. When as sometimes happens, an allusion has to be made to unofficial correspondence, “it is understood”. or “Government understand”, is the accepted phrase for the purpose.

8. *Avoidance of repetition of phrases* – As a rule, it is well in all letters to avoid the frequent repetition of the same phrase or of similar phrases, such as, “I am directed to say”, “I am to say”, “I am to add”, etc. An official letter ordinarily begins by stating that the writer is directed to write it. It follows from this that the rest of the letter is also written by direction.

9. *Acknowledging letters* – A letter should not ‘acknowledge the receipt of’ another letter after the lapse of any considerable time after one month from receipt of the letter in reply should begin “with reference to” or “I am directed to reply to”.

10. *Opening phrases*- At the beginning of the letter the expressions “I am directed to reply to” and “I am directed to refer to” are frequently used indiscriminately. The former should be employed in answering a letter, the latter in starting a fresh correspondence with reference to a previous correspondence, or in the case of an ad interim communication which is not a reply. Similarly, the words “the correspondence ending with” should only be used when the reference is to a correspondence which is complete. When the reference is to a correspondence still in progress, the proper phrase is “the correspondence resting with, etc.”, “Your letter No....., dated the, and previous correspondence”.

11. *Use of “submit”*- The use of the word “submit” in such phrases as “you submit for consideration”, “submitting proposals” “submitted with your letter”, should be avoided as far as practicable as it implies inferiority in the addressee. Nor should the word be employed in connection with any opinion or proposals communicated by the Provincial Government to subordinate authority. It is therefore inadmissible to write “I am desired by the Governor to submit for the consideration of the Board or High Court” or “for your consideration”.

12. *Official slang*- What may be termed official slang should always be avoided; for example, the following phrases and their congeners should never be used. “Government of India letter”, “this Government resolution”, “Revenue Department circular” or worst of all, “Public Works Department letter”, and Your No..... The proper phrases in these particular cases are “the letter of the Government of India”, or “Your letter”, or “Mr. A.B’s letter”, “resolution of the Provincial Government No....., recorded in theDepartment, on the,”, “Your circular letter” (‘Circular’ by itself is a trade expression and a bad one at that); “the letter from the Government of India” in the public works Department”, “Your letter No.....”, Another phrase which is open to objection is Government order” in the sense of “My/Mr. A. B’s letter’ is a useful expression though in speaking of the orders conveyed to the Provincial Government in a letter from the Government of India “instructions” or

“directions” is the better term. These are of course only examples which might be multiplied indefinitely. It should also be borne in mind that, for the purposes of all outside the Secretariat, the departments of Government have no separate existence. Every letter emanates from, or is addressed to the Government as a whole, and not from or to any department of it. Thus it is correct to speak of the “letter of the Government of India in the Home Ministry’s letter”.

13. *Various objectionable phrases*- An objectionable form of slang is to be found in such words as “herewith”, “therewith” and “thereanent”. Worse still are “per” in such phrases as “as per margin”, “as per details annexed” and “re” for “regarding” or “on the subject of”. Office notes show a tendency to the use of “prepage” for. “the preceding page”, which, if not checked in time, may yet find its way into letters.

14. Latin phrases like “per annum”, “per mensem”, “per diem”, for which excellent English equivalents are at hand in “a year” “a month” “day” or “yearly (or annual)”, “monthly” “daily”, should rarely be used; mixed expressions like “per year” and “per head” never “percent” has been adopted into English, and must be employed because there is no convenient equivalent for it.

15. Speaking generally, in modern English it is inelegant to end a sentence with a preposition, e.g., ‘referred to’.

16. The practice of frequently beginning sentences with “There is” or “There are” gives letter a monotonous and rather slovenly appearance.

17. *Punctuation*- Correct punctuation is frequently neglected both in office notes and in drafts, and careful attention should be paid to it.

18. *Capital Lettering* – The tendency is to overdo the use of capital letters and they are best reduced to a minimum. Different writers have different usages but at least there should be uniformity in one draft. It is slovenly to use the same word in one place with a capital letter and in another with a small letter.

As regards certain expressions in common use it is best to follow a convention and standard examination examples are given below:-

“The provincial Government”

“The province”

“The _____ Department”

“The head of the _____ Department”

“Your letter No. _____”

“The $\frac{\textit{resolution}}{\textit{memorandum}}$ of

“The Revenue Divisional Commissioner, Central Division”

“The District Officer of the _____ district”

“The Sub divisional Officer”

“The $\frac{\textit{district}}{\textit{local}} \textit{board}$ ”
 $\frac{\textit{union}}$

“The _____ municipality”

“The $\frac{\textit{Chairman}}{\textit{Vice – Chairman}}$ of

“The Vice-Chancellor of theUniversity”

The following words are frequently written with capital letters, whereas small letters are more appropriate:-

“Inspector of $\frac{\textit{Police}}{\textit{School}}$; Sub-Inspector; Head Constable; Constable assistant;
 $\frac{\textit{Excise}}{\textit{etc}}$

head clerk; entrance examination; matriculation examination; school leaving certificate examination; college; high english school; upper primary school” and so on.

19. *Writing of dates* – A date can be written in three ways, i.e.,

“the 1st January, 1923”

“January 1st, 1923”

“1-1-1923”

Of these the first should be uniformly adopted.

20. *Careful readings of typed drafts* – Ordinary mistakes in spelling not infrequently disfigure typed drafts. These are presumably typographical errors, but the work of the typist should be checked before a draft is submitted.

APPENDIX VI
[See rule VII-9(iv)]
Proof correcting

1. The signs and abbreviations common used to indicate the corrections to be made in a proof are given at the end. These should be adopted for all works sent to the Government Press, as time will be saved and greater accuracy will be ensured.

2. Every correction should be marked neatly in ink in the margin of the proof exactly opposite the line in which the correction is to be made. All corrections to be made in the left half of the page should be written in the left hand margin of the proof with the first correction written nearest the edge of the paper, the second alteration in the same line being by its side to the right nearer the type, the third on the inner side of the second and so on till the middle of the line is reached, when the corrections in the right half are written in the right margin but in inverse order, the first alteration in the same line being made close to the print, the second on the outer side of the first in a line with it, the third still nearer the edge of the paper and so on with the remainder, as shown in the ninth line of the specimen proof on page 211 *Infra*. In each case of X or other mark is made in the line to indicate the place where the correction marked in the margin is to be made. It is important that this order is followed and that a long / stroke is placed after every correction written in the margin, except those which are indicated by special signs. While every endeavour is to be made to ensure accuracy, the Press takes no responsibility for corrections not written in ink in the margin.

3. Corrections to be made in two or more pages or in several places in the same page must be repeated in full in every case. Corrections referred to in a separate note or letter cannot be attended to as there is no staff available to transfer them to the proofs. The proof is taken as the sole guide in the Press.

4. When it is necessary to transfer matter from one page to another the change should be marked, in both pages. The proofs should not be cut up in such cases nor when any matter is deleted.

5. Nothing should be written against the printed matter on a proof except to show individual corrections. Any special instructions or remarks should be encircled, and if possible written with ink of a different colour, otherwise the compositors may incorporate such remarks in the text. Instructions as to the number of copies required, etc., should, except for confidential work, be given only on the Press slip sent with the proof.

6. Queries made by the Press on a proof should be settled before the proof is returned to the Press, as the Press will assume that the matter is correct if no reply is given.

Deviations from copy will be made by the Press only where there are palpable errors in dates, spelling or of style.

CORRECTED PROOF.

Good proofs.]

²³ caps /
²³ L ³² sm. caps /
¹⁵ c / ⁴ s /
² g /
 T / c / # ○ / g /
⁸ ○
 - 7 out - see copy
¹⁵ ○
¹⁴ U / ¹⁸ /
 B /
¹⁷ / - /
 , /
² / ⁶ □
 11 run on
⁴ there is only /
 x
²⁵ U /
³⁵ l.c. / l.c. /
²⁶ // // //
³⁰ rule /

There is a practice in many offices of sending out uncorrected proofs. Those which do this plead that it saves time and give a customer an idea of the appearance of his matter. Still other offices send out proofs, whether corrected or uncorrected, which are common paper, and without regard to margin the recipient is ashamed to show it, and makes the marks he finds necessary with haste, hoping that he will receive no others looking like it. Both practices are wrong. If time could be afforded, the printer before it became necessary to put it in the hands of the messenger. Proofs not intended for typos to practise upon, and experience shows that ninety-nine per cent of business men cannot tell whether the work has been done properly or not; if a sheet or galley be given them, they correct a portion of the printers errors the remainder being invisible to their eyes. But they do see many faults in workmanship, although they are unable to indicate why they seem wrong it weakens their belief in the ability of the printer for they are unable to discriminate between the errors that he is certain to see and those which he will probably overlook. The latter will form a very small fraction of the whole, but the outsider cannot judge of this.

He sees a wrong figure in his address, a turned letter elsewhere, a couple of led's between some lines when one in other places, or he may notice a wrong name. These errors diminish his confidence. If a proof has been taken upon good paper, with care, the author can at least imagine how his work will appear, so far as the type is concerned. There is a certain pleasure in seeing ones productions in print, as may be witnessed everywhere. Distinguished literary men are not exempt from this weakness, as Dickens and Jerrold both showed. How great, then, to such men must appear the deformities of a proof which, while pretending to set forth their very words, gives them something entirely different, or at least disfigures the page with bad and turned letters, wrong founts, and

²⁸ / ¹⁴
 centre / ²⁴
 g /
 who / ³
^{ff} / ²²
²⁵
 eq # ²⁰
 trs. / e / h /
 ital / ³¹
 #
 trs. / ⁹
 - / ¹⁶
 # ⁵
 stet / ¹²
¹ ¹⁹
 thin lead
 w. f. / ³⁸
 x ²¹
 g /
 a /
 N. P. / ¹⁰
 lead / ²⁷
 rom. / ³⁴
 slack / ²⁸
 over / ²⁹
 Br. / ³⁷

* Fisher's Letterpress Printing, page 332.

EXPLANATORY REMARKS

THE NUMBERS ARE OF COURSE MERELY FOR REFERENCE TO THESE
REMARKS AND ARE NOT MARKED ON THE PROOF

Reference No. on specimen proof.	Instructions conveyed to compositors.
1.	Turn the letter round, it is upside down.
2.	Delete or take out the letter or word through which the stroke is made.
3.	Substitute the letter or word written in the margin of the proof. The diagonal stroke termed the separatrix, is placed after most corrections to keep them apart.
4.	Insert the letter, word, etc., written in the margin in the place indicated by the caret.
5.	Insert a space. This mark indicates the normal or thick space; a single -1- mark may be made when a thin space is required; a=1=mark for a middle space, and ≡ 1 ≡ for an en space. The mark for the thin and middle space, respectively, are distinguished from the single dagger † and double dagger ‡ by the reference marks being followed by the diagonal stroke.
6.	Insert space equal in ems to the number of spaces written in the margin; thus, □one em □□ ems, □□□ three ems, etc. An em is a space equal to the depth of the type.
7.	A portion of the manuscript too long to be written on the proof has been omitted; refer to the manuscript

Reference No. on specimen proof.	Instructions conveyed to compositors.
8.	Close up the letters; no space is required.
9.	Transpose the marked portions. When more than three words are to be transposed their correct position may be indicated by figures.
10.	Begin a new paragraph.
11.	Join up the matter; a new paragraph is not required
12.	Let it stand. The dots are marked only under words or letters which have been struck out in error but which are to remain as they are without alteration.
13.	Insert a full stop.
14.	Insert an apostrophe. The curve is attached to the separatrix or / stroke to distinguish this punctuation point from the comma. All superior characters, such as “12 ab”, printed near the top of the line are marked in a similar manner and, conversely, those below the line as in chemical equations have a curve above them.
15.	Insert quotation marks.
16.	Insert a hyphen.
17.	Insert a one-em dash or line. The horizontal stroke should be longer and the vertical stroke shorter for an em dash than for an em or half em dash; thus, |-. For longer dashes the line written should be marked off by short lines; thus, |-|-| 2ems, |-|-|-| 3 ems, |-|-|-|-| 4 ems.

Reference No.
on specimen
proof.

Instructions conveyed to compositors.

