

GUIDE TO THE RECORDS  
IN THE  
NATIONAL ARCHIVES OF INDIA

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PART I  
(INTRODUCTORY)



NATIONAL ARCHIVES OF INDIA  
NEW DELHI  
1959

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**K. D. BHARGAVA**



## PREFACE

The first issue of the Hand-Book to the records in the National Archives of India (formerly known as the Imperial Record Department) came out in 1925, and very few copies of this publication are now available. Moreover, the previous Hand-Book gave a description of the records only up to the year 1859. Of late there has been a tremendous increase in the volume of records transferred to this Department. All these factors have made it essential to bring out a revised and up-to-date edition of the Hand-Book.

However the task of compiling such a Guide is a gigantic one, considering the large bulk of records housed in the National Archives. Further, all the records have to be properly arranged and listed before an attempt is made to describe their nature and contents. It is, therefore, proposed to bring out the Guide in several parts, each covering some specified groups or series of records. The present, viz., the first part is wholly devoted to the introductory portion, which attempts to give within a short compass the history of the National Archives of India, the evolution of the records of the East India Company (which form the earliest series of the records in the Archives), the growth of the Secretariat of the Government of India, and an outline of the various changes that took place from time to time in the system of record-keeping. The narrative, in each case, has been brought up to 1947. Four appendices showing the redistribution of work among the various Departments of the Government of India at different times have also been added.

It is my pleasant duty to put on record my gratitude to Dr. Dayal Dass, Archivist, who has assisted me in the preparation of the manuscript.

It is hoped the Guide will be found useful by those for whom it is meant.

K. D. BHARGAVA  
*Director of Archives,  
Government of India*

NATIONAL ARCHIVES OF INDIA,  
NEW DELHI,  
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## CHAPTER I

### NATIONAL ARCHIVES OF INDIA

The National Archives of India is the largest and most well-equipped records repository not only in India, but in the whole of Asia. It has in its custody almost all the records of the Government for the last two hundred years. The regular series of records in its custody commence from the year 1748 and continue right up to the present time. It is the ultimate repository of all non-current records of the Government of India, and its collection grows in bulk as well as richness with the passage of each year. Thus it is a veritable store-house of information relating to the modern period of Indian history, and research scholars "in search of fresh lands and pastures new" will find here ample material for investigation and research.

The National Archives of India (formerly known as the Imperial Record Department) came into existence in 1891, as a result of the efforts of the Government of India to find an adequate and permanent solution to the problem of storage and preservation of their ever-increasing bulk of records. Curiously enough, the necessity of concentration of records at one place was not brought home to the authorities concerned until the destruction of useless records became imperative. Records had accumulated quite beyond the storing resources of the various Government Departments, and in 1860 Mr. Sandeman, the Civil Auditor, pointed out that routine records of minor interest must be weeded out. At the same time he observed that "the benefit of the proposed destruction could not be fully obtained without the substitution of one Grand Central Archives for the existing record rooms attached to each office for the purpose of transferring to it for safe preservation all records that might be of value—the offices concerned only keeping such records as would be required for current use."

Weeding of non-current records demanded their sorting and evaluation. A Record Committee was, therefore, constituted in Calcutta in 1861 for the purpose of superintending the scheme for the destruction of all useless records in various government offices. The committee submitted a memorandum on 20th December, 1862, in which they observed that "the greater portion of the papers had long since passed from the stage of practical official usefulness into that of purely historical and statistical interest", and advocated that "such of the original documents as seem to be of any permanent interest in place of being scattered, as at present, over all Calcutta, should be preserved in a single muniment room." This recommendation met with the approval of the Government of India, but the concentration of historical records in a central office had to be postponed indefinitely due to one reason or another.

In 1889, Professor (afterwards Sir) G. W. Forrest was placed by the Government of India on special duty to examine the records of the Foreign Department. In his report dated 17th August, 1889, Forrest deplored that "the Government of India does not possess what the smallest State in Germany has, an Imperial Record Office, in which the ancient records of the State are arranged, calendared and catalogued on scientific principles."

He, therefore, recommended that all the records relating to the administration of the East India Company should be placed in one central records office.

Thus the question of the establishment of a central records office was again brought to the front. While all the members of the Governor-General's Council recognised the urgency of preservation and systematic arrangement of ancient records, they could not agree about their ultimate destination. The majority was in favour of a central records office, but a minority of two held a contrary view. Eventually the Government of India decided to approach the Secretary of State for India for permission to employ Mr. G. W. Forrest as Officer-in-Charge of the records of the Government of India for the examination of the old records of each of the departments and the cataloguing and arrangement of the same on a satisfactory plan, and also for organising a central library in place of the different departmental libraries. The Secretary of State promptly conveyed the necessary sanction and Mr. Forrest was appointed Officer-in-Charge of the Records of the Government of India with effect from 11th March, 1891. Thus the Imperial Record Department came into existence.

The Imperial Record Department was fortunate in its first Officer-in-Charge. Born on 8th January, 1846, at Nasirabad and educated at St. John's College, Cambridge, George William Forrest came to India in 1872 as Head Master of the Surat High School. He was afterwards transferred to the Deccan College, Poona, as Professor of Mathematics, and later to the Elphinstone College, Bombay, as Professor of English History. Though he technically held the post of Officer-in-Charge of the Records till 1899, his active association with the Record Office did not last for more than four and a half years. In March, 1895, he went to England on a year's furlough, which was later extended up to October, 1898. He came to India for a short while on the expiry of his leave, but finally returned to England in March, 1899.

Though better known for his historical works, Forrest was not indifferent to his archival responsibilities. The current records indeed were no concern of his, but the preservation, classification and publication of historical documents was no mean undertaking. He first set himself to prepare a programme of work and to recruit the necessary staff. With their assistance he proposed to arrange the library and the archives and to rescue them from the prevailing chaos and disorder. If he could not do as much as he desired for the rehabilitation of the fragile documents, it must not be forgotten that nearly half of his official term was spent abroad, away from the muniments in his custody. In spite of other pre-occupations, by 1899, Forrest and his colleagues had arranged the following series chronologically as well as in accordance with the source of their origin :

Home	..	..	..	1752—1879
Medical Board and Surgeon				
General's records	..	..	..	1845—1859
Military Board	..	..	..	1777—1858
Public Works	..	..	..	1850—1871
Foreign	..	..	..	1764—1829
Military	..	..	..	1786—1893

One of the most valued accessions of Forrest's regime was the Foreign Department's correspondence with Indian rulers. Though the overwhelming bulk of this correspondence is in Persian there are in this series letters in other oriental and Indian languages as well. Besides their historical value these letters have also philological and literary interest and as some of them are beautifully illuminated they offer excellent specimens of Indian calligraphy.

In 1887, a committee consisting of Godley, Henry Yule and General Strachey was appointed in England to consider how records in the India Office could best be made available for the purpose of historical research. The Committee after consulting Maxwell Lyte, Deputy Keeper of the Public Record Office, recommended the publication of press-lists as a first step, to be followed by more elaborate calendars.

In a despatch dated 3rd June, 1897, the Secretary of State issued the following instructions :

- (a) Press-lists should be prepared in India of the documents at Calcutta, Madras and Bombay; and
- (b) The press-lists should follow the detailed Madras form.

The Government of India had already employed an officer familiar with the Madras system to officiate for Forrest during the latter's absence on furlough. A. T. Pringle (March, 1895 to 1898), the temporary incumbent of the office, was Assistant Secretary to the Government of Madras before he came to the Imperial Record Department. He had previously worked as Record Keeper, Public Works Department, Madras, and was, therefore, fully conversant with the technique of his special task. Press-listing was promptly started under his supervision.