18. Insert a comma. All other punctuation marks, except the full stop and 'superiors' should have the separatrix attached like letters.
19. Push down the space which is level with the type face making an unnecessary black mark. Should these be numerous the part of the page in which they appear maybe encircled.
20. Equalize the spacing. Take some space from the place marked |- and add it to the places marked/.
21. Change the imperfect type.
22. Substitute a 'ligature' (joined letters) or the single letters. The single  sign is made under the letters which are written in such cases, as distinguished from the 'close up sign (No.8)  which occurs in the margin by itself. This is a technical detail to be attended to by the press.
23. Bring the words out to the end of the line; no indention is required. When words are to be indented the mark  is used to indicate that the line is to be set back to the place indicated by the perpendicular portion, of the sign, or No. 6 sign may be inserted, or the word 'Indent, written in the margin.
24. Place the words in the middle of the line.
25. The spacing (or word division) is incorrect. Take over the letters marked to the preceding (or following) lines to make the lines end where the marks are made.
26. The lines are bent or letters have slipped; put them straight.

Reference No. on specimen proof.	Instructions conveyed to compositors.
27.	Insert space between the lines. The number or kind of leads should be specified by the professional reader only. For spaces deeper than 7 thick leads the depth is expressed in 'ems' of one-sixth inch.
28.	The line is loose and the type is 'off its feet'.
29.	Take the lines cut off by the mark 'over' to the following or 'back' to the preceding page as the case may be. This is a technical detail always left to the Press.
30.	Insert a line.
31.	Alter the words underlined into italic; one straight line.
32.	“ “ small capitals two lines.
33.	“ “ capitals; three lines.
	“ “ Clarendon, antique or any other special type; a single waved line, thus with the name of the type written in the margin.
34.	Change the words underlined to roman or ordinary type.
35.	Alter to lower case or small letters.
36.	A wrong fount; substitute a letter of the correct face.
37.	Reset in the type named. Abbreviations are used; thus Br. For Brevier, P. for Pica, 10-pt. for 10-point, etc.

APPENDIX VII
[See rule 8 (ii) of Chapter VII]
Hints on editing Secretariat proceedings

The purpose of printing proceedings is that important orders passed by Government, and the reasons for them, may be on record in a form which can be consulted with the minimum of trouble and delay. The inclusion of unnecessary matter in printed proceedings defeats this object by rendering it more difficult for readers to follow the essential points of the discussion. Again the major part of the cost of printing is incurred in the setting up of the type and in correcting it. Under the system of payment which is followed in printing offices, the cost depends largely on the number of lines occupied. Thus a single line containing one or two words, or even a set of initials, costs as much to set up as a whole line. Generally speaking, the more the printing approximates to the continuous or run-on-type, the cheaper it will be to print. As it is easier to read continuous printing than it is to read matter which is broken up by short lines, marginal entries, tabular statements and the like, intelligibility and economy in printing are both secured by reducing the record as much as possible to the continuous form.

EDITING OF NOTES

2. It is of the greatest importance that, before notes are sent to the Press, they should have been reduced to the form in which they are actually to be printed. No amount of care at a later stage can redeem the waste of money involved in careless or incomplete editing. The following matter should be exercised before notes are sent to the Press:-

- (1) Routine notes and notes which, though not technically routine, are of merely passing interest;
- (2) Notes which merely summarize correspondence or previous notes;
- (3) Notes which raise irrelevant points or which have not been accepted by the officer passing the final orders;

- (4) In many cases, where the points for order and the reasons for them have been stated fully in an officer's note, it is possible to excise the office-notes upon which that note was based.

It is not necessary to reproduce in the printed proceedings the record of certain processes which, though important at the time, lose their importance when orders have been passed. Thus notes explaining the preparation of a draft can usually be omitted unless they explain the reason for certain points in the draft and these reasons have not been adequately explained in the preceding noting. Again, it is unnecessary to print headings such as, "Secretary", "Minister" and the like when the normal course of circulation within the department has been followed. Similarly, headings like "Education Department", "Finance Department", indicating the passage of the file to other departments, can be omitted when the noting itself makes it clear that this has happened.

Where a file is circulated to other departments for concurrence or perusal and no important point is raised by that department it should often suffice to substitute for the notes the entry "seen in.....department" or ".....department concur" with the signature of the highest officer of the department who passed orders on the reference.

Reference in notes to previous papers should usually take the form of marginal notes. These references and cases where officers have made marginal notes on other notes constitute an exception to the general principle that broken lines should be avoided.

EDITING OF CORRESPONDENCE

3. Letters of a routine nature, such as reminders and acknowledgements need not be printed, or, if printed, may be replaced by a short phrase such as-

Serial 10- Acknowledged receipt of serial 9

Serial 11- Reminder to the Government of India

The practice of making marginal references to correspondence should be avoided as far as possible. In entering at the end of correspondence particulars of the forwarding of copies to different officers, it is often better to print their names in a run on form instead of in tabular form.

The headings of letters should be reduced to the run-on form, e.g., instead of saying-

Letter No.123, dated Calcutta, the 1st January 1932.

From the Chief Secretary to the Government of Bengal.

To the Chief Secretary to the Government of Orissa, the form should be "Letter from the Chief Secretary to the Government of Bengal, No.123, dated 1st January 1932 to the Chief Secretary to the Government of Orissa". Similarly, in demi-official correspondence, the heading should be "D.O. Letter from the Chief Secretary to Government of Bengal No.....dated.....to and phrases, such as "Dear Sir" "Yours faithfully", "yours sincerely," etc., should be omitted. The printing of long tabular statements is particularly expensive and this should not be reproduced unless they are really necessary for the purpose of understanding the orders passed.

APPENDIX VIII

(See rule 8 of Chapter VII)

GOVERNMENT OF ORISSA

FINANCE DEPARTMENT

NOTIFICATION

The 2nd September 1959

No. 26983- Bt.-169/59-F.—In exercise of the powers conferred by section 6 of the Orissa Contingency Fund Act, 1950 (Orissa Act XXV of 1950), the State Government do hereby make the following rules in supersession of the Orissa Contingency Fund Rules, 1951 :-

The Orissa Contingency Fund Rules, 1959

1. *Short title* – These rules shall be called “The Orissa Contingency Fund Rules, 1959”.
2. The Orissa Contingency Fund (hereinafter referred to as the Fund) shall be held on behalf of the Governor by the Secretary to the Government in the Finance Department.
3. Advances from the Fund shall be made for the purposes of meeting unforeseen and emergent expenditure pending authorisation by the Legislature.
4. All applications for advances from the Fund shall be made to the Secretary to the Government in the Finance Department with the following particulars :-
 - (i) brief description of the additional expenditure involved;
 - (ii) the circumstances in which the expenditure could not be included in the Budget Estimate ;
 - (iii) the reasons for which the expenditure cannot be postponed till funds are provided by means of a supplementary demand ;
 - (iv) the full cost of the proposal for the remaining part of the year and for the subsequent years ;

- (v) the amount required to be advanced from the Fund ;
- (vi) the head of account to which the expenditure is finally debatable clearly indicating the major head, minor head, sub-head and primary units of appropriation.

5. Even in cases where savings are available within a grant, token advances from the Fund for meeting a part or whole of the expenditure from savings, should not be taken. Advances taken from the Fund shall be for the full amount required for expenditure.

6. (a) The Finance Department shall maintain an account of the Fund and shall see that the sum total of the advances sanctioned from the Fund does not exceed the balance in the Fund at any time.

(b) In all cases supplementary grants shall be obtained by the Controlling Officers and Administrative Departments concerned for the recoupment of advances sanctioned from the Fund at the first session of the Assembly in which supplementary estimates will be presented, immediately after the advance is sanctioned, but in no case later than the close of the year.

(c) As soon as the Supplementary appropriation Act is passed steps shall be taken by the Administrative Department concerned to issue an order for recoupment of the advance and a copy of the order which shall give reference to the number and the date of the order in which the advance was originally sanctioned and to the Supplementary Appropriation Act, shall be forwarded to the Accountant General, Orissa and to the Finance Department.

7. All orders sanctioning advances from the Fund shall issue from the Finance Department and copies of such orders specifying the amount of advances and the grant or appropriation to which they relate, shall be forwarded to the Accountant-General, Orissa.

8. The Controlling Officers shall see that the actual expenditure out of the advances from the Fund does not exceed the sanctioned amounts under any circumstances.

Fund shall be recorded in the account relating to the Fund in the same detail as it would have been shown if it had been paid out of the Consolidated Fund.

(b) The Accountant-General shall furnish to the Finance Department a quarterly report showing actuals of expenditure incurred out of the advances sanctioned from the Fund as soon as possible after the end of each quarter.

(c) The Accountant General shall be furnished with an account of the Fund as soon as possible after the close of each year by the Finance Department for verification with Audit office books.

**APPLICATION FORM FOR ADVANCE FROM THE
ORISSA CONTINGENCY FUND**

1. The authority to whom the application should be made.
2. Name of the Departments applying for the advance.
3. Proposal (In full)
4. Whether the purpose for which advance is required is emergent, and unforeseen.
5. (i) Whether the proposal is a "New Service" for which normally prior vote (token or otherwise) of the Legislature is necessary.

(ii) Does it involve any embarrassing commitment.

(iii) Special reason for anticipating the vote of the Legislature.
6. The circumstances under which the expenditure could not be included in the current year's Budget Estimates.
7. Reasons for which the expenditure cannot be postponed till funds are provided by means of supplementary demand.
8. Full cost involved in the proposal for remaining part of the year and for the subsequent years.

9. (i) Amount required to be advanced from the Fund.
(ii) Period for which the advance is necessary.
10. Amount available by reappropriation from the savings within the grant to meet the full or part of the advance.
11. The major head, minor head, sub-head and primary units of appropriation to which the expenditure to be met from the advance is finally debatable.
12. Whether the proposal has been previously examined and agreed to by the Finance Department.*

*Signature of the Secretary
Of the Department applying
for advance*

*(In case the proposal is agreed to by the Finance Department relevant extracts of the views recorded by them with minutes of Minister or Deputy Minister concerned, if any, should be furnished along with the application also along with the application, the relevant file of the Department dealing with the matter of advance from the contingency Fund should be furnished.)

GOVERNMENT OF ORISSA

.....DEPARTMENT

MEMO. No.

Dated the.....

Copy forwarded to the Finance Department for necessary action.

Secretary to Government.

APPNDIX IX

(See rule 1 of Chapter XIII)

The Orissa Public Service Commission (Limitation of Functions) Regulations

HOME DEPARTMENT

NOTIFICATION

The 13th November 1952

No.1093-Reforms- In exercise of the powers conferred by the proviso to clause (3) of article 320 of the Constitution of India, and in supersession of all previous Regulations on the subject the Governor of Orissa is pleased to make the following Regulations :-

1. These Regulations may be called the Orissa Public Service Commission (Limitation of Functions) Regulations.

2. In these Regulations-

“Constitution” means the Constitution of India, “the Commission” means the Orissa Public Service Commission, “Government Servant” means a person holding a civil post in connection with the affairs of the State of Orissa.

3. (a) It shall not be necessary to consult the Commission on any of the matters specified in sub-clauses (a), (b) and (c) of clause (3) of Article 320 of the Constitution in respect of –

- (i) the posts and services to which appointment is made by an authority other than the State Government ;
- (ii) Advocate-General
- (iii) the Government Advocate and Assistant Government Advocates;
- (iv) Public Prosecutors and Government Pleaders;
- (v) the Chairman and Members of the Commission;
- (vi) the personnel and the Secretariat staff of the Government;

(vii) the Secretariat staff of the Legislative Assembly;

(viii) “the post of Chief Social Education Organiser under the Community Projects and any other gazetted posts under the said Projects where appointments are made by specially constituted Boards both at the State and the Central level”.

(ix) The post of Private Secretary to the Chief Minister where tenure is co-terminus with the office of the selecting C.M.

(b) It shall not be necessary to consult the Commission on any of the matters specified in the said sub-clauses of the said clause or the said article of the constitution as hereinbefore specified in respect of –

- (i) temporary appointments or promotions or transfers from one service to another, for a period not exceeding six months which it is necessary to make urgently;
- (ii) Cases of disciplinary proceedings under the Disciplinary Proceedings (Administrative Tribunal) Rule, 1951.

4. In regard to services and posts to which appointments are made directly by the State Government it shall not be necessary to consult the Commission on any of the following matters :-

- (a) the creation and organisation of services and posts and their designations;
- (b) the classification of services and posts;
- (c) the general methods of recruitment to a service or posts, that is, whether recruitment should be made by (i) examination, (ii) selection, or (iii) promotion or transfer or by combination of two or more of these methods and in the latter case, the proportion in which recruitment to a particular service should be made by each method and the relative seniority in service of candidates recruited by different methods;

- (d) the determination of the number of vacancies to be filled in a service in any particular year;
- (e) the determination of the strength of the cadre of different services;
- (f) questions whether recruitment of candidates for particular posts should be made in India or from abroad;
- (g) the determination of the salaries of Government servants on their first appointment and of officiating incumbents of posts;
- (h) the determination of the initial salaries of Government servants recruited by promotion;
- (i) transfer of Government servants to foreign services;
- (j) the probation and training of Government servants and the conditions of their confirmation in service; and
- (k) appointment to posts where it has been decided by the State Government that the recruitment shall be made from abroad.

5. It shall not be necessary to consult the Commission—

- (a) before passing any original order-
 - (i) drawing up, or directing the drawing up of proceedings against any Government servant with a view to take disciplinary action against him;
 - (ii) of suspension where a Government servant is suspended pending the investigation of charges against him;
 - (iii) with holding or allowing increments including stoppage at or crossing of an efficiency bar in accordance with the recommendation of the Head of Department concerned; or
 - (iv) confirming or terminating the services of Government servant on probation or extending the period of probation, in accordance with the recommendation of the Head of the Department concerned.

(b) In any case relating to-

- (i) the reversion to his permanent post of a Government servant officiating in a higher post; or
- (ii) the termination of the employment of a Government servant in accordance with the terms of contract or of employment.

6. It shall not be necessary to consult the Commission on petitions and memorials, not being regular appeals, submitted to the State Government in disciplinary cases unless it is proposed to pass orders accepting the prayer of the petitioner or memorialist in part or full.

7. Where in accordance with the provisions of Article 320 of the Constitution read with these regulations it is necessary to consult the Commission on a disciplinary matter, such consultation shall not be made until the case is ready for disposal and the order that it is proposed to pass has been formulated.

8. It shall not be necessary to consult the Commission in any case in which the Commission has at any previous stage given advice as to the orders to be passed and no fresh question has thereafter arisen for determination.

9. In regard to promotions from the subordinate rank of the Police Forces to the State Police Service, it shall not be necessary to consult the Commission as to the order of merit in which candidates nominated by the Head of Department should be placed.

10. It shall not be necessary to consult the Commission in any case relating to an officer holding a Commission in the Indian Armed Forces.

11. It shall not be necessary to consult the Commission in respect of any order passed under the State Civil Services (Safeguarding of National Security) Rules, 1956.

By order of the Governor
S.N. MAHAPATRA
Secretary to Government

APPENDIX X

[Vide Rule 2 (a) of Chapter XIV]

MONTHLY INSPECTION BY THE HEAD ASSISTANTS

QUESTIONNAIRE

Department.....Branch/Section.....Date of Inspection.....

Sl	Question	Answer
----	----------	--------

Name of Head Assistant

1. *Number of Assistants-*

Grade I

Grade II

Lower Division

2. *Attendance Register-*

(a) It is properly maintained?

(b) Action taken against late attenders, if any,
in the previous month

3. *Forward Diary of H.A.-*

Is this maintained properly.

4. *Guard File-*

(a) Is it maintained up-to-date?

(b) Give the No. and Date of the last G.O. on
the Guard File.

5. *Precedent case Register-*

(a) How many precedent cases entered
during the month under inspection?

(b) What is the total No. of cases entered?

6. *Diarist-*

Sl	Question	Answer
	<ul style="list-style-type: none"> (a) Are all the receipts received before 3 P.M. diarized the same day and distributed among the assistants? (b) Is it checked and initialled by the Head Assistant daily ? (c) Number of receipts received during the month ? (d) Are file numbers entered in the Diary Register regularly ? (e) Are Government of India's letters diarised in red ink ? (f) Is Fortnightly Pending List of Government of India's letters submitted regularly ? (g) Are diary numbers inflated ? (h) Are file Nos. entered against each receipt? (compare Log Book with the Diary Register). (i) Are Half Margin Reminders Issued regularly ? 	
7.	<p><i>Recorder-</i></p> <ul style="list-style-type: none"> (a) Number of recorders (b) Is progress Register for Recording maintained properly? (c) (i) No. of files passed by H.A. for recording. (ii) Number of files recorded during the month. (iii) Progressive total- (d) Files at hand for recording during the month. (Files of current year and previous year should be noted clearly). (e) Reason for delay in recording the files of previous years. (f) Are Index slips prepared simultaneously with recording? 	

Sl	Question	Answer
-----------	-----------------	---------------

8. Assistant-

[Note- For each Assistant a separate sheet should be used].

(a) Are the following registers maintained properly and all columns filled up ?

(i) File Register

(ii) Log Book-(Is three-days rule observed).

(iii) Forward Diary

(iv) Transit Register

[Note:- Each Register to be examined and defects, if any, pointed out].

(b) Arrear Lists and Returns-

(i) Are weekly and monthly arrear lists put up regularly?

(ii) Is Table of Cases submitted on due dates?

(iii) Are returns submitted on due dates?

(iv) Receipt/Cases pending disposal may be shown below.

More than 3 days	One month old	Date of receipt of oldest receipt/case in hand
1	2	3

9. Are the In-coming and Out-going-Periodical Returns sent in due time? If not, reasons thereof.

Issue Section:-

SI	Question	Answer
-----------	-----------------	---------------

10	(a) Are drafts of letters sent to issue Section issued within 24 hours ?	
----	--	--

	(b) Are drafts returned from issue Section promptly and placed on file?	
--	---	--

11	Are the typewriters and duplicators maintained properly.	
----	--	--

General: - (Here the quality of work, promptness in disposal and general up-keep of papers and registers etc., should be entered.

Signature of the Head Assistant

APPENDIX XI
[Vide rule XIV-2(b)]
QUESTIONNAIRE FOR HALF-YEARLY INSPECTION
PART I
GENERAL

Question	Answer	
1. Name of the Inspecting Officer, Designation. Name of Department, Branch and Section inspected.		
2. (i) Date of present inspection (ii) Date of last inspection and by whom.		
3. (i) Name of Head Assistant (ii) Date of posting to the Section. Action taken on the last inspection (Annual or Half-yearly) report. The reply to this question should be entered on the <i>proforma</i> given in Annexure I.		
5(a) <i>Strength-</i>	Sanctioned	Present
(i) Grade I Upper Division Assistant.	...	...
(ii) Grade II Upper Division Assistant.	...	...
(iii) Lower Division Assistant	...	...
(iv) Diarist, Recorder	...	...
(v) Pasting Clerk, Record Supplier, if any.	...	...
(v) Class IV Staff	...	...

Question

Answer

- (b) Reasons for shortage, if any
- (c) Is the gradation list of Ministerial and Class IV staff arranged according to seniority and kept up-to-date ?
- How many assistants have newly joined ?
- (d) Whether all of them are attending the Secretariat Training Class ?
- (e) Are Assistants/Head Assistants rotated to different seats after a certain period ?
6. *Attendance, General Conduct and Habits of the Staff-*
- Is daily attendance register submitted to
- a) Under or Assistant Secretary ? If not, reason thereof.
- b) Was there any instance of habitual late attendance during the period under report? If so, what action was taken ?
- Was any ministerial or Class IV staff guilty of misconduct during the period under
- c) inspection? If so what action was taken against him.
- Was any member of the staff placed under
- d) suspension during the period under inspection ? If so, since how long ?

Question**Answer**

e) i) Are service books maintained for all subordinate staff?

ii) Are they up-to-date ?

f) Is Casual Leave Register properly maintained?

g) Are the staffs getting their increments regularly ?

7. *Pendency of Cases/Receipts-*

(The information can be had with reference to the monthly arrear list of case, Log Book and Diary Register).

(1) Total number of cases pending disposal	At the time of last Inspection.	At the time of new Inspection
(i) Between 1 and 3 months
(ii) Between 3 and 6 months
(iii) Between 6 months and 1 year.
(iv) Between 1 year and 2 years.
(v) Over two years.
(2) Details about certain special types of cases:-	Number of pending disposal	Date of Oldest reference.
(i) Audit objects pending disposal in the office.

Question	...	Answer
(ii) Reference pending with Public Service Commission
(iii) Reference pending with Finance.
(iv) Reference pending audit.
(v) Reference pending with the Government of India.
(vi) Reference pending with Heads of Departments
(vii) Reference pending with other Departments.
(viii) References pending with other Sections.

8. *Periodicals and Returns-*

- (a) Is the Calendar of INCOMING and OUT-GOING PERIODICAL REPORTS maintained?
- (b) Are periodical reports or returns submitted punctually?

(The inspecting officer will enumerate the reports or returns in the *proforma* below.)

Description of return	Prescribed day/date	Date/day of actual submission of the last return	Inspecting Officer's remarks (e.g. days in submission, in-correct preparation, etc).
1	2	3	4

Question

Answer

9. Registers-

(I) *File Index Register-*

(a) Is File Index Register maintained properly?

(b) Is Index marked subject wise ?

(II) *Precedent Case Register-*

(a) Is it up-to-date

(b) Is the last important decision entered ?

(Give the date of the last case entered. Take over a few pages to find out if the entries clearly indicate the case in brief and the orders or advice)

(III) *Diary Register-*

(a) Is it neat and tidy ?

(b) Are subjects given briefly ?

(c) Are file Nos. correctly given in each case in Col.(5)?

(d) Are receipts made over to the assistants on the date of receipt ?

(e) Are Government of India letters diarized in red ink ?

(f) Are all receipts classified and classification noted in the Diary Register ?

Question**Answer**

(g) Is a separate routine Diary Register being maintained ?

What are the classes of receipts entered in the Register ?

(h) Random sample check (ten Diary Nos. to be picked up at random for a test check and results recorded in the statement below).

Serial No	Diary number and date with classification	Purport of the letter	Whether correctly classified	Is disposal correctly mark (to be checked with files)	Remarks, if any
1	2	3	4	5	6

(IV) *U.O. Register-*

(a) Are U.O. Registers (both in-ward and out-ward) maintained properly ?

(b) Is the return of U.O.R. files noted in proper columns ?

(c) Is noting on file of other Departments done in the file?

(d) Are U.O. reminders issued regularly for return of files sent to other Departments? Who sends them?

(V) *Transit Register-*

(a) Is the register properly maintained ?

Question

Answer

(b) Is the date of return of draft entered in proper column ?

(c) Is the typist in charge of the Issue Section initials the Transit Register in token of having received the drafts ?

(d) Does the H.A. initial this in token of his check ?

(VI) *Press Register-*

(a) Is it maintained properly ?

(b) Are matters sent to Press in time ?

(c) If there is delay, whether it is in office or in Press ?

(VII) *Register of the residential address of the staff-*

(a) Is it maintained up-to-date ?

(b) Are the changes of residence of the member of staff entered in due time ?

10 (a) *Condition of Furniture, office equipment, stationery, etc.-*

(i) Furniture

(ii) Typewriter

(iii) Other machines in use

(iv) Weather comforts

(v) Stationery

Question

Answer

(vi) General neatness and tidiness.

(vii) Compare the existing stock of the articles with those entered in the stock registers and record results.

(viii) Any other remarks or suggestions.

(b) *Reference Books, Circulars, etc.*

(i) Are all necessary books available ?

(ii) Is a list of books maintained ?

(iii) Are all books maintained up-to-date.

(iv) See whether the correction slips to books of reference entered in a register and a certificate of pasting has been duly obtained from the officer who is responsible for keeping the books up-to-date and record result.

11. *Pending receipts cases, weekly statement of cases-*

(i) Was the number of receipts/cases in the hand of any assistant last week end unduly heavy? (Give the highest no. of receipts/cases outstanding).

(ii) Make a rapid survey of the statements submitted since last (annual or half-yearly) inspection to see-

Question

Answer

(a) Whether the weekly arrear list is being submitted regularly.

(b) Whether there has been an improvement in the state of pendency.

(c) Whether the Head Assistant is looking into the Statements and giving guidance about expediting delayed receipts/cases ?

12.(a) *Monthly arrear list of cases.*

(1) Was the last statement submitted to.

(i) Under-Secretary, Deputy Secretary or the Joint Secretary?

(ii) Secretary or higher authority, where necessary.

(2) Are directions given by Officers for expediting delayed cases and whether action is taken thereon?

(3) Is this statement discussed at periodical meetings of Officers?

(4) Is the number of pending cases unduly heavy? If so, do you recommend any special steps to expedite disposal ?

(5) Pick out three of the long pending cases and find out if adequate steps were taken to expedite disposal results to be recorded in the column at statement below,-

Question	Answer		
	(1)	(2)	(3)
(i) File No.			
(ii) No. of Official reminders			
(iii) No. of Demi-official reminders.			
(iv) No. of Reminder at Secretary's level.			

12(b) *Fortnightly pending list of government of India letters.*

- (i) Is this pending list prepared and submitted in time?
- (2) Is prompt action taken in accordance with orders of officers thereon ?
- (3) Give date of oldest pending reference and analyse action taken for expediting disposal.

13 *Standard Replies-*

Have repetitive (interim or final) replies been standardised and stenciled or printed? (List of available specimens to be attached.)