Samuel Charles Hill, Forrest's permanent successor, began his career as a professor like him. Born at Berhampore, Bengal, in 1857 and educated at the University College, London, whence he graduated B.A. and B.Sc., Hill joined the Indian Education Service (Bengal) in June, 1881, as Professor, Dacca College. From 1881 to February, 1899, he served in turn as Principal, Krishnagar College; Professor, Hooghly College; Professor, Presidency College and Inspector of Schools, Bihar and Presidency Circles. Hill was in actual charge of the central records for barely three years from March, 1899, as he was on furlough in England from March, 1902, till November, 1903.

Hill's brief tenure of office was marked by valuable research publications and archival work of vital importance. Voluminous as his publications were, he did not fail to take effective steps to rehabilitate the fragile papers in his custody. The folded records demanded his attention first and it was decided to flatten each and every sheet and to place each flattened document, after necessary repairs, between docket covers for better protection and easier identification.

It was during Hill's regime that a list of the Military and the Private Secretaries to the Governors-General and Viceroys since the time of Warren Hastings was compiled and a Calendar of the Proceedings of the Select Committee, 1756—60, was prepared. The "Abstract of the Early Records of the Foreign Department," 1756—62; published by the Department in 1901, testifies to Hill's interest in the preparation of convenient reference media. The press-lists of Public proceedings from March 1754



to 1757 were successfully completed during his time. He found the Madras system of press-listing, introduced at the instance of the authorities in England, too elaborate and too slow, and suggested a simpler plan in 1901 which was adopted for the subsequent volumes with the approval of the Secretary of State.

Charles Robert Wilson officiated for S. C. Hill for a brief interlude of about two years only (18th March, 1902 to 24th May, 1904). He had brought to his office uncommon knowledge of unpublished records and a well-earned reputation for sound historical scholarship. He brought out the sixth volume of the "Public Press-lists" (1760—64) which covered about 8,000 manuscript pages, and a "Press-list of Bengal and Madras Papers". During 1903, he got the material for the seventh and eight volumes of the Public Press-lists ready, and tried to fill in the gaps in the records by obtaining copies from the India office. It was he who mooted the proposal for calendaring the Persian correspondence. On 24th May, 1904, Wilson proceeded on furlough to England where he died on 24th July at the early age of 41. Dr. E. Denison Ross officiated for him till 27th June, 1904, when N. L. Hallward took charge of the Department.

Norman Leslie Hallward worked in the Imperial Record Department barely for a year and relinquished office on his promotion as Director of Public Instruction, Assam, in May, 1905. During this short period he published the "List of the Home Department Records" from 1749 to 1859, and sent a further list of the records (1859—92) to the press. He also prepared an index to the press-lists of the Public proceedings from 1749 to 1759 and abstracts of original Persian correspondence (1708—81).

Edward Denison Ross was "best known to his contemporaries as a brilliant linguist, especially learned in oriental languages". He came to Calcutta in 1901 as Principal of the "Madrasah" founded by Warren Hastings. In January, 1906, he was appointed Officer-in-Charge of the Records of the Government of India. For several years Ross was in double harness, as a suitable successor in the Madrasah was not easy to find and he had to carry on the arduous duties of two highly responsible posts. In 1907 he went on furlough to Europe and made himself familiar with the archival practices of France and Holland. Ross retired from the Imperial Record Department in 1914 to become two years later the Director of the newly-founded School of Oriental and African Studies at London.

Ross was not new to the Imperial Record Department. In 1904 he was for a few months in temporary charge of the records and had started press-listing the Persian correspondence. His intimate knowledge of the Persian language and literature naturally interested him in the huge mass of Persian correspondence which was a sealed book to most students of Indian history. He, therefore, enthusiastically supported Dr. Wilson's suggestion that these documents should be calendared in English. The first volume of the Calendar was published in 1911. This covered the period from 1759 to 1767. The second volume (1767—69) was published in 1914, shortly after Ross left this country.

It was during Ross's tenure of office that a systematic attempt was made to prepare an inventory of the records in the custody of the Department. A list of Foreign Department records in three volumes was published. Two other lists, those of the records of the Military and the Finance Departments in three volumes and one volume respectively, also saw the light of

the day. But that was not all. The compilation of reference media was continued vigorously and press-lists of Public Department proceedings, original Persian letters and correspondence (1759—1801) and Madras Military records were made ready.

The Imperial Record Department was under the Home Department till 1910, when it was transferred to the care of the newly-created Department of Education and the Officer-in-Charge, formerly an Assistant Secretary in the Home Department, became an *ex-officio* Assistant Secretary in the Department of Education.

Alwyn Faber Scholfield occupies a place of special importance in the history of the Records Department. He put the preservation branch on a sounder basis and discarded the unsatisfactory tracing paper in favour of the more enduring chiffon and the less expensive Japanese tissue paper. It was under him that press-listing of the Public proceedings up to 1800 was completed. He added a supplementary volume to include the papers brought to light since the publication of the regular series. Press-lists were also prepared for the papers of the Secret Department of Inspection (1770—87) and the Secret Department Proceedings (1763—75). Calendar work continued to make steady progress and the third volume of the Calendar of Persian Correspondence (1767—69) was taken in hand. Himself an expert indexer, Scholfield initiated a consolidated index to the entire series of Public Press-lists which has proved a very useful and convenient book of reference to research students. Elaborate rules for indexing were prepared and published in the form of a pamphlet, "Indexing of Records", for the guidance of future workers. It was significant of the new regime that the designation of the Officer-in-Charge was changed to that of the Keeper of Records. If his predecessors had lent academic distinction to the Department, Scholfield endowed it with the less spectacular but more essential virtue of technical efficiency.

Another important event which took place during the regime of Mr. Scholfield was the setting up of the Indian Historical Records Commission to advise the Government of India on the methods to be adopted to "meet the real wants of genuine historical students." The Commission was set up under the late Department of Education Resolution No. 77 (General), dated 21st March, 1919, and the Keeper of Records, Government of India, played no mean part in enunciating its policy. However, Scholfield's association with the Indian Historical Records Commission was necessarily brief, for he retired immediately after its first session at Simla.

Scholfield's successor, Mr. Richard Henry Blaker, was a Superintendent in the Education Department before he came to the Records Office in 1912 as Assistant Officer-in-Charge. Promoted to the Keeper's office on 21st June, 1919, Blaker retired on superannuation on 23rd September of the following year, a little over fifteen months later. But new work could not be entirely avoided as henceforth it was the privilege of the Indian Historical Records Commission to indicate the desideratum and the responsibility of the Records Department to do the needful. The Commission required all records offices in the country to compile popular hand-books for the use of research students. Not only were the principal series of records and their general nature and contents to be concisely outlined but the gradual evolution of the different branches of administration from which the records originated was also to be accurately traced. It demanded careful research among the records themselves and the preliminary work

was initiated by Blaker. The third volume of Calendar of Persian Correspondence was published, and the press-listing of the Mutiny papers was completed during his regime.

Raj Bahadur Jamini Mohan Mitra was the first Indian to be placed at the head of the Imperial Record Department. He began his official career in the Bengal Provincial Civil Service and became Assistant Secretary to the Government of India in the Department of Education in 1917, when that office was not open to the ministerial officers of the Secretariat. In November, 1920, he succeeded Blaker as Keeper of the Records of the Government of India, to leave early in 1922 on his appointment as Registrar of Co-operative Credit Societies, Bengal. In 1917 the Government had decided to give up the old tabular form in the press-lists in favour of the run-on style. It was left to Mitra to implement this decision.