14 *Secret and Top Secret Papers*

- (1) Are the prescribed instructions being strictly followed?
- (2) Whether a box is available for transmission of Secret and Top Secret papers

15 *Distribution of subjects among the H. As.-*

- (a) Is the list of distribution of subjects among Head Assistants maintained ?
- (b) Is the distribution even?

Question

Answer

Part II

HEAD ASSISTANTS

(N.B.- Under part II for each Head Assistant working under him a separate sub-number such as Part II A or Part II-B, etc., should be given. For each Head Assistant a separate sheet should be used for recording findings.)

1. (a) Name of Head Assistant
- (b) Date of posting to the section.
2. (a) Is discipline in the section maintained ?
- (b) Does Head Assistant maintain the forward Diary for important and urgent letters?
- (c) Is an up-to-date list of subjects dealt with in the section maintained?
- (d) Is a distribution of work list among assistants maintained?
- (e) Is a list of periodical reports and returns maintained and are the reports and returns submitted to officers on due dates?
1. Weekly arrear list
2. Fortnightly table of cases
3. Fortnightly Government of India pending letters.
4. Monthly arrear list
- (f) Does Head Assistant inspect the seats of assistants under him once a month and submit notes of inspection in the prescribed *proforma* ?
- (g) Is the Guard File properly maintained, and made up-to-date ?
- (h) Does the Head Assistant deal with any type of cases originally ?
- (i) Is the Head Assistant empowered to dispose of himself any types of cases?
- (j) Does he check the Attendance Register daily and submit it to Assistant Secretary or Under-Secretary at 10.35 A.M.?

Question

Answer

- (k) Does he distribute the daks among the assistants on the same day of receiving the receipts ?
- (l) Does he mark important receipts with proper instruction to the Assistants ?
- (m) Does he mark files for recording immediately they are closed ?
- (n) Does he check the work of the Recorders daily?
- (o) Is the Head Assistant conversant with Department rules and instructions?
- (p) Does he check the work of the issue section daily?

PART III-ASSISTANTS

(N.B.)- Under Part III for each assistant working under him a separate sub-number such as Part III-A or Part-III-B, etc., should be given. For each assistant a separate sheet should be used for recording the findings.)

1. (a) Name of the assistant and his grade.
(b) Date of posting to the seat.
2. (a) Is a list of subjects dealt with maintained?
(b) Is maintenance of file in general satisfactory?
(c) Are the priority markings used discriminately?
(d) Is the assistant conversant with Department rules and instructions?

Question**Answer**3. *File Register-*

- (a) Is it maintained neatly?
- (b) Is movement of files noted at each stage?
- (c) Are letters properly docketed?
- (d) Is tracing of files easy?

(to be test checked by tracing 5 files and result noted below)

Serial No.	File No	To whom marked in File Register	Whether actually traced from place	Remarks if any
1	2	3	4	5

4. *Log Book-*

- (a) Is it maintained properly?
- (b) Is three-day rule observed?
- (c) Is weekly abstract of pending receipts/cases submitted regularly?
- (d) Is the date of final disposal of 'A' class papers entered in Col.6?

5. *Forward diary—*

- (a) Is it maintained properly?
- (b) Are reminders issued in due time?

Question**Answer**

6. *Transit Register—*

(a) Is column 5 of the transit Register entered duly?

(b) Is there delay in getting back the draft after issue?

7. *Table of cases—*

(a) Is fortnightly table of cases submitted on due date?

(b) Are cases entered in the tables of cases as soon as they are finalised?

8. *Delay in Disposal—*

Examine a few cases pending for a long time with reference to the monthly arrear list and suggest action for disposal.

Details of cases pending disposal for more than a month at the end of the preceding month.

Total number of cases pending disposal:-	At the time of last inspection	At the time of inspection
(i) Between 1 and 3 month
(ii) Between 3 and 6 months
(iii) Between 6 months and 1 year
(iv) Between 1 and 2 years
(v) Over two years

Question

Answer

9. General-

(have record on the work of the Assistant in General.)

PART IV

RECORDING SECTION

1. (i) Number of Recorders
- (ii) Is recording up to date? If not, state the number of files in arrears.
 - (a) At the time of last inspection.
 - (b) At the time of new Inspection.
 - (c) Reasons for heavy arrears, if any.
- (iii) Is the progress Register maintained properly in recording sections ?
- (iv) Are the file number given on the cover of the recorded files ?
- (v) Are the titles brief and concise and not too general to identify the recorded file without difficulties ?
- (vi) Up to what year index has been compiled and printed ?
- (vii) Are reference properly given (Previous and later) ?
- (viii) Are the Recorded files stitched well in proper cover ?
- (ix) Are the Recorded files properly classified with due regard to the importance of the cases ?

Question

Answer

- (x) Whether closer certificates were given in all cases before the files were sent to the Recoring Section for Record ?
- (xi) Are the requisition slips placed in place of Recorded files removed for reference ?
- (xii) Are proper labels affixed to the Record bundle and rack ?
- (xiii) Is the year of destruction of recorded file properly calculated and recorded in the cover of the Recorded files ?
- (xiv) Are records properly maintained and dusted ?
- (xv) Are reminders issued for return of recorded files ?

2. *Weeding-*

- (i) When were the records last weeded ?
- (ii) Were any old records sold as waste paper ?

PART V

ISSUE SECTION

1.	Strength	Sanctioned	Present
(a)	Head typist	...	....
(b)	Senior Grade Typists	...	....
(c)	Junior Grade Typists	...	....
(d)	Despatcher	...	.....
(e)	Daftary	...	....
(f)	Peons	...	....

	Question	Answer
2.	<p><i>Allocation of staff-</i></p> <p>(a) Typing</p> <p>(b) Comparing (including preparation of pads for signature)</p> <p>(c) Despatch</p> <p>(d) Other duties (to be described)</p>	
3.	<p>Number of typewriters and other appliances in use-</p> <p>(a) Typewriter</p> <p>(b) Duplicating machines</p> <p style="padding-left: 40px;">(i) Hand-worked</p> <p style="padding-left: 40px;">(ii) Electric-driven</p> <p>(c) Any other machines, e.g. franking machine, addressograph, if any.</p>	
4.	<p>Are drafts marked for "issue received"</p> <p style="padding-left: 40px;">(a) Loose, or</p> <p style="padding-left: 40px;">(b) With relevant files ?</p>	
5.	<p>Peak hours of receipt of cases from Sections</p>	
6.	<p>Who distributes the work among the typists, Head Typist or some body else ?</p>	
7.	<p>Is a work sheet showing the work allotted to each typist being maintained by the distributor ?</p>	

Question

Answer

8. How is the work allotted, measured in terms of pages? What is the premium allowed for stenciling work or typing of tabular material.

9. Analysis of the actual turnover during the preceding calendar month.

(i) Total number of drafts/cases received for issue.

(ii) Number out of (i) above returned after issue.

(a) On the date of receipt

(b) Within 2 days of receipt

(c) Within 3 days of receipt

(d) Between 4 to 7 days of receipt

(e) In over 7 days after receipt

(iii) Balance left over on the last day of the month.

10. Number of stencils cut during the preceding month and the total number of copies duplicated.

11. Are spare copies to departments being sent-

(a) simultaneously at the time of issue

or

(b) at a later date, if so, why ?

Question

Answer

(b) number of signed letters etc. left undespached on the previous evening.

18. *General remarks about:*

(a) Are History sheets of type writers maintained?

(b) Conditions of type-writers and other appliances.

(c) General condition and suitability of furniture.

(d) Seating arrangements for various categories of staff. Any suggestion for improvement to facilitate movement of men and papers?

(e) General clearlines and tidiness

(f) Working conditions any suggestion for improvement?

19. Are the following registers etc. being properly maintained.

3.....

4.....

5.....

(a) Issue Register

(b) Working sheets for typists

(c) Machine card

(d) Used stencils- are they being kept systematically numbered and well arranged?

Question

Answer

20. Comments or observations on:
- (a) Quality of typing and stenciling work done (by random sample check).
 - (b) Observance of economy instructions.
 - (c) Careful handling of machines or other appliance

21. Are the following properly maintained
- (i) Stamp Account Register (Is it checked regularly ?
 - (ii) Peon book (Does it show always the name of Peon ?)
 - (iii) The register for return of issued drafts to sections.

Brief recapitulation of defects or shortcoming noticed from inspection of all the sections other suggestion for improvements you may have to make:-

1.....

2.....

3.....

4.....

5.....

Signature of the Inspecting Officer
.....

Designation.....

Date.....

ANNEXURE I

Statement showing action taken on the list Annual/half yearly Inspection Report

<i>Defect pointed out or suggestions made in the previous report</i>	<i>Action already taken or proposed</i>
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
6.	6.
7.	7.
8.	8.
9.	9.
10.	10.

APPENDIX XII

[See rule XIV-2 (e)]

QUESTIONNAIRE FOR ANNUAL INSPECTION

PART I

GENERAL

	Question	Answer	
1.	Name of the Inspecting Officer, Designation. Name of Department, Branch and section inspected.		
2.	(i) Date of present inspection (ii) Date of last inspection and by whom.		
3.	(a) (i) Name of Under Secretary/Assistant Secretary. (ii) Date of posting to the section.		
4.	Action taken on the last inspection report. The reply to this question should be entered on the <i>proforma</i> given in Annexure I.		
5	(a) Strength-	Sanctioned	Present
	(i) Grade I Upper Division Assistant.	...	...
	(ii) Grade II Upper Division Assistant.	...	...
	(iii) Lower Division Assistant	...	...
	(iv) Diarist, Recorder	...	...
	(v) Pasting Clerk, Record Supplier, if any.	...	...
	(vi) Class IV staff	...	...

Question**Answer**

- (b) Reasons for shortage, if any.
- (c) Is the gradation list of Ministerial and Class IV staff arranged according to seniority and kept up to date?

6. Maintenance of discipline in the Department.

- (a) Was there any instance of indiscipline during the period under report?
- (b) If so, state whether suitable action has been taken to deal with the concerned staff.

7. Pendency of Cases/Receipts-

(The information can be had with reference to the monthly arrear list of cases).

(1) Total number of cases pending disposal:	At the time of last Inspection.	At the time of new Inspection
(i) Between 1 and 3 months
(ii) Between 3 and 6 months
(iii) Between 6 months and 1 year
(iv) Between 1 and 2 years
(v) Over two years
(2) Detail about certain special types of cases	Number pending disposal	Date of old reference.
(i) Audit objections pending disposal in the office.

Question	Answer
(ii) Reference pending with P.S.C.
(iii) Reference pending with Finance.
(iv) Reference pending with audit.
(v) Reference pending with the Government of India.
(vi) Reference pending with Heads of Departments.
(vii) References pending with other Departments.
(viii) Reference pending with other Section.

8. *Registers-*

(i) File Index Register-

(a) Is File Index Register maintained properly?

(b) Is index marked subject wise?

(ii) Precedent Case Register-

(a) Is it up to date?

(b) Is the last important decision entered?

(Take over a few pages to find out if the entries clearly indicate the case in brief and the orders or advice).

(iii) Diary Register

(a) Is it neat and tidy?

(b) Are subjects given briefly?

Question**Answer**

- (c) Are file Nos. correctly given in each case in col. (5) ?
- (d) Are receipts made over to the assistants on the date of receipt?
- (e) Are Government of India letters diarised in red ink?
- (f) *Classification of receipts-*
- (1) Are receipts correctly classified?
- (2) Random sample check (five Diary Nos. to be picked up at random for a test check and results recorded in the statement below :-

Serial No.	Dairy No. and date with classification	Purport of the letter	Whether correctly classified	Is disposal of 'A' &'B' class receipts correctly marked (to be checked with files)	Remarks, if any
1	2	3	4	5	6

Question

Answer

(iv) *U.O. Register-*

- (a) Are U.O. Registers (both inward and outward) maintained properly?
- (b) Is the return of U. O. files noted in proper column?

9. *Pending receipts, cases, weekly statement of cases-*

- (i) Was the number of receipts/cases in the hand of any assistant last week end unduly heavy ?
- (ii) Make a rapid survey of the statements submitted since last (annual or half yearly) inspection to see-
 - (a) Whether there has been an improvement?
 - (b) Whether the Head Assistant is looking into the statements and giving guidance about expediting delayed receipts/ cases?

10. (a) *Monthly arrear list of cases*

- 1. Was the last statement submitted to:-
 - (i) Deputy Secretary or Joint Secretary.
 - (ii) Secretary

Question

Answer

2. Are directions given by Officers for expediting delayed cases and whether action is taken thereon?

(3) Is this statement discussed at periodical meetings of Officer ?

(4) Is the number of pending cases unduly heavy ?

If so, do you recommend any special steps to expedite disposal ?