Abul Faiz Muhammad Abdul Ali, Mitra's successor, came like him from the Bengal Provincial Civil Service. He was an able exponent of Muslim culture and a perfect embodiment of traditional Muslim courtesy. It was to his genial personality that much of the early popularity of the Indian Historical Records Commission was due. Abdul Ali held office for nearly seventeen years from 1922 to 1938, the longest period so far on record.

Shortly after Abdul Ali's assumption of office, the Government of India felt that their records should, if possible, be weeded once again with a view to eliminating the useless, and providing documents of more permanent value better conditions of storage and preservation. A Sub-Committee consisting of three eminent members of the Indian Historical Records Commission, H. E. A. Cotton, Jadunath Sarkar and Rushbrook Williams, was appointed to report on this important subject. The Committee devoted much time and considerable labour to the examination of pre-Mutiny records and condemned a good proportion of them as of no historical value or administrative utility. The learned members were definitely of opinion that the pre-Mutiny records should be carefully scrutinised and divided into three classes—(A) those of permanent value, (B) those of secondary interest and (C) those of no historical or administrative use whatever. The papers of the last category were to be ultimately destroyed while A and B class papers were to be permanently preserved and press-listed. They framed a set of rules for the guidance of the scrutinisers and recommended the appointment of a Standing Local Sub-Committee to co-operate with the Keeper of Records in this complex operation. The Standing Local Sub-Committee suggested that condemned documents might more profitably be transferred to the custody of learned institutions. The Indian Historical Records Commission, however, was opposed to the transfer of any old papers and recommended their preservation in the Imperial Record Department. When the classification was completed, the Government were confronted with two practical problems, *viz.*, (i) separation of B and C class papers would inevitably affect the integrity of the original series, and (ii) assessment of the potential or even the present value of historical records would be difficult, as was demonstrated by the requisitioning on several occasions of papers relegated to C class or weeded out long ago by the administrative departments for their routine work. The Commission therefore reiterated its resolution against any interference with any class of pre-Mutiny papers. Costly and laborious as the classification work had proved, its lesson was well worth the price.

In 1921 the Indian Historical Records Commission had recommended the publication of a series of monographs on Indian history. As a first step in this direction, Dodwell's "Sepoy Recruitment in the Old Madras Army" was published in 1922. In 1924 the consolidated "Index to the Press-lists of the Public Department Proceedings" (completed in 1920) saw the light. "The Handbook to the Records of the Government of India, 1748—1859" appeared in the following year. During Abdul Ali's regime two volumes of "Calendar of Persian Correspondence" were placed before the public.

The Capital of India had been transferred from Calcutta to Delhi in 1911 and it was inevitable that the official records would in part or full go to the new headquarters. The present building was completed in 1926, and a branch office was opened at Delhi the same year on 1st November. But the transfer of the pre-Mutiny papers was not completed till March, 1937. The temporary bisection of the records establishment could not but cause considerable dislocation of its normal work; the process of transfer had necessarily to be slow as precautions had to be taken against likely damage and the transport charges had to be kept as low as possible. From 1937 the records of the Government of India found a permanent home at the new metropolis and the Imperial Record Department quietly settled down to its scheduled work.

A. F. M. Abdul Ali retired from service on 1st December, 1938. C. Singer a Superintendent in the Department of Education, Health and Lands, officiated as the Keeper of Records until a permanent incumbent was found. During the brief five months of his stewardship the "Staff Manual" was revised and the sixth volume of "Calendar of Persian Correspondence" (1781—85) was published.

Dr. Surendra Nath Sen, who succeeded Abdul Ali, was educated at Dacca College. At the time of his appointment, Sen occupied the Asutosh Chair of Mediaeval and Modern Indian History at Calcutta University and was Honorary Adviser on Records to the Government of Bengal.

In December, 1939, the Government of India decided to throw open their records to *bona fide* research students. Under the new rules all records of the Government of India up to the year 1880 were thrown open for *bona fide* research purposes although excerpts from these records were released only after proper scrutiny. By further liberalisation of the research rules in 1949, all records of the Government of India up to the year 1901 were thrown open for research. The National Archives is continuing its efforts to extend this date further, and the response of the various Ministries so far has been quite encouraging.

When their records were thrown open to *bona fide* research scholars, the Government tacitly but inevitably committed themselves to a policy of removing existing obstacles to research. In the first place it was expected that manuscript materials should be available in print so that the students who were not in a position to come personally to the record office might also be able to utilise the original sources. Secondly, necessary reference media were to be supplied to render the research work as easy as possible. Accordingly a publication programme with a view to printing and publishing a total number of 39 volumes was prepared by the Department and was approved by the Government of India in 1942.

In its effort to provide suitable reference media to records, the Department published two volumes of "Index to Land Revenue Records" covering the years 1830 to 1859. These two volumes were found to be exceptionally useful by well-known Indian scholars to whom they were referred, and it was, therefore, decided to index the late Foreign and Political Department's pre-Mutiny records on the same line. The first volume of index in this series covering the years 1756—1780 has since been published while the material for the second volume is being prepared. The work of publishing the Calendars of Persian Correspondence, which was started by E. Denison Ross in the early years of this century, is being continued and ten volumes in this series, covering the years 1759—1793 have already seen the light.

In recent years there has been a huge and unprecedented accession of records to the National Archives. With the transfer of power, and the lapse of paramountcy in August, 1947, the various Residencies and Political Agencies in India became defunct and their records were transferred to the National Archives of India *en masse*. So heavy was the flow of these records that the Department found it well nigh impossible to cope with the task of housing them in any proper order. The problem was aggravated further by the completely disarranged and disorderly condition in which these records were sent to this Department by the various transferring agencies. The resources of the Department were further taxed when in 1949-50 the late Ministry of States transferred to the Archives about a million of its files which were previously housed at Simla. Thus there was a sudden increase in the bulk of records in the National Archives, and its present collection exceeds 5,113,000 files and 103,000 bound volumes. This has naturally created an acute shortage of space—and of late, the Department has had to refuse the proposed transfer of records by various Ministries. It is, however, hoped the construction of an annexe to the present building which is expected in the near future will ease the situation considerably.

An account of the National Archives will remain incomplete without a reference to its Regional Office which was set up in Bhopal in 1954. This office came into existence as a result of an offer from the late Government of Bhopal to hand over all its historical records to the Government of India as a gift. This offer was accepted and a Keeper of Records with other necessary staff was sent to Bhopal to take charge of the records.

Such in brief is the history of the National Archives of India. Its sole aim is to serve the country. Its business is to cater to the needs of the Government and research students and to preserve for posterity one of its most cherished heritages—the written records of the country's past. Conscious of its present shortcomings, aware of its past failures and fully alive to its future responsibilities, the National Archives is sustained in its efforts to forge ahead by its unflinching faith in its lofty ideal.

## CHAPTER II

### EAST INDIA COMPANY AND THEIR RECORDS

The British East India Company started as a purely commercial body and one cannot, therefore, help wondering at the huge bulk of records that has come down to us from the Company's Government and the minute care with which all its proceedings were recorded. The voluminous nature of the documents can, however, be easily accounted for. The Government of the East India Company, as Burke pointed out, was a Government of writing—a Government of records, and they contrived that every proceeding in public council should be written. "The arguments first or last, are to be in writing and recorded. All other bodies, the House of Lords, Commons, Privy Council, Cabinet Council for secret State deliberations, enter only resolves, decisions, and final resolutions of affairs; the argument, the discussion, the dissent, does very rarely, if at all, appear. But the Company has proceeded much farther and done much more wisely, because they proceeded upon mercantile principles; and they have provided, either by orders or by course of office, that all shall be written, the proposition, the argument, the dissent." And it is by the study of the proposition, the argument, and the dissent that a student of history is now in a position to form an independent judgment of the political, economic as well as social drama that was enacted on the stage of India at that crucial time in Indian history, and still more of the actors and their motives:

Grant Duff, therefore, rightly spoke of the East India Company's records as the "best historical materials in the world." What he said more than a century ago applies with even greater force now. It will perhaps not be an exaggeration to say that no documented study of any aspect of Indian life during the British period can be regarded as complete which has not made use of this valuable store-house of information.

It will perhaps not be out of place to give here a brief sketch of the rise and expansion of the East India Company which played so significant a role in the political life of India for over a century and a half, and ultimately led to the establishment of the vast British empire in India.

The establishment of the British East India Company was the logical consequence of the sudden burst of activities which marked the history of England in the latter half of the sixteenth century. The victory of the English over the Spanish Armada in 1588 encouraged them to look for fresh conquests and to find new markets for their expanding trade. The successful exploits of the Portuguese in the East provided further incentive to the growing national desire for commerce, and in 1599 some adventurous English merchants joined hands and formally applied to Queen Elizabeth for a charter to trade in the East. The royal charter which was granted in the year 1600, laid the foundation of the East India Company under the name of "the Governor and Company of Merchants of London Trading into the East Indies", and gave the Company the monopoly of trade in the East for a period of fifteen years.

The original aim of the promoters of the East India Company was to acquire a share in the rich spice trade with the East Indies, but they soon discovered that the products of India, especially the calicoes and saltpetre, were very profitable commodities and held prospects of greater dividends with lesser competition from the European nations. They were not, therefore, slow in taking advantage of this situation and started their first factory at Surat on the Western Coast of India.

After the massacre of Amboyna in 1623, the English almost finally gave up their desire to attain commercial supremacy in the East Indies and devoted their whole attention to the expansion of their trade in India.

The series of factories established by the East India Company in various parts of India during the first half of the seventeenth century testifies to the astonishing commercial progress made by it in this country. Besides Surat, regular factories were established at Agra, Ahmedabad and Broach, although these were subordinate to the factory at Surat, where a President was installed with a Council to assist him. In September, 1611, a factory was founded at Masulipatam, which was the chief port of the kingdom of Golconda. The factory at Fort St. George, which eventually became the seat of the Madras Presidency, was established in 1639. In Orissa, the earliest factories were established at Hariharpur and Balasore in 1633, but they were abandoned in the year 1642. In Bengal, a factory was established at Hughli in 1651. This privilege was given to the Company by the Subadar of Bengal in return for the services of an English surgeon, Gabriel Boughton. Next followed the factories at Patna and Kasimbazar, and in spite of the Dutch competition, Company's trade in eastern India was firmly established by this time.

The original Charter granted to the East India Company in 1600 was renewed in May, 1609, by the first Stuart King, James I. Under the new Charter, instead of limiting the Company's exclusive privilege of trade to fifteen years as Elizabeth had done, "the whole, entire, and only trade and traffic to the East Indies" was granted to the East India Company in perpetuity, subject to revocation after three years' notice. During the reign of James I, the Company's trade flourished greatly and it was during this period that Sir Thomas Roe was sent as an ambassador on behalf of the king of England to the court of the Great Mughal, Emperor Jahangir. Roe remained at Jahangir's court for over three years and succeeded in securing many trade privileges and in consolidating the position of his countrymen in India *vis-a-vis* the Portuguese traders who had great influence at the Mughal Court at that time.

Under the rule of King Charles I, the East India Company suffered from comparative neglect. Unlike his father, Charles I treated the Company as a purely private concern. The Company's fortunes received another set-back at this time from an unexpected source, namely the rivalry of other merchants of England, who deeply resented the monopoly of trade enjoyed by the East India Company and were anxious to have a share in the profits of their eastern trade. Thus in 1635 a rival company was formed under the stewardship of Sir William Courteen, who also succeeded in securing for his company the formal permission of Charles I to trade in the East. The rival company set up several trading stations in India and thus greatly undermined the prosperity of the East India Company. However, after a ruinous competition lasting for several years, the two companies were ultimately amalgamated in 1649.

Cromwell, who led a successful revolt against Charles I and, after the latter's execution, became the "Protector" of England, granted a fresh charter to the East India Company on 19th October, 1657, which restored to the Company its exclusive right to trade with India. This charter was, however, nullified on the restoration of monarchy and the accession of Charles II to the throne of England. But the new monarch did not hesitate in granting a new Charter, under which the East India Company acquired even greater privileges than those granted by James I under the Charter of 1609. Under the new Charter which was formally granted on 3rd April, 1661, the Company was given power "to seize and send home interlopers : to wage war and conclude peace with non-Christian princes : and to appoint governors, who, in conjunction with their councils, were to exercise civil and criminal jurisdiction at the various settlements".

These additional privileges greatly enhanced the prestige of the East India Company, which entered into a period of unprecedented commercial prosperity. The Company's policy in India also underwent a gradual transformation during this period. From a peaceful commercial concern which it originally was, it became a political power anxious to grab fresh territories and to increase its influence at the Courts of various Indian princes. But this prosperity enjoyed by the Company did not fail to evoke great resentment among the merchants of England who, by virtue of the Company's monopoly of trade, were deprived of any share in the profits of the eastern trade. So bitter was the opposition of the rival merchants that a new company under the name of "The English Company trading to the East Indies" was soon formed in England. By giving a loan of two million pounds to the British Government, which had its own financial difficulties at that time, the new Company also succeeded in obtaining a royal charter from King William in 1698. This was a serious blow to the prestige of the old Company, which lost all semblance of recognition from the British Crown. It had also to face bitter competition in India from the new Company, which did its best to usurp the former's commercial supremacy in the East. But they soon found that it was well nigh impossible to destroy completely the good-will established by the old Company during all these years. However, this bitter rivalry and rather undignified competition between the two Companies lasted till 1702, when the intervention of the government led to an agreement. But the final settlement between the two was effected only in 1708 under the terms of the award of the Earl of Godolphin, who had been appointed arbitrator by a special Act. The united concern came to be known as "The United Company of Merchants of England Trading to the East Indies", or popularly only as "The Honourable East India Company".

The end of rivalry from the opposite group of merchants in England opened a new period of prosperity in the history of the East India Company, whose commerce as well as political influence grew steadily in the following years. As has been mentioned before, the earliest British factory to be established in Bengal was at Hughli in 1651. The importance of Dacca both as a capital city and as an important commercial centre led the Company to open a factory there in 1668. In 1690 the English secured the permission of Emperor Aurangzeb to build a factory at the site of the present city of Calcutta. Six years later this place was fortified and named Fort William, which eventually became the seat of the Bengal Presidency. On the Western Coast, the Company acquired in 1668 the island of Bombay



from King Charles II of England at a nominal annual rental of ten pounds only. Charles II, who had received it as part of the dowry of his wife, Catharine of Braganza in 1661, was only too glad to get rid of this unhealthy island, although by virtue of its natural magnificent harbour it soon attained such prominence that it threw even the important trading centre of Surat into the background, and eventually became the seat of the Bombay Presidency.