(5) Pick out three of the long pending cases and find out if adequate steps were taken to expedite disposal results to be recorded in the columns at statement below:-

(i) File No.	1	2	3
(ii) No. of Official reminders			
(iii) No. of Demi-Official reminder			
(iv) No. of Reminder at Secretary level.			

11. (a) Fortnightly pending list of Government of India letters.

(i) Is the pending list submitted in time?

(ii) Is it submitted to C.S. regularly ?

(iii) Are the orders passed thereon complied with?

12. Table of cases-

Question

Answer

- (a) Is this submitted in time?
(b) Does it reflect the work of the officers fully?
13. Arrear statement of recording and indexing:-
(a) Is this submitted in time?
(b) Is the arrear unusually heavy?
Do you recommend any special steps?
14. Distribution of Subjects among the Head Assistants
(a) Is the list of distribution of subjects among Head Assistant maintained?
(b) Is the distribution even?

PART II

HEAD ASSISTANT

(N.B.- Under part II for each Head Assistant working under him a separate sub-number such as Part II-A or Part II-B etc. should be given. For each Head Assistant a separate sheet should be used for recording findings)

1. (a) Name of Head Assistant
(b) Date of posting to the Section.
2. (a) Is discipline in the section maintained?
(b) Does Head Assistant maintain a special note book for important and urgent letters?

Question

Answer

- (c) Is an up-to-date list of subjects dealt with in the section maintained?
- (d) Is a distribution of work list among assistant maintained?
Do you consider this suitable or is any modification suggested?
- (e) Does Head Assistant inspect the seats of Assistants under him once a month and submits notes of inspection in the prescribed form?
- (f) Is the Guard File properly maintained, and made up to date?
- (g) Does the Head Assistant deal with and type of cases originally?
- (h) Is the Had Assistant empowered to dispose of himself any types of cases?
- (i) Does he check the attendance Register daily and submit it to Under Secretary at 10.35 A.M.?
- (j) Does he distribute daks among the Assistants on the same day of receiving the receipts?
- (k) Does he mark important receipts with proper instruction to the Assistants?

Question

Answer

1. Does he mark files for recording immediately they are closed?
- (m) Does he check the work of Recorders daily?
- (n) Is the H.A. conversant with department rules and instructions?

**PART III
ASSISTANTS**

N.B.—Under Part III for each assistant working under him a separate sub-number such as Part III-A of Part III-B should be given for each assistant; a separate sheet should be used for recording the findings

- 1 (a) Name of the Assistant.
(b) Date of posting to the seat.
2. (a) Is a list of subjects dealt with maintained?
(b) Is maintenance of file in general satisfactory?
(c) Are priority makings used discriminately?
(d) Is the assistant conversant with department rules and instructions?
(e) Is three-day rule observed?
3. Are the following registers maintained properly?

Question

Answer

- (a) File Register
 - (b) Log Book
 - (c) Forward Diary
 - (d) Transit Register.
4. (a) Is fortnightly table of cases submitted in due date?
- (b) Are cases entered in the table of cases as soon as they are finalised?

PART IV

RECORDING SECTION

1. Recording and Indexing.
- (i) Number of Recorders.
 - (ii) Is recording up-to-date?
If not, state the number of files in arrears
 - (a) At the time of last inspection.
 - (b) At the time of new inspection.
 - (c) Reasons for heavy arrears if any.
 - (iii) Is the Progress Register maintained properly in recording section?
 - (iv) Are the file number given on the cover of the Recorded files?

Question

Answer

- (v) Are the titles brief and concise and not too general to identify the Recorded file without difficulties?
- (vi) Up to what year index has been compiled and printed.
- (vii) Are reference properly given (Previous and later).
- (viii) Are the Recorded files stitched well in proper cover?
- (ix) Are the Recorded files properly classified with due regard to the importance of the cases?
- (x) Whether closer certificates were given in all cases before the files were sent to the recording Section for Record?
- (xi) Are the requisition slips placed in place of Recorded files removed for reference?
- (xii) Are proper levels affixed to the Record bundle and rack?
- (xiii) Is the year of destruction of recorded file properly calculated and recorded in the cover of the recorded files?
- (xiv) Are records properly maintained and dusted?
- (xv) Are reminders issued for return of recorded proceedings.

Question

Answer

2. *Weedings:-*
- (i) When were the records last weeded.
 - (ii) Were any old records sold as waste paper?

PART V CASE STUDIES

(Make a study of two recently closed and representative cases in the form given in Annexure II and give your comments on the following points:-)

1. Are acknowledgments or interim replies sent when necessary?
2. Have you come across any instances in which action could have been expedited by suitable direction by the Branch or higher officer at the dak stage?
3. Quality of noting/examination of cases.
 - (a) Any instances of unnecessary or repetitive noting or paraphrasing of earlier notes or of P.U.C. by office or officers?
 - (b) Any occasions when files were returned by an officer for previous papers or precedents or for further information on obvious points overlooked?

Question	Answer
<p>(c) Any instances of fruitless noting which could have been avoided by personal discussion with officers of the departments concerned ?</p> <p>4. Any instances of delays in inter-departmental consultations?</p> <p>5. Any comments about reluctance to accept responsibility by the appropriate officer and submitting cases to higher levels instead</p> <p>6. Any comments about undue hold up at any stage.</p> <p>7. Any other remarks</p>	

**PART VI
ISSUE SECTION**

1. Do you consider the staff adequate?
2. Is the number of typewriters and other appliances in use sufficient?
3. Are they maintained properly? Is a maintenance chart maintained for each machine and is it scrutinised by Head Assistant periodically?

Question

Answer

4. Is a work sheet showing the work allotted to each typist being maintained by the distributor?

5. How is the work allotted, measured in terms of pages? What is the premium allowed for stenciling work or typing of tabular material?

6. Are spare copies to departments being sent.
(a) Simultaneously at the time of issue.
or
(b) at a later date, if so, why?

.....

7. State of work on the day of inspection.

(a) Number of drafts/cases brought forward as arrears from the previous day.
(i) up to 2 days old
(ii) 3-4 days old
(iii) 5-7 days old
(iv) Over 15 days old

.....

.....

.....

.....

Total

.....

(b) Number of signed letters etc., left undespached on the previous evening.

Question

Answer

8. Are the following registers etc. being properly maintained.
- (a) Issue Register
 - (b) Working sheets for typist
 - (c) Machine card
 - (d) Used stencils-are they being kept systematically numbered and well arranged?
 - (e) Stmp Account Register (Is it checked regularly?)
 - (f) Peon book (Does it show always the name of peon?)
 - (g) The register for return of issued drafts to sections.

Brief recapitulation of defects or shortcoming noticed from inspection of all the sections any other suggestion for improvement you may have to make:-

- 1.....
- 2.....
- 3.....
- 4.....
- 5.....

Signature of the Inspecting Officer.....

Designation.....

Date.....

ANNEXURE I

Statement showing action taken on the last inspection report

Defects pointed out or suggestions made in the previous report	Action already taken or proposed
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
6.	6.
7.	7.
8.	8.
9.	9.
10.	10.

ANNEXURE II
FORM OF CASE STUDY

File No.....

Subject.....

Date	Event	Interval	Remark
1	2	3	4

HINTS FOR MAKING A CASE STUDY

1. Examine each paper in the file step by step in a chronological order from the date of receipt of the first communication. Each movement should be noted carefully.

2. In the "Event" column against the appropriate date should be mentioned every stage in the progress of the case e.g., "Assistant receives P.U.C.", Assistant submits a note" "U.S. submits to D.S.," "Reference made.....Department", "draft submitted for approval", "reply issued", etc.

3. The Remarks column should give full comments on the speed and quality of work.

4. Any unreasonable intervals between stages should be noted and causes looked for.

5. Comments on the quality of work should deal with defects in procedure and such defects as unnecessary or repetitive noting, omission to put up previous papers and precedents or to comment upon obvious essential points, unnecessary inter-sectional or inter-departmental reference unnecessary submission of cases to higher levels instead of accepting responsibility for disposal etc.

APPENDIX XIII A
MONTHLY INSPECTION BY THE ACCOUNTANTS QUESTIONNAIRE

Finance Department – Accounts Section _____ Branch
Date of Inspection

Question	Answer
Name of Accountant	
1. <i>Number of Assistants-</i>	
Grade I	
Grade II	
Lower Division	
2. <i>Attendance Register-</i>	
(a) Is it properly maintained?	
(b) Action taken against late attenders, if any, in the previous month.	
3. <i>Forward diary-</i>	
Is this maintained properly?	
4. <i>Guard File-</i>	
(a) Is it maintained up to date?	
(b) Give the number and date of the last Government Order on the Guard File.	

Question

Answer

5. *Diarist-*

- (a) Are all receipts received before 3 p.m. diarised on the same day and distributed among the assistants?
- (b) Is it checked and initialled by the Accountant daily?
- (c) No. of receipts received during the month.
- (d) Are bill/File numbers entered in the Diary Register regularly?
(Compare log Book with the diary Register).
- (e) Are diary numbers inflated?
- (f) Are Half Margin Reminders issued regularly?

6. *Record-Supplier-*

- (a) Number of Record-Suppliers.
- (b) Have all bills of the last month been properly folded and stitched by the Daftary with the instructions given by the concerned dealing assistant and made over to the Record-Supplier?
- (c) Are corresponding T.V. numbers entered at the top of each such bills and in the Bill Registers by the literate peon?

Question

Answer

- (d) Are bills previous to the last six months properly kept in the Record Room and made available to the assistants when requisitioned?

7. *Assistant-*

(NOTE- For each assistant a separate sheet should be used).

- (a) Are the following registers maintained properly and all columns filled up?

- (i) File Register
- (ii) Log Book
- (iii) Transit Register
- (iv) Advance Register
- (v) Bill Register

(NOTE-Each register to be examined and defects, if any, to be pointed out).

(b) Arrear lists:-

- (i) Are office order files with necessary notes put up regularly by Assistant concerned on each Saturday

(Applicable to Establishment pay section).

- (ii) Receipts/Cases pending disposal may be shown below:-

More than 3 days old	One month old	Date of receipt of oldest receipt/ case in hand
1	2	3

Question

Answer

8. *Verification of services-*

Have any pension papers for verification of service been received during the month? (If in affirmative, action taken on the same should be indicated).

9. *Issue Section-*

- (a) Are drafts sent to Issue Section issued within 24 hours?
- (b) Are drafts returned promptly by the Issue Section and placed on file and also entered in the Transit Register.

Question

Answer

10 *General-*

ere quality of work, promptness in disposal and general up keep of papers and registers, etc. should be entered.

Signature of the Accountant

Date.....

APPENDIX XIII-B
QUESTIONNAIRE FOR HALF-YEARLY INSPECTION OF THE ACCOUNTS
SECTION, FINANCE DEPARTMENT

Question	Answer
1. <i>Present Inspection-</i> (a) Name and designation of the officer conducting the inspection. (b) Period of accounts inspected. (c) Date of present inspection. (d) Strength of Establishment for which bills for pay and allowances are prepared: (a) Gazetted (b) Non-Gazetted (other than Class IV). (c) Class IV	
2. <i>Last Inspection-</i> (a) Date of the last inspection and by whom conducted (b) Have all the remarks made in the last inspection been fully attended to?	

I ESTABLISHMENT (PAY)

3. *Monthly Bills-*
- Are monthly bills prepared and presented to treasury two days before the last working day of the month? Total number of such bills during the year under review.

Question

Answer

4. *Absentee statement-*

Are monthly bills prepared on basis of the change-(absentee) statement furnished by the Departments?

Three cases may be examined at-random and results recorded on the following *proforma*

Date on which the 1 st change statement received by the dealing Assistant	Date on which preparation of the bill completed	Date on which the 2 nd statement covering the last week, if any, affecting pay was received	Was there any occasion for over drawal due to late or nonreceipt of change statement	How the discrepancy was reconciled (state the number of bill)
1	2	3	4	5

Question

Answer

5. *Supplementary and Arrear bills-*

- (a) Total number of supplementary and arrear bills, including pre-audit prepared during the year under review and its percentage in relation to the monthly bills.
- (b) Examine the necessity for preparing supplementary bills if the percentage is unduly high (above 125% of monthly bills) taking in to account at least half a dozen cases at random and record result in the following *proforma*.

Date on which the claim arose	Nature of the claim (increment leave salary etc.)	Date of issue of the office order by the concerned Department	Time lag between one and three (Col.3-1) Y.M.D.	Remarks
1	2	3	4	5
1				
2				
3				
4				
5				
6				

(c)Is a suitable note kept to link the supplementary bills with the main bills to avoid risks of double drawal?