Thus Calcutta, Bombay and Madras became the three centres from where the power of the East India Company gradually spread over the entire sub-continent of India. The political disintegration, which followed the decline of the Mughal empire after the death of Aurangzeb in 1707, gave a suitable opportunity to the East India Company to increase their political power by interfering in the affairs of various Indian princes. In Bengal the British took advantage of the growing unrest under the rule of the hot-headed and self-willed young Nawab Siraj-ud-Daula. By conspiring with his Commander-in-Chief, Mir Jafar, who himself aspired to become the Nawab of Bengal, the English obtained a cheap victory over Siraj-ud-Daula in the historic battle of Plassey in 1757. Mir Jafar, who was installed as the new Nawab, became a puppet in the hands of the East India Company, whose influence became supreme in that province. But the victory of the British arms at Buxar in 1764 over the combined forces of Shuja-ud-Daula, the Nawab Wazir of Oudh, Shah Alam the titular Mughal Emperor, and Mir Kasim, the deposed Nawab of Bengal, completed the work of the battle of Plassey and made the Company's power paramount in the whole of northern India. Further, Clive, who was appointed as Governor of Bengal by the Court of Directors, made capital out of the name and almost defunct authority of Shah Alam, who agreed to give a formal "Sanad" or "Firman" granting to the East India Company the *Dewani*, i.e., the right to collect and administer the revenues of Bengal Bihar and Orissa in consideration of a yearly pension of twenty-six lakhs of rupees. This "Firman" from the Mughal Emperor gave a legal justification to the Company's claim to the vast revenues of three of the richest provinces and established the East India Company as a first rate territorial power in India. The influence of the Dutch had very much declined by this time, and their defeat at the hands of the English in 1759 near Chinsura had given a death-blow to their territorial ambition in India.

In southern India also the English did not hesitate to interfere in the troubled affairs of Hyderabad as well as the Carnatic, where a dispute had arisen at that time between rival claimants to the thrones of these two principal Muslim states of south India. The aged Nizam Asaf Jah of Hyderabad died in 1748, and there arose a dispute between his second son, Nasir Jang, and his daughter's son, Muzaffar Jang, over the question of succession to the vacant throne. In the Carnatic, which was nominally under the Nizam of Hyderabad, a similar dispute arose when the claim of Anwar-ud-Din, who was appointed as the Nawab of Arcot by the late Nizam Asaf Jah, was questioned by Chanda Saheb. The English and the French, who were vying with each other in trying to establish their commercial supremacy in the south, found in these disputed successions a suitable opportunity of increasing their respective political powers. The ambitious French governor Dupleix, therefore, immediately pledged his support to Muzaffar Jang and Chanda Saheb, the respective claimants to the thrones of Hyderabad and Arcot. This gave the English an excuse to champion the cause of the rival claimants Nasir Jang and Muhammad Ali (Anwar-ud-Dir

having been defeated and killed at Ambur in 1749 by the combined forces of Muzaffar Jang and Chanda Saheb). Thus, under the facade of the two disputes of succession, ensued a bitter and long-drawn struggle for political ascendancy between these rival European nations, the French and the English. The out-break of the Seven Years' War in the year 1756 gave further impetus to this mortal combat which, after varying fortunes, was decided finally at the battle of Wandiwash in 1760, when the English Commander Sir Eyre Coote inflicted a crushing defeat on the French forces commanded by Count de Lally. However, by the Treaty of Paris, which brought an end to the hostilities, the French possessions in India were restored to them, but they were not allowed to fortify their settlements and were to live in India only as peaceful traders. This left the field clear for the East India Company, whose power reached an unprecedented height in the period that followed.

The only source of danger to the Company's power in the south at this time was Haider Ali, whose meteoric rise excited fear and jealousy among all neighbouring powers. Starting his career as a mere soldier in the service of the Raja of Mysore, he rose to be the commander-in-chief of the Mysore army by virtue of his courage and military ability. On the death of the Raja of Mysore in 1766, Haider Ali became the virtual ruler of that State. Alarmed at his sudden rise, the English, the Marathas and the Nizam formed a coalition in 1761 to crush the power of Haider Ali. But, by his natural shrewdness and diplomacy, Haider bought off the Marathas and broke the alliance between the Marathas and the English. Then he proceeded against the Company's forces, and after a few initial reverses, forced the English to sign the humiliating treaty of 1769, which ended the first Mysore War. During the second Mysore War which lasted from 1780 to 1784, Haider Ali died after defeating the Company's forces in several battles. However, his son Tipu Sultan carried on the war, which dragged on for some time without any side gaining a decisive victory. Ultimately the Treaty of Mangalore was concluded in 1784 by which both the parties agreed to restore their conquests and exchange the prisoners of war. During the third Mysore War, Lord Cornwallis, the then Governor General of India, formed a triple alliance with the Nizam and the Marathas against Mysore. Tipu, finding himself unable to withstand this formidable coalition, concluded the Treaty of Seringapatam in 1792, by which he agreed to cede half of his territory and pay a large sum of money as war indemnity in addition to surrendering two of his sons as hostages. However, it was not till 1799, when the ambitious Governor General, Lord Wellesley, waged the fourth Mysore War, that the power of that State was finally broken and Tipu Sultan died fighting gallantly for the defence of his capital, Seringapatam. Wellesley annexed a large portion of the Mysore territory and gave some to the Nizam. The remaining portion was given to a minor from the family of the original Hindu Raja of Mysore, who had been ousted by Haider Ali. The administration of this diminished Mysore State was carried on by a capable Brahmin Minister in the name of the minor Raja under British supervision. Thus ended this sole surviving danger to the British power in the south.

In western India, the influence of the Marathas was supreme. Their great leader Shivaji had built up an extensive empire in western and southern India, and as early as 1664, sacked the first English factory at Surat. The successors of Shivaji were comparatively weak rulers, but the Maratha power attained new heights under the Peshwas, who had their

headquarters at Poona. However, the Marathas received a staggering blow at the hands of the Afghan invader, Ahmad Shah Abdali, who inflicted a crushing defeat on the Maratha confederacy at the third battle of Panipat in 1761, and completely broke their power for the time being. But the Marathas recouped their strength with astonishing quickness, and hardly a decade after their defeat at Panipat, under the capable Peshwa Madho Rao, they plundered the territory of the Nizam and carried on successful warfare against Haider Ali of Mysore. In the north, Mahadji Sindhia, the Maratha Chief of Gwalior, carried his arms right up to the gates of Delhi and brought under his control the titular Mughal Emperor, Shah Alam. Alarmed at this success and anxious to bring the head of the Marathas under their influence, the English took up the cause of the deposed Peshwa Raghoba, who had been driven away from Poona by the able minister Nana Phadnavis. The English concluded the Treaty of Surat with Raghoba, who agreed to cede to the Company Salsette and Bassein as the price of their military aid. But the Company's forces met with several reverses at the hands of the Marathas. Ultimately, however, Warren Hastings succeeded in concluding the Treaty of Salbai with the Marathas in 1782, which secured peace with this formidable power. This peace lasted for twenty long years, during which the East India Company was allowed to consolidate its position.

With the arrival of Lord Wellesley as the Governor General of India, the policy of non-intervention that was followed by his predecessors Lord Cornwallis and Sir John Shore underwent a complete change. Wellesley was in favour of following a bold and aggressive policy, and wanted to eliminate completely every opposition to the British supremacy in India. The fall of Tipu Sultan during the fourth Mysore War, and the acceptance by the Nizam of the Subsidiary Alliance with the British had left the Marathas as the only potential enemies to the British power in India. Lord Wellesley was, therefore, anxious to exterminate this formidable source of danger as early as possible, and as luck would have it, he did not have to wait long for a suitable opportunity. Peshwa Baji Rao, who was defeated by Jaswant Rao Holkar at the battle of Poona in 1802, fled to Bassein and appealed to the English for help. He concluded with the English a treaty (known as the Treaty of Bassein), which made him entirely subservient to the British power. This was a major victory for the British as it brought under their complete control the head of the Maratha confederacy, and by implication, the other Maratha chiefs as well, who owed at least a nominal allegiance to the Peshwa. But the Maratha princes did not want to sacrifice their independence without a trial of strength, and hence ensued the second Maratha war. However, the Company's troops under the able command of Sir Arthur Wellesley (brother of the Governor General and afterwards the famous Duke of Wellington) inflicted a crushing defeat on the combined forces of Sindhia and Bhonsle at the battle of Assaye in 1803. In the north, Lord Lake defeated Sindhia's troops twice, once near Delhi and again at Laswari, which forced the Marathas to sue for peace, and the hostilities ceased by the Treaty of Surji Arjungaon. As a result of this war vast territories were added to the dominions of the East India Company, whose boundary now extended right up to the upper course of the Jumna. The inclusion of Cuttack, which was ceded by the Bhonsle, served as a connecting link between the provinces of Bengal and Madras. The power of the Marathas was finally broken after the third Maratha War during the Governor Generalship of Marquess of Hastings (Earl of Moira). As a result of this war, the office

of the Peshwa was abolished and his territory was annexed by the British. At the same time the territories of the other Maratha princes were so much reduced and their power so badly crushed that they were rendered permanently incapable of offering any resistance to the British power. This left the East India Company as the unquestioned paramount power in India.

Thus by the first quarter of the nineteenth century the East India Company had become virtual master of a vast empire extending throughout the length and breadth of India. Even those states which were not directly under the Company's control, had mostly acknowledged the paramountcy of the British power by entering into a subsidiary alliance with the Company, and were too weak to offer any effective opposition. But the proper control and government of this vast territory was a task beyond the capacity of the East India Company, which was primarily a commercial body and whose share-holders were more interested in their dividends than the acquisition of fresh territories. Moreover, the Company's employees also could not give up the mentality of private traders, and never lost an opportunity of enriching themselves at the cost of the Company. These defects had become all too apparent soon after the battle of Plassey, which virtually brought the Nawab of Bengal under the control of the East India Company. The acquisition of an immense private fortune by Clive himself could not go unnoticed. After the British victory at the battle of Buxar and the consequent grant of the "Dewani" of Bengal, Bihar and Orissa to the Company by the Emperor Shah Alam, the extortion and oppression of the helpless Indians by the avaricious British officers increased to such an extent that it became necessary to put a check on these evil practices in order to save the good name and honour of the British nation. These scandals, coupled with the financial difficulties of the Company due to the huge drain on its resources by the expenses incurred during the various campaigns, made the demand for the institution of some firm control on the affairs of the East India Company more and more insistent. Therefore, when the Company, driven almost to bankruptcy, applied to the British Government for a loan of one million pounds, the British Parliament thought it necessary to impose the much-desired check on its affairs and in the year 1773 passed the famous Regulating Act. Under the provisions of this Act, the Directors of the East India Company were required to submit to the British Cabinet copies of correspondence that passed between them and the authorities in India on all matters of importance. The Governor of Bengal was made the Governor General of India, with a Council of four members to assist him. He was to control the relations of the Presidencies of Madras and Bombay with the Indian states. The Act also established at Calcutta a Supreme Court of Judicature, with a Chief Justice and three puisne judges.

The Regulating Act of 1773 was the first serious attempt on the part of the British Parliament to control the affairs of the East India Company, and henceforward the Parliament took up the role of the trustee and the custodian of the rights of the Indian people. The Act, although it brought the Company to some extent under the supervision of the British Cabinet, was at best only a "half-measure", and did not clearly define the position or powers of the Governor General and his Council *vis-a-vis* the Supreme Court. It also crippled the authority of the Governor General by giving a right to the members of his Council to out-vote his decisions.

The defects of the Regulating Act were, to a large extent, rectified by the second legislative enactment passed by the British Parliament to

control the affairs of the East India Company. Some of the measures adopted by Warren Hastings during the period of his Governor Generalship excited great opposition in England and were vehemently criticised in the House of Commons. This raised the demand for further reform in the administration of the East India Company. Therefore, in 1783 George Fox presented to the Parliament his "India Bill", which sought to enforce greater control over the affairs of the Company. Fox's bill was, however, rejected by the House of Lords. But in 1784, William Pitt, who was the Prime Minister of England at that time, succeeded in piloting through the Parliament his famous India Act, popularly known as Pitt's India Act. Under the provisions of this Act, a Board of Commissioners (commonly known as the Board of Control) was constituted to supervise all civil, military and revenue affairs of the East India Company. This Board consisted of six members who were appointed by the King of England. It was composed of the Chancellor of Exchequer, one of the Secretaries of State and four Privy Councillors. The Act also set up a "Committee of Secrecy", consisting of three Directors of the Company, and all orders of the Board of Control were transmitted to India through this Committee. The powers of the Governor General of India were more clearly defined under this Act, and the two presidencies of Bombay and Madras were made definitely subordinate to Bengal in all matters of war, revenue and diplomacy. The Act, however, disapproved of the policy of conquest and territorial aggrandisement. Thus Pitt's India Act fulfilled to a great extent the demand of the people in England by bringing the affairs of the East India Company definitely and permanently under the control of the British Parliament. This evoked widespread appreciation for the Act, and even its great opponent, Edmund Burke, was constrained to remark that it was "as able and skilful a performance for its own purposes, as ever issued from the wit of man."

The "logical supplement" to Pitt's India Act was contained in three short measures which were accepted by the British Parliament in 1786. The most important of these was the one which empowered the Governor General of India to override, in special cases, the majority vote of his council, the dissident members having the privilege of putting their protests in writing.

During the years that followed, the East India Company came more and more under the control of the Government in England, and had also to forgo many of the exclusive privileges it had enjoyed so long. Thus at the time of the renewal of its Charter in 1793, it had to allow a certain amount of tonnage for the goods of private merchants, while under the Charter Act of 1813 it completely lost its monopoly of Indian trade which was henceforward thrown open to all. The Company, however, succeeded in retaining its monopoly of trade with China. Another landmark under the Charter Act of 1813 was that for the first time the East India Company was made to assume direct responsibility for the welfare and advancement of its subjects in India, and a sum of rupees one lakh was set apart to be spent on public education every year. A Bishop and three archdeacons were appointed in Calcutta to cater to the spiritual needs of the Europeans in India.

The Charter Act of 1833 destroyed completely the commercial character of the East India Company by abolishing its monopoly of the China trade also, and henceforth it became only a governing body. The Act also introduced certain important changes in the administration of India, and

empowered the Governor General in Council to pass formal Acts for the whole of India and deprived the subordinate Presidencies of their legislative powers. A fourth member, known as the Law Member, was added to the Governor General's Council, and a Law Commission was appointed to frame laws for the whole of British India. But the most important contribution of the Charter Act of 1833 was the abolition of the distinction of caste, creed and colour among the subjects of British India. It laid down that "no native of India nor any natural-born subject of His Majesty should be disabled from holding any office, place or employment by reason of his religion, place of birth, descent or colour."