Question

Answer

6. *Bill Register-*
- (i) Is a bill register in Form 28-A OTC maintained properly (Note 4 to S.R. 235 OTC).
 - (ii)(a) Whether all bills encased have been accounted for in the cash book?
 - (b) Whether amounts not disbursed within three months of encashment have been refunded to Government?

7. *Events Register-*
- (i) Is register maintained for keeping a note of events affecting pay and allowances etc. of the members of the staff?
 - (ii) Are bills for new Claims (e.g. increments, promotions etc.) paid within a reasonable time (say not exceeding 30 days)? A few events to be picked up at random and the result recorded in the statement below:-

Question**Answer**

Sl. No.	Event	Date of entitlement	Date of encashment of the bill from treasury or Bank	Date of payment to the party concerned
1	2	3	4	5
1				
2				
3				
4				
5				

8. L.P.Cs.-

Are L.P.s. of persons transferred to other Offices issued promptly? Give particulars of any 3 L.P.Cs. issued in the *proforma* below:-

Serial Number	Date of relief or transfer	Name of Officer	Date of issue of L.P.C.	Interval between Col.2 and 4
1	2	3	4	5
1				
2				
3				

Question

Answer

9. *Recoveries ordered by the Accountant-General (S.R. 181 O.T.C.),*

Was any amount disallowed by Accountant- General at any time from any bill during the year under review ? If so, was the recovery of such sum disallowed.

- (i) from a pay bill, effected from the next pay bill?
- (ii) from a T.A. bill, affected from subsequent T.A. bill presented within a month or from the next pay bill in cash if no subsequent T.A. claim arose within a month?

10. *Attachment of pay etc., for debt- (S.R. 182, O.T.C.).*

- (i) Was the pay of any Government servant attached by any order of a court of law or by any co-operative society or Bank at any time within the year under review?
- (ii) Was proper deduction made in satisfaction of such order from the pay bill of the Government servant concerned?

11. *Other Bills-*

- (i) Number of other bills prepared during the year under review:-

Question**Answer**

- (a) G.P.F. advance.
 Cycle purchase advance.
 House building advance.
 Pay advances.
 Festival advances.
 Honorarium
 Discretionary grant
 Re-imburement etc.
- (i) Any other bill.
- (ii) Are such bills prepared promptly. A few cases may be examined at random and the result recorded.

Nature of Claim	Date of issue of Office Orders	Date on which bill presented to treasury	Date of payment	Remark
1	2	3	4	5
1				
2				
3				
4				

12. *Advance and Recoveries-*

Is a register maintained for watching recovery of advances?

13. *Leave and Increment-*

Are leave and increment cases referred to accounts section returned to Departments promptly?

Question

Answer

14. *Verification of Service-*

Are pension papers sent for verification of Service attended to within reasonable time?

15. *Service Books and their maintenance-*

Have certificates to signify up to date maintenance of service book been received by the due date prescribed and in default has pay of the concerned officer been withheld?

16. *Annual Income-Tax return-*

Has the annual income-tax return been furnished on the due date to the Income-Tax Officer in respect of non-gazetted Government Servants?

17. *Routine procedures-*

Examine the file register and log books of each assistant to see whether bill numbers are noted against each receipt.

II- TRAVELLING ALLOWANCE

18. *Travelling Allowance Bill-*

Are bills prepared promptly on receipt of particulars. State the total number of such bills during the year under review-

- (a) Gazetted
- (b) Non-gazetted

Question**Answer**19. *Tour Advances--*

- (a) Are tour advances adjusted in accordance with rules?
- (b) Is the advance register maintained properly to ensure recovery from the main bill?
- (c) Was any second advance made to a Government servant under rule 262 (iii) of O.G.F.R. Vol-I before account of the first was given as required in Note I there under? Quote authority for such drawl if there be any.

20. *Bills for claims-*

Are bills for claims paid within a reasonable time (say not exceeding 30 days)? A few events to be picked up at random and the result recorded in the statement below-

Serial number	Event	Date of entitlement	Date of preparation of bill	Date of passing of bill by Treasury	Date of payment to the party concerned
1	2	3	4	5	6
1					
2					
3					
4					

Question

Answer

21. *T.A. Allotment-*

- (i) Is the register to guard the expenditure on T.A. properly maintained?
- (ii) Has the allotment exceeded in any case?

22. *File Register and Log Books-*

Examine the file register and log books of each assistant to see whether they are properly maintained by noting bill numbers against each receipt.

III-GAZETTED PAY

23. *Preparation of bills-*

- (i) Are the bills prepared in time?
- (ii) Was there any complaint for delay during the year under review?

IV—BUDGET

24. *Preparation of Secretariat and Ministers' Budget-*

- (i) Is the budget submitted to the Finance Department in the first week of September?
- (ii) State the number of budget slips received on the last budget (Rule 31 of O.B.M.)

Question

Answer

- (a) Were all of them answered within a week of receipt?
- (b) Did any slip remain unanswered for more than a fortnight?
- (iii) Are the first and second revised estimates submitted on due dates?

25. *Classification of charges (Rule 84. O.B.M.)-*

- (i) Is the units of appropriation concerned entered in full at the top of every bill?
- (ii) Are total amounts debitable to each unit shown at the top of Establishment pay bills?
- (iii) Has the A.G. intimated of any correction made by him in these classifications? (Rule 85-O.B.M.)

26. *Progressive account of expenditure (Rules 87 and 88. O.B.M.)-*

- (a) Is the progressive account maintained properly to minimise the discrepancy between the Departmental figure and that recorded in A.G.'s Office?
- (b) Are such discrepancies reconciled in the prescribed manner and that quite promptly?

Question

Answer

27. *Service Books etc-*

Are the Service Books and service rolls up to date and duly verified by the head of Office (Rule 70 (i) O.G.F.R.)

28. *Increment-*

(a) Is the register of increment maintained and calendar of increments prepared for watching drawal of increments?

(b) Are the rules strictly followed with regard to submission of increment cases?

(c) Are events postponing the date of increment noted in the register?

29. *Leave and promotion-*

(i) Is the leave account maintained properly and each leave order entered promptly in the service books?

(ii) Are officiating promotion on account of leave vacancies shown in the service books of person concerned simultaneously while entering the original leave?

30. *File Register and Log Book-*

Are the file register and Log book maintained properly?

VI CONTINGENCIES

31. *Contingent Expenditure-*

- (I) Is the contingent register (S.R. 250. O.T.C.) being written up after each payment and initials of the authorised officer entered against the date of payment of each item?
- (ii) Have most common sub-heads and detailed heads got separate columns in the register (S.R. 251. O.T.C.)?
- (iii) Is a progressive total of the columns made each month immediately after the monthly total (S.R. 253.O.T.C.)?
- (iv) Are contingent bills endorsed in favour of private parties as permissible under S.R. 256. of O.T.C.?
- (v) Are bills being paid to the parties concerned without delay, say, in not more than 10 days?

(To be replied after a test check of five items picked up at random, the result being recorded in the statement below).

Question**Answer**

Serial No.	Date of receipt of bill	Amount	Date of payment	Interval between Co.2&4	Reason for and unduly long interval (Col.5) if any
1	2	3	4	5	6
1					
2					
3					
4					
5					

- (vi) Are bills for Stores, furniture etc., supported by a certificate that articles have been received in good condition and entered in the stock register (S.R. 326. O.T.C.)? (Five vouchers should be test checked and result recorded in the statement below).

Serial No.	Date of bill	Description of articles	Whether the bill is supported by a certificate about quality of goods and entered in the stock register	Whether entries in the stock register have actually been made (to be verified from the stock register)
1	2	3	4	5
1				
2				
3				
4				
5				

Question

Answer

32 *Sub-vouchers-*

- (i) Do all sub-vouchers bear pay order specifying amount payable both in words and figures duly signed by hand and in ink (S.R. 165.O.T.C.).
- (ii) Are Sub-Vouchers not submitted to audit preserved carefully till destruction under orders of competent authority (S.R. 167.O.T.C.)
- (iii) Are paid sub-vouchers duly cancelled and stamped "paid" (S.R. 166. O.T.C.).
- (iv) Are all sub-vouchers cancelled in such a manner to prevent subsequent use (S.R. 168).
- (v) Are the cancellation of sub-vouchers initialed at the time of actually signing the respective bills incorporating them (S.R. 249 (i) O.T.C.)?
- (vi) Are sub-vouchers preserved for a minimum period of three years after which they are destroyed. (S.R. 249 (iv) O.T.C.)?

33. *Service postage stamps-*

Is the stamp account register maintained by the departments properly? Are the stamp registers sent to the Accounts Section for check before a fresh indent is submitted?

Question

Answer

34. *Telephone Bills-*
- (i) Is a register kept for watching payment of telephone bills?
 - (ii) Is payment made in good time to earn the discount?
 - (iii) Is a log book for trunk calls maintained for each telephone and settlement of the relevant bills in respect of calls is made in time?

VII CASH

- | | | |
|--|-------|------------------------|
| 35. Amount of cash handled-

(During each quarter separately). | Month | Amount of cash handled |
| | (a) | |
| | (b) | |
| | (c) | |
| | (d) | |

Total

36. *Head of Department and Office-*
- (i) Has any gazetted officer, other than head of the organization been declared as “Head of the Department” [(O.G.F.R.2 (XV) III)]
 - (ii) Has the “Head of Office” authorized any other gazetted Government servant under him (S.R. 102 of O.T.C.)

Question

Answer

- (a) To incur contingent expenditure [O.G.F.R. 80 (3)]?
- (b) To attest entries in cash book and contingent register?
- (c) To sign receipts and bills for expenditure or other orders on his behalf?
- (d) To exercise any other power on his behalf?
- (iii) If so, give the designation of the officer so authorised?
- (iv) Does there exist any formal order delegating such authority?

37. *Security-*

- (i) Has the cashier or any other subordinate entrusted with cash?
 - (a) Furnished adequate security? (OGFR 269)
 - (b) Executed a security bond in prescribed form (OGFR 275)?
- (ii) Amount and type of security tendered.
- (iii) Have adequate measures been taken to safe guard Government money [OTC: SR 37 (viii)]?
 - (a) While in transit, and
 - (b) While kept in office premises.

Question

Answer

38. *Handling of cash by person other than the cashier-*

- (i) Are any person other than the cashier employed to deposit money into or receive payment from the Bank [O.T.C: SR 37 (viii)]?
- (ii) If so,
 - (a) Within what limits?
 - (b) Designation of such person or persons.
 - (c) Is the head of office satisfied about his/their reliability and trust-worthiness?

39. *Non-Government moneys (OTC: SR 37 (vii))-*

- (i) Does the cashier handle money for any Semi-Government, or non-Government bodies?
- (ii) If so, is such money kept and accounted for separately?

40. *Cash Book (OTC: SR 37)-*

- (i) Has the number of pages been certified on the first page?
- (ii) Is the cash book written up daily and entries attested by authorised officer?
- (iii) Are totals verified by a person other than the writer of the book?
- (iv) Are monthly balances analysed and the analysis recorded in the book?

Question

Answer

- (v) Is there any erasure or over-writing? Are corrections, if any, made in red ink and duly attested?
 - (vi) Is the cash balance?
 - (a) Verified monthly; and
 - (b) Subjected to surprise checks? (To be verified from certificates recorded in the Cash book)
41. *Permanent Advance (OGFR 82)-*
- (i) Amount of the permanent Advance.
 - (ii) Is it adequate to ensure even flow of petty advances?
 - (iii) How often is it recouped during the course of a month?
 - (iv) Is the acknowledgement sent to the Accountant-General?
 - (a) On 15th April.
 - (b) In case of a transfer of charges, if any within the year under review?
 - (v) Is a permanent advance register maintained separately outside the cash book?
42. *Receipts (O.T.C: SR 41)-*
- (i) Pick up at random half a dozen counter foils and verify-
 - (a) Whether they were signed by the authorised officer; and
 - (b) Whether corresponding entries appear in the cash book.
 - (ii) Has the number of forms in the receipt book in use been certified (O.T.C: SR 45).

Question**Answer**

43. Disbursements (O.TC: SR 235).-
- (i) State if a separate acquaintance roll in form OTC 28 is in use?
 - (ii) Is an account of undisbursed pay and allowances kept in the prescribed register in form OTC 28-B?
 - (a) Is this register maintained properly (as required under note 5 to S.R. 235 (OTC Vol. I.)?)
 - (b) Is an abstract of the undisbursed amounts prepared to ensure their refund within 3 months?
 - (iii) Have any money remained undisbursed for more than three months? If so, details of such amounts should be ascertained and recorded in the statement below:

Date of receipt of amount.	Amount	Purpose for which drawn	Reason of non-disbursement	Action proposed to expedite disbursement of refund
1	2	3	4	5

44. *Money received as direct revenue-*

- (i) Are any money received direct as dues of Government?