On the expiry of the Charter Act of 1833, the affairs of the East India Company again came up for discussion before the British Parliament, and there was a strong opinion in favour of the administration of India being taken over by the Government in England. Even Lord Ellenborough, an *ex*-Governor General of India, while giving his evidence before one of the Select Committees appointed to report on the subject, strongly pleaded for the direct government of India by the Crown, and suggested that the President of the Board of Control should be assisted by an Advisory Council of twelve members having sufficient experience of Indian affairs. However, the Ministry which was in power in England at that time, passed only a "make-shift measure" in August 1853, under which the existing system was allowed to continue. Instead of specifying the time-limit of twenty years as was done under the previous Charter Acts the Act of 1853 simply provided for the continuation of the existing system for an indefinite time depending upon the pleasure of the Parliament. One change, however, was significant. The number of members of the Court of Directors was reduced from twenty-four to eighteen, six of whom were to be appointed by the Crown from among persons who had at least ten years' experience of Indian administration.

In 1857 came the so called Sepoy Mutiny in India, which shook the very foundations of British empire in India, and its horrors aroused the sentiments of the English people to the highest pitch. It proved conclusively the complete failure of the East India Company to cope with the religious, social as well as political problems of India, and brought home the imperative need of some decisive and immediate action on the part of the British Government to improve the state of affairs and to regain the lost confidence of the Indian people. Therefore, even before the flames of revolt in India could be brought under control, Lord Palmerston, the then Prime Minister of England, introduced a Bill in the Parliament on 12th February, 1858, for transferring the Government of India from the Company to the Crown. With the Act of 1858, known as "an Act for the Better Government of India," ended the fiction of government by a chartered Company, and henceforth the king of England became the unquestioned sovereign of India and assumed full responsibility for the material and moral welfare and advancement of the Indian people.

The Act of 1858 also abolished the "Board of Control" and the "Court of Directors", and in their place, created the office of the Secretary of State for India, with a Council of fifteen members to assist him. Lord Stanley, the then President of the Board, became the first Secretary of State for India, while Lord Canning, who was the Governor General at that time, became the first Viceroy of India under the Act. A formal proclamation issued on behalf of Queen Victoria of England (popularly known as the

“Queen’s Proclamation”) announced this transfer of power from the Company to the Crown, and laid down the principles to be followed in running the future Government of India. The proclamation assured the people of India that their social as well as religious customs would be respected, while the Indian chiefs and rulers were assured that the existing treaty obligations of the East India Company towards them would be scrupulously fulfilled. Further, the proclamation guaranteed the moral and material advancement of India through suitable measures to be introduced by the Government from time to time.

Thus dawned a new era in the history of India, which marked the end of the power wielded so long by the East India Company. The above sketch, though brief, will perhaps suffice to show the significant role played by the Company in the history of this country for almost two full centuries. The story of the gradual rise and development of the Company’s power in India is inseparably connected with every aspect of Indian life during this long interval, and thanks to the infinite care taken by the Company’s Government in maintaining their records, no event of importance will be found missing from the huge mass of records that has been left for the posterity by that wonderful organisation. These records, therefore, form an indispensable and almost inexhaustible source of information for the student of modern Indian history, and “one has only to plunge in a ladle at random to scoop out something valuable or curious.”

## CHAPTER III

### GROWTH OF THE SECRETARIAT

The East India Company, which had carved out the vast British empire in India, had also built up an elaborate administrative organisation. The entire administrative machinery was efficiently controlled from the three Presidency centres, *viz.*, Calcutta, Bombay and Madras. With the acquisition of fresh territories in northern India, the importance of the Bengal Presidency increased tremendously, and Calcutta was officially recognised as the seat of the Supreme Government of India when, under the Regulating Act of 1773, the Governor of Bengal was appointed the Governor General of the British possessions in India. However, it was not till 1843 that the Supreme Government had a secretariat of its own, distinct and separate from the secretariat of the Government of Bengal. In 1858, when the control of the government of India was transferred from the East India Company to the King of England, the Governor General of India also became the Viceroy, and the secretariat of the Government of India was reorganised and put on a firmer basis.

The records in the custody of the National Archives of India are, barring a few exceptions, the records of the Supreme Government of India. It is possible to trace from these records an almost uninterrupted history of the gradual growth and organisation of the secretariat of the Government of India, which is no less interesting than the history of the East India Company itself. As a matter of fact, the two are inseparably connected, and the growth of the secretariat of the Government of India was only the natural consequence of the ever-expanding territorial boundaries of the East India Company and the increased administrative responsibilities which devolved upon it as a result of the acquisition of fresh territories.

There was little need for an elaborate administrative organisation in the early days of the East India Company, since their interests in this country were essentially commercial. In the beginning, the Company had established merely some trading stations or "Factories" in India without any territorial sovereignty, and it was only gradually that it came to acquire wider authority at Calcutta, Bombay and Madras. Thus the period 1600—1748 has been generally described as the "Factory Period" in the history of the East India Company. During this period the control of business of a factory was entrusted to its chief member or "Factor", who was styled as President (and later on as Governor), and was assisted by a Council of several senior members of the factory. All decisions were taken by a majority vote of the Council, and the President or the Governor did not have the authority to over-rule the majority decision. Sometimes two or three small factories were placed under one President or Governor. However, all the factories were subject to the ultimate control of the Court of Directors in London.

The above system continued for a about a century and a half, but its inadequacy and unsuitability became increasingly evident as the East India Company acquired more and more political power and territorial rights, especially in Bengal. Further, the capture of Calcutta by Siraj-ud-Daula in 1756 impressed upon the Governor of Bengal and other members



of his Council the imperative need of maintaining secrecy in transactions of a political nature. A "Secret Committee" consisting of four members was therefore, immediately formed. This Committee met for the first time on 22nd August, 1756, at Falta, where the Governor and other members had been obliged to take refuge after the disaster of Calcutta, and continued its sittings at that place till 10th December, 1756.

Meanwhile, the impending war with France led the Court of Directors to appoint a "Select Committee" to deal with matters concerning the various Indian States and other neighbouring powers, as well as with the other European companies which had commercial relations with India. The Select Committee was also required to take all such measures "as shall best conduce to the Protection and Preservation of the Company's Estate, Rights and Privileges" in Bengal. "Most inviolable secrecy" was enjoined to be observed in all transactions of the Committee, and all their proceedings, resolutions and correspondence were directed to be kept separate from those of the ordinary business of the Fort William Council as a whole. The Committee consisted of the President at Fort William, the Commander-in-Chief when in Bengal, and three other senior members of the Council. The new "Select Committee", appointed under the orders of the Court of Directors, replaced the Secret Committee which had been appointed by the Governor of Bengal in August, 1756. It held its first meeting on 21st February, 1757, and continued its sittings till 28th December, 1762, when its functions appear to have been merged in those of the General Council at Fort William.