Question

Answer

- (ii) Can the handling of such money not be avoided by insisting on and/or arranging for direct payment into the Treasury/Bank (OTC SR 36)?

VIII. STATIONERY

45. *Indents-*

- (i) Was the indent prepared in time according to the scale laid down in App. XVI of the Orissa Secretariat Instruction?
- (ii) Was it submitted on or before the 1st June?

46. *Stock Book-*

- (i) Is it maintained properly?
- (ii) Are all supplies entered upon their receipt?
- (iii) Are issues noted promptly?
- (iv) Has the stock book been verified on the first day of each month by the Stationery Assistant and a note made in the Book?
- (v) Has the stock account been checked by the Registrar on the 1st day of each quarter and a certificate furnished to the next higher authority?

Question

Answer

47. *Supplementary and emergent indents-*

- (a) State the number of supplementary and emergent indents submitted during the year under review.
 - (i) What were the explanation offered in each case.
 - (ii) Was any demand challenged by the Registrar at any time.
- (b) Are such indents necessitated solely due to non-supply or short supply of the quantity included in the annual indent only.

48. *Requisition of supplies-*

- (i) Are all requisitions received in the prescribed form?
 - (a) is the column meant for "Supplies permissible according to prescribed scale" duly filled in?
 - (b) are up-to-date supplies already given during the year invariably stated in the proper column?
 - (ii) Is the date of requisition prescribed in rules strictly followed for submitting indents and receiving supplies?
 - (iii) Is supply made beyond the prescribed dates?
9. (a) Authority for such supply
(b) Occasion necessitating such supplies.

GENERAL

49. *Retrenchments (SR 171 OTC)-*
- (a) has the A.G. at any time during the year under review issued a retrenchment order and has the amount disallowed been recovered promptly without listening to any objection or entering into any correspondence?
 - (b) In case of transfer of the Government servant concerned to the jurisdiction of another officer was the order of recovery passed on to that disbursing officer without delay?
50. *Objection slips and audit notes-*
- (a) Is return of bills with objection by the treasury quite frequent?
(A few such bills if available may be examined).
 - (b) (i) Has the last audit note by A.G. been fully dealt with?
(ii) Are any previous audit notes or rejoinders thereto still pending?
51. *Diary Register-*
- (1) Is it neat and tidy?
 - (2) Are subjects given briefly and clearly?
 - (3) Is file No. or Bill No.(Col.5) given against each entry?

Question

Answer

- (4) Are receipts made over to assistants on the day of receipt in the section (Date of previous day's dak to be checked)
- (5) Is Diary checked by Senior Accountant and Registrar? If so, at what intervals?
(Initial of Senior Accountant and Registrar in token of check to be seen).
- (6) Are Government of India letters diarised in red ink?
- (7) Are the U.O. registers (both in ward and outward) properly maintained? Are the movements of U.O. files and their return noted in proper columns?
- (8) Is disposal marked in log books and Diary Register?
- (9) Are diary Nos. inflated?

52. *Registers-*

Are all registers as prescribed in rule maintained properly?

1. Register of pay, T.A. and contingent bills cashed.
2. Rough Cash accounts book
3. Contingent register
4. Cash Book
5. Register for other advances
6. Register for tour advances.
7. Safe custody register
8. Guard file containing office orders.

Question

Answer

53. *Staff-*

Is the staff attached to each section adequate?

54. *Accommodation-*

(a) Is the space available adequate for seating the staff?

(b) Is sufficient space for preserving accounts records available?

Signature of the Inspecting Officer

Date.....

APPENDIX XIII-C
QUESTIONNAIRE FOR THE ANNUAL INSPECTION OF ACCOUNTS SECTION

	Question	Answer
1.	(a) Name and designation of the inspecting Officer. (b) Name of Section (s) inspected. (c) Date of present inspection. (d) Date of last inspection and by whom. (e)(i) Name of Head Assistant/ Accountant. (ii) Date of posting to the Section.	
2.	Action taken on the last inspection report (The reply to this question shall be entered in the <i>proforma</i> given in Annexure I.	

	STRENGTH	SANTIONED	ACTUAL
3.(a) Number of –			
(i) Grade I. U.D. Assistants.
(ii) Grade II U.D .Assistants.
(iii) L.D. Assistants
(iv) Literate Peon, Treasury Sircar etc.
(v) Other class IV staff
(b) Reasons for shortage, if any.			

Question

Answer

4. (a) Is attendance register submitted to Registrar or any other officer daily? If not, reasons thereof?
- (b) Was there any instance of habitual late attendance? If so what action was taken?

5. REGISTERS

(a) Diary Registers-

- (i) Is it neat and tidy?
- (ii) Are subjects given briefly and clearly?
- (iii) Is file No. or bill No. given against each entry?
- (iv) Are receipts made over to the Assistants on the date of receipt and initials of the assistants taken? (Previous day's daks to be checked).
- (v) Is diary register checked by Registrar and Accountant regularly? (Initial of Registrar and Accountant to be seen).
- (vi) Are Government of India letters diarised in red ink?
- (vii) Is receipt figure inflated?

(b) U.O. Registers-

- (i) Are these registers maintained properly?
- (ii) Are proper movements of U.O. files kept and their return noted?

Question

Answer

(c) *Log Book-*

- (i) Are receipts entered daily in the log book after receipt.
- (ii) Is file No. and or bill No. Given against each entry?
- (iii) Is the log book submitted to Registrar with the weekly abstract regularly?

6. *Pay Bills-*

- (a) Are bills for pay prepared and submitted promptly?
- (b) Are there any instances for preparation of arrear bills during the last month?
- (c) Examine whether the preparation of arrears and supplementary bills could have been avoided and note the necessity for preparation of such bills.
- (d) Are bill for pay returned by the treasury with objection State the number of such bills returned during the last month.
- (e) Is absentee statement received promptly from the Departments?
- (f) Are the following maintained properly-
 - (i) Bill Register.
 - (ii) Events Register.
 - (iii) Office Order Guard File.

Question

Answer

- (g) Was there any instance of attachment of pay during the last month.
- (h) State the number of other bills prepared during the last month.

7. *T.A. Bills.*

- (a) Are T.A. Bills prepared and submitted to the treasury within a reasonable period? (Examine at random five such bills prepared during the last month and record results in the *proforma* below.)

Serial No.	Date of journey	Date of receipt of T.A. particulars	Date of preparation of the bill	Date of passing of the bill by the treasury	Date of payment to the party	Remarks
1	2	3	4	5	6	7

Question

Answer

- (b) Was there any objection by the treasury during the last month? If so, examine the nature of objection and suggest measures to avoid such objection in future.
- (c) Are tour advances adjusted in accordance with rules?
- (d) Has the travelling allowance allotment exceeded in any case

8. *Budget-*

- (a) Is the Secretariat budget including Ministers' budget submitted to the Finance Department in the first week of September?
- (b) Were any budget slips received? If so state the number of such slips. Were all slips replied to within a week?
- (c) Are the 1st and 2nd revised estimates submitted in due time.
- (d) Are the Units of appropriation noted at the top of every bill?
- (e) Has the Accountant-General pointed out any misclassification?
- (f) Is progressive account of expenditure maintained properly?

9. *Contingencies-*

- (a) Is the contingent register properly maintained and initialled by the authorised officer regularly?

Question

Answer

- (b) Is proper watch on progressive expenditure on contingent charges being kept to avoid excess expenditure?
- (c) Are all sub-vouchers for contingent expenditure kept properly arranged?
- (d) Are bills for stores etc., supported by a certificate that the articles have been received in good condition and duly entered in the stock register?
- (e) Do all sub-vouchers bear pay order?
- (f) Are all sub-vouchers duly cancelled and stamped "PAID" at the time of payment?
- (g) Is the stamp Account Register maintained by the Departments sent to Accounts Section for check?
- (h) Is a register for telephone trunk call bills maintained and payment of trunk call charges made in good time to earn discount?

10. *Cash-*

- (a) Name(s) of the cashier or any other employee entrusted with cash. Does he they) handle Non-Government money?
- (b) Has he (they) furnished necessary security and/or surety bond?

Question

Answer

- (c) Have adequate measures been taken to safeguard Government money? Any suggestion for better safety of money?
 - (d) Cash Book-
 - (i) Is it maintained properly?
 - (ii) Is the number of pages certified?
 - (iii) Is it written daily and verified regularly?
 - (iv) Is the cash balance verified monthly and also surprisingly?
 - (e) Is the amount of permanent advance sufficient and is the register for permanent advance maintained properly?
 - (f) Disbursement-
 - (i) Is disbursement to the persons concerned done promptly?
 - (ii) Is the register for undisbursed pay and allowances maintained properly.
 - (iii) Is there any instance of undisbursed amounts refund to the treasury? If so give in detail the reasons for refund.
 - (g) Are any money received direct as dues of Government?
11. *Are the following registers maintained properly?*

Question

Answer

- (a) Register of Pay, T.A. and contingent bills cashed.
- (b) Rough cash account book
- (c) Register for other advances
- (d) Safe custody register.

12. *Stationery-*

- (a) Was the indent prepared and submitted in due time and in accordance with the prescribed scale.
- (b) Is the stock book maintained properly? Is this checked by the stationery assistant and the Registrar regularly?
- (c) Are all supplies noted in the stock book?
- (d) Was there any instance of supplementary or emergent indents? Examine whether the necessity of such indents could have been avoided.
- (e) Are requisitions for supplies received in proper form and supplies made promptly?
- (f) Is there any instance of complaint for non-supply of any article? Examine one or two such complaints and record the reasons for non-supply.

Question

Answer

13. *Audit-*

- (a) Has the A.G. at any time during the year under review issued retrenchment orders and if so whether the amount recovered promptly?
 - (b) When were the records last audited ? See if action has been taken on the audit notes and record results in the *proforma* below.
-

Serial No.	Points raised in the audit notes.	Action taken thereon	Remark
1	2	3	4

Signature of the Inspecting Officer

Date.....

ANNEXURE I

STATEMENT SHOWING ACTION TAKEN ON THE LAST INSPECTION REPORT

Defects pointed out or suggestion made in the previous report.	Action already taken or proposed
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
6.	6.
7.	7.

APPENDIX XIV
Form of Fly Leaf
(See Rule XVII-12)

Fly Leaf

19.....

Office

Department

Collection No.

File No.

of 19

Serial Nos.

to

File subject.

Serial No. in file	Letters etc., from whom received or to whom issued	Number	Date	Class of paper	REMARKS
1	2	3	4	5	6

APPENDIX XV

[See rule XVII-14 (b)]

GOVERNMENT OF ORISSA

LAW DEPARTMENT

MEMO. No.8268 (49)-L

To

ALL DEPARTMENTS OF GOVERNMENT/ ALL HEADS OF DEPARTMENTS/ REVENUE COMMISSIONER, ORISSA/ COMMISSIONER, NORTHERN DIVISION/ ALL COLLECTORS.

Cuttack, the 14th September 1950

SUBJECT- Instructions to avoid delay in attending matters connected with civil litigation in which Government is a party.

Difficulties have been experienced in the proper defence of case filed against Government in different courts of the province. The number of such suits has increased very considerably for various reasons, such as Government's engaging in some commercial activities, requisition of houses, and taking over of estates. The following rules, if strictly complied with by Collectors, Secretaries of Departments, and other officers will help in the saving of Government money and the smooth running of administrative machinery. The same remarks apply with proper qualifications for conduct of suits in which government is plaintiff or appellant.

2. *Steps to be taken before the notice under section Civil Procedure Code is served-* Even before the suit is filed claimants would naturally press for payment. Sometimes the claim is genuine and the claimants are driven to the court purely because of delay and red tape in the matter of payment. This has to be avoided most scrupulously. The departmental heads and other disbursing officers should in no event give occasion for legitimate grievance to any body in this respect.

3. *When the claim is partly reasonable and partly unreasonable Government departments should forthwith tender the amount properly payable – As for the balance they should invite negotiation if possible, by the claimant*

himself or his representative in person. If there is any difficulty in ascertaining how much of the claim is reasonable and how much unreasonable, the *Law Department can help provided a complete statement of facts is made*. By doing this we may be able to avoid litigation, compromise controversial claims and even if the matters is taken to courts, save most of the costs. *Contested claim cases should be kept separate for timely reference*.

4. *Steps to be taken before filing of the suit, but on service of Notice under section 80 Civil Procedure Code* -- Whenever the State is to be sued, a notice under section 80 is served on the Collector of the district in which the cause of action arises or the Secretary of the Department. Sometimes in addition to the State an officer is also made defendant, in which case a notice is served on him as well.

5. Sixty days are followed after this notice and before the filing of the suit. Meanwhile Government has to study the matter and decide upon the line of action. *If we have no case, we should tender payment*. If there is chance of compromise, it should be tried by negotiation, at the same time preparing our defence in case the negotiation fails. If the claim is outright unreasonable or a concession may become an inconvenient precedent, the suit must be contested.

6. If the Collector receives the notice he should at once contact both the department concerned and the Government Pleader. He should also write to the Legal Remembrancer. In all these cases he should communicate not only the copy of the notice, but also the gist of the case or the copy of the proposed plaint, which is always forwarded along with the notice, and also the Government Pleader's opinion.

7. When a departmental Secretary receives notice of a possible case, either from the claimant or by a letter from the Collector, he should straightway get his office to put of the file concerned with an abstract of the facts and the clear account of the dispute. If the office is properly run, there would already be a note about the dispute and a caution that the matter might come to the courts.

8. If an individual officer receives the notice against him as defendant for an act done by him in course of his official duties he should take the following steps. If he alone is to be the defendant, he should report to the head of his Department the facts as far as he knows. If he thinks that Government should

defend the case for him, he should make a request. If the State is also sought to be sued along with him, he should furnish the head of his Department with all the particulars in his possession bearing on this case.

9. If this is done, there is absolutely no reason why the entire case should not be clearly noted by the Secretary of the Department concerned, or the head of the office responsible within 14 days from the receipt of the notice either by the Collector or by the Secretary of the Department. It is advisable for this that every department or office, against which suits are possible should entrust a senior assistant with the duty of putting up papers and making an abstract of facts. But for the noting of the case itself the Secretary of the Department. It is advisable for this that every the Collector should keep the Government Pleader of the district informed as soon as he gets the notice with the particulars and caution him that he would be approached in this matter either by the Collector himself or by the officers of the proper department.

10. After getting the case ready the Secretary should inform the Collector, on the one hand, and also send the papers to the Legal Remembrancer noting clearly the date of the receipt of the notice. It should not be difficult to reach the stage within 3 weeks from the receipt of the notice.

11. The Legal Remembrancer will scrutinize the matter and give the advice whether or not the suit must be contested or whether the payment must be made, or any further negotiations tried with the claimant. This he may do by himself or by consulting the Advocate-General, if a notice received by the Secretary, the Collector will be requested to get the Government Pleader's opinion. If the Legal Remembrancer suggests negotiations, or wants fuller particulars, he should give a particular date before which it should be done. This should not be beyond the 15 days limit.

12. If the Department concerned and the Collector are advised that there should be a contest, all the facts should be noted, and the assistant responsible for it should see that a complete brief is ready and sent in time to the Government Pleader of the proper jurisdiction. Most Departments have district officers who can be asked to do this. In the Forest Department it may happen that the officer concerned may have to go some distance to contact the Government Pleader. Government Pleader's opinion should be obtained and kept ready; but this cannot be done until he is given all the particulars which can be done only by the Department concerned.

13. All this should be completed within the sixty days period. Especially in important cases the Legal Remembrancer will decide whether the Advocate-General is to be briefed. In that case the administrative department should show the paper through the Legal Remembrancer to him. If he wants, an assistant or an officer of the administrative department may be sent to contact the Advocate-General personally.

14. In the net results, before the end of the sixty days period we shall be ready with our defence and the plan of contest. But if the contest is useless, the matter must be settled with the plaintiff within the sixty days period, as otherwise he may file the plaint and claim costs.

15. *Steps after the suit is filed*—As soon as the summons and the copy of the plaint are received, the Collector should inform the Secretary or the head of the department concerned without any delay of this and forward the copy of the plaint and the notice. The Collector should make the back reference to the section 80 notice, or, if there is no notice, state that he has received no such notice. This of course must be done after verification. The assistant responsible for it should exercise caution before saying that there has been no notice.

16. The Collector should also inform the Government Pleader that such a suit has been filed and apprise him of the date of making over the summons and the copy of plaint.

17. The head of the department or Secretary should forthwith get his papers and brief and send them to the Collector for transmission to the Government Pleader. A properly instructed assistant may also be sent. The Government Pleader should be asked to appear and take step, but he is not likely to be very successful unless all necessary information is supplied to him by the department.

18. It is at this stage that any individual officer who is sued along with the State should decide whether he should put up his own defence. If he does, it should be consistent with Government's case and should be checked by the Government Pleader even though he may have his own pleaders.

19. If a Government officer alone is sued without the State being made a party, normally he will have to defend himself. But if he approaches Government in time through his departmental head, it will be decided whether or not Government would arrange for contesting his case; but he must take steps in time. If Government defends the officer, all costs incurred by

Government may be realised from him if the final results of the suit so justify. At the initial stages Government's contesting on his behalf will be only provisional.

20. The Government Pleader should make a draft written statement and send it up through the administrative department for Legal Remembrancer's approval. He will do it, if necessary, after consulting the Advocate-General and return it. If the date fixed is much too near, the Government Pleader must appear and ask for an adjournment.

21. *Direction to be Government Pleader*—The Government Pleader should discharge his duties with promptness and efficiency. As soon as he receives any section 80 notice he should apply his mind to it and contact with the department concerned through the Collector to get all particulars.

22. As soon as he gets the particulars, he must give his opinion. In a similar manner when he gets the notice of the suit and plaint, he should seek instruction and draft written statement in time. He should also follow the progress of the suit in the Court and take all interlocutory measures without waiting for special, instructions.

23. By due observance of these instructions a good deal of the present confusion in the contest of cases can be saved.

These instructions are in addition to the Civil Suit Rules as laid down in Part I of the Bihar and Orissa Practice and Procedure Manual, 1930 provisions of which should be closely followed.

H. R. KRISHANAN
Legal Remembrancer

APPENDIX XVI
(See rule XIX-10)

Model scale of annual requirements of stationery articles in general use

Writing paper, cream wove of cream laid.	10 quires per officer
White or badami paper	10 quires per assistant
Demi- official note paper	½ ream local and ½ ream imported Per officer.
Demi-official envelopes	250 local and 250 imported per officer.
Blotting paper	24 sheets per officer and 12 per assistant
Carbon paper	1 $\frac{1}{2}$ to 2 quires per ream of Typewriting paper.
Eraser	1 per officer and assistant
Ink red	1 packet per head
Desk knives	1 per section
Pocket knives or paper cutters.	1 per officer
Nibs	48 per head
Pencils, lead	3 per officer and 4 per assistant
Pencils, red and blue	4 per officer
Paste (Rowpes)	1 bottle per officer
Tags	200 per assistant
Typewriter ribbons	6 per machine
Typewriter eraser, oil and brushes.	1 per machine
Indent forms	2 per indenter
Ink blue black	4 bodies per head

Ink glasses and stands, pen-holders, paper-weights, rubbers, gum-bottles, hones, straps, etc., quarter of number in use to cover loss and breakages.

NOTE- Each supply is subject to availability of stock.

APPENDIX XVII

[(See rule XIX-24(a))]

Copy of letter No.C.P.S.-32/56-30949(3)-F., dated the 15th December 1956, from the Assistant Examiner-*cum*-Under-Secretary to Government, Finance Department to the Accountant-General, Orissa/ Deputy Accountant-General, Orissa, Puri and Ranchi.

SUBJECT- Fixation of monetary limit for supply of hot-weather liveries to peons, Orderlies and Jamadars in the Secretariat and offices of the Heads of Departments (headquarters).

I am directed to say that the Government have been pleased to fix the monetary limit for the supply of a set of liveries to Peons, Orderlies and Jamadars of the Secretariat and Heads of Departments (Headquarters Offices) at a cost not exceeding Rs.21 (Rupees twenty-one) only. A set of livery will consist of two full pants and two long coats of white dosuty khadi cloth. A brass badge with the inscription 'Government of Orissa' (oval shaped) which should be attached to the left chest will be supplied at an interval of five years. The monetary limit for the supply of badge will be Rs.1-2-0.

2. The liveries required for the 4th Grade Government servants of the Departments of Government and Heads of Departments may be prepared through any firm within the above monetary limit by placing orders direct on the firm.

3. Dosuti white khadi cloth required for preparation of liveries should be purchased from the Government Khadi Production Organisation.

4. This order will remain in force until further orders.

APPENDIX XVIII
(See rule XIX-35)
Scales of supply of furniture
(To be printed later)

APPENDIX XIX
(See rule XIX-36)

Model seale of annual requirements of stationery articles in general use

1. Minister's Residences-

(A) BED ROOM EQUIPMENTS

	No.	Size
1. Bombay pattern cot	2	6'-6"X 3'-6"
2. Newar cot	2	6'-6"x3'-0"
3. Mattress	4	Ditto (to fit beds)
4. Mosquito curtain	4	Ditto
5. Chair of the type provided with sofa sets	2	Standard size
6. Alna	2	10"x20"
7. Bed side table with table cloth	4	Standard size
8. Chair	2	Ditto
9. Braket	2	Ditto
10. Carpet	2	(To fit bed room)

(B) GUEST ROOM EQUIPMENTS

1. Bombay pattern cot	1	6'-6"x3'-0"
2. Mattress	1	(To fit bed)
3. Bed side table with table cloth	1	(Standard size)
4. Chair of the type provided with sofa set	1	Ditto
5. Mosquito curtain	1	(To fit bed)
6. Carpet	1	(To fit guest room)

(C) DRAWING ROOM EQUIPMENTS

1. Carpet		(To fit the room)
2. Sofa set	1	(Standard size)
3. Lower circular table	1	2'-6" dia., and 2'-0" height.
4. Side table	4	(Standard size)
5. Cushion Chair	1	Ditto

(D) DRESSING ROOM EQUIPMENTS

1.	Dressing table with chair	1	2'-6"x1'-6" with frame-less Mirror 20"x16"
2.	Small rack	1	2'-6"x3'-6"x1'
3.	Alna	1	Fitted to item 1.

(E) DINNING ROOM EQUIPMENTS

1.	Dining table	1	6'x3'-6"
2.	Armless chair	8	Standard size
3.	Tea poy	2	12" square or Circular
4.	Surai stand	1	Standard size
5.	Meat safe	1	3'-0" height and 24"X24" with open rack on top.
6.	Durry	1	To fit the room
7.	Mirror for office bath room	1	22"x18"

(F) OTHER GENERAL EQUIPMENTS

1.	Door mat	4	24"x12"
2.	Pardas		For all doors and windows of the office room, bed room drawing room and dining room.
3.	Bath tub		One in each Big size bath room.
4.	Bath stool		one for 16"x13"x15" height each bath room.
5.	Khas Khas Screens		
6.	Bamboo Cheeks		

Ministers' residential office room—

1	Secretariat table	1	Writing table with a set a drawers on one side (5'x3'x2-6').
2.	Revolving chair	1	Standard size
3.	Small table with table cloth.	1	2'-6"x1'-8"x2'-3"
4.	Book shelf	1	4'x3'x1'
5.	Chair	7	4 cushion and ordinary standard size
6.	Whatnot	3	3'-6"x 3'-6"x1'-2"
7.	Paper cabinet	1	Standard size
8.	Tray	2	12"x16"x5"
9.	Flag stand	1	Standard size
10.	Steel Almirah	1	6'x3'x1'-3"
11.	Durry	1	To fit the room
12.	Clock	1	
13.	Door mat	2	24"x15"
14.	Foot rest	1	Standard size
15.	Waste paper basket	2	Standard size
16.	Glass table pad	1	Standardsize
17.	Table lamp	1	

1. *Ministers' Secretariat Office Room—*

As prescribed for residential office room and in addition one easy chair of standard size and four more ordinary cane chairs, if required.

2. *Visitors waiting room at Ministers' residence—*

1.	Big table with table cloth	1	4'x2'-6"x2'-6"
2.	Chairs	4	Standard size
3.	Bench	1	6'x1'-2"x1'-6"

3. *Personal Staff—*

(A) PERSONAL ASSISTANT

1.	Steno table	1	3'x2'x2'-3" with set of Drawers on one side.
2.	Chair	2	Standard size
3.	Table	1	3'-6"x3'x2'-6"
4.	Almirah (big)	1	5'x2'-6"x1'-6"
5.	File rack	2	Standard size
6.	Distribution rack	1	3'-6"x1'-2"x2'

(B) ASSISTANTS, DIARISTS ETC.

For each assistant or Diarist furniture at the scale admissible to Secretariat Assistant and Diarist.

(C) PEON

1.	Stool	2	15"x15"
2.	Back bench	1	6'x1'x1'-6"

4. *General and Touring Equipments—*

1.	Petromax light	1	
2.	Hurricane light	2	
3.	Trunk	2	

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