An important secretarial change took place in 1763, when it was decided that the functions of the Fort William Council should be dealt with by two separate Departments, *viz.*, Public and Secret. The Public Department was to deal with all matters relating to shipping, revenues, fortifications, accounts, appointments etc., while the Secret Department controlled the relations of the East India Company with the Indian States, and all work connected with the formation and execution of military plans. It was ordered that the above change should take effect from 1st January, 1764, but the records of the Public and Secret Departments were actually kept separately from 8th December, 1763. Both these Departments were under the charge of one Secretary. However, this division of functions was not a permanent one, and on the appointment of Lord Clive as the Governor of Bengal and President of the Council in 1765, the Secret Department ceased to exist as a separate department. The Select Committee which was abolished in 1762 was revived and was given full powers to regulate the political affairs of the East India Company in relation to the Indian States, and was made responsible for the maintenance of peace and tranquillity. A formal distribution of work between the new Select Committee and the Fort William Council took place in 1766, when the Court of Directors were informed that the Council would look after "the Disbursement of Money; the ordering or preparing and directing your investments, the managing of your Calcutta lands and Pergunnahs, the collecting the Revenue of Burdwan, Midnapore and Chittagong together with the Current business of the Presidency, subordinate Factories . . . . . with whatever may in any way relate to the Trade and Navigation of India." On the other hand, to the Select Committee were allotted all matters which "may in any way relate to the Company's Political and Military affairs and the collection of the revenues arising from the late Royal Grant of the Dewany, to treaties, negotiations, alliances, in a word whatever affects the Government, the

Country powers or the political and military interests of our Hon'ble Employers.\* . . . . .”.

Thus the Select Committee was vested with very wide powers and had exclusive control over all the political and military affairs of the East India Company. But they were not to enjoy these powers for long, as in their Despatch dated 12th January, 1768, the Court of Directors wrote that the Select Committee “are to negotiate with the Soubah and the Country Powers but to conclude no Treaty of Commerce or Alliance without the Approbation of the Council at large. They are to Superintend the collection of the Revenues arising from Duanee but without the Power of disbursing them.” The powers of the Select Committee were further curtailed under the orders of the Court of Directors dated 16th March, 1768, by which “the sole power of concluding treaties, the power over . . . . . Military and all disbursements of money” was vested in the Council. In the same Despatch the Court of Directors also ordered that “on all such occasions, where secrecy is requisite, the Board do form themselves into a Secret Department.” Thus a Secret Department consisting of the full Board or Council was constituted on 22nd August, 1768, and the usual Oath of Secrecy was administered to each member of the Council. However, the Select Committee was not formally dissolved till October, 1774, and from that time all political matters were considered by the Council in the Secret Department.

Meanwhile, in order to deal with certain special questions which arose from time to time, a “Secret and Separate Department” had been created. However, by the very nature of the functions allotted to this Department, it did not meet regularly. Its records, therefore, do not form a continuous series. The earliest records of this Department date back to 1761, while the latest come up to the year 1811, when it was abolished.

The growing responsibilities of the East India Company and the various campaigns in which it had to take part at that time made it necessary to curtail all unnecessary expenses and bring about strict economy in administration. The Select Committee, therefore, passed a Resolution dated 28th February, 1766, under which a new department known as the “Secret Department of Inspection” came into existence. This department was created with the object of inquiring into the working of the various departments and to “Establish effectual regulations for the future conduct of them and effectually to retrench any superfluous and unnecessary article of the expenses which appear to be greatly increased.” This department was known by different names at different times. Thus from 22nd March, 1786, it was called “Secret Department of Reform,” and later on it was also known as the “Board of Inspection.”

The grant of the Dewani of Bengal, Bihar and Orissa to the East India Company by emperor Shah Alam in 1765 necessitated elaborate administrative arrangements regarding revenue and judicial matters. For some time the whole thing was left in the hands of the Indian agents of the Company. But the abuses that ensued led Verelst to try the plan of appointing English supervisors for the collection of revenue, but this arrangement also did not bring about any improvement. Another experiment—appointment of two provincial councils for revenue administration—also failed to achieve the desired efficiency. Under the circumstances an important step in this direction was taken by the Court of Directors in 1770. In the Despatch

dated 23rd March, 1770, the Court ordered the appointment of a "Committee of Revenue", consisting of a President and four other members. This Committee was entrusted with the entire management of the revenue affairs, which had formed a part of the duties of the Select Committee before. This new Committee was called the "Comptrolling Committee of Revenue", and it met for the first time in April, 1771. It continued its sittings till October, 1772, when it was superseded by the "Revenue Board" consisting of the whole Council. The Revenue Board met for the first time on 13th October, 1772, under the presidentship of Warren Hastings. From 1775 onwards, the functions of the Revenue Board were carried on by the Governor General in Council, Revenue Department, the change in the designation being made necessary by the appointment of the Governor of Bengal as the Governor General of India under the Regulating Act of 1773.

The military affairs of the East India Company had for long been entrusted to the Secret Department. But under the orders of the Court of Directors, a "Controlling Military Committee" was formed at Calcutta in March, 1771. The function of this Committee was to inspect, control and regulate all affairs concerning the military activities of the Company. But this Committee was short-lived, being abolished in 1774, perhaps due to the creation of the office of the Quartermaster General in Bengal in 1773 and that of the Adjutant General to the Bengal Army in 1774. In 1775 a Board of Ordnance was established with the object of regulating military expenses. The other duties entrusted to the Board of Ordnance were the issue of military stores, provision of stores, examination of military contracts for supply of materials, inspection of the Engineers' reports of works and the weekly accounts relating to the various transactions. All military indents were also to pass through this Board.

On 30th October, 1776, Warren Hastings laid before the Council a plan by which the management and direction of all military affairs of the East India Company was to be in the hands of a new Military Department with the Town Major as Secretary. The duties of this new department were to include the recording of orders affecting the army passed in other departments, of all General Orders of whatever nature and of all memorials of officers respecting rank. This suggestion was given effect to two months later when a Military Board, which was in fact a Military Department consisting of the Governor General and other members of the Council, was formed. It met for the first time on 22nd January, 1777. But curiously enough, this new department was considered as a part of the Public Department, and continued as such till 1786 when it was merged in the newly created Secret and Military Department.

It has been noted that towards the end of 1763 the functions of the government were divided between two departments, viz., Public and Secret, and that both these departments were kept under one Secretary. However, during the years that followed, work in the Secret Department increased greatly on account of the war with Mysore and the augmentation of the army. Similarly the Public Department also was burdened with various problems arising from the constantly increasing dominions of the East India Company. Thus it became difficult for the Secretary to bestow proper attention on his double duties. It was, therefore, decided by the Board on 23rd September, 1783, to separate completely the Secret and the Public Departments by appointing a separate Secretary for each. At the same time, the functions allotted to each department were also stated

clearly. The Public Department was required to take "cognizance of all Letters from the other Presidencies, not of a Political Nature, and from China; of all matters which regard Commerce and shipping, of all private and Personal applications and of all transactions with Subordinate Offices of Government in their public capacities and of a Public Nature." To the Secret Department, on the other hand, were allotted "all subjects of a Political Nature, all the Correspondence with the Presidents and Select Committees at the other Presidencies, also with the Councils there on Political affairs, all the Correspondence with the Residents at Foreign Courts and at Banaras, all Transactions with Foreign Nations and Powers and every Military Operation or Movement of Troops which is either ordered or undertaken."

With the separation of the Secret Department from the Public Department, another important change also took place. On 10th December, 1783, it was decided that the proceedings of the Board in respect of foreign nations should be recorded in a separate department, designated as the Foreign Department. But this new Department was also placed under the charge of the Secretary in the Secret Department, who was assisted by other staff in the Secret Department. It thus formed only a branch or at best a subordinate department under the Secret Department. Therefore, at the time of the departure of Warren Hastings from India in February, 1785, we find the following main departments in existence :—

1. Public (or General);
2. Secret (with Foreign as its subordinate);
3. Revenue; and
4. Military.

In consequence of a despatch from the Court of Directors dated 11th April, 1785, it was decided on 21st February, 1786, that a separate series of consultations relating to Fort Marlborough (in Sumatra) be started, while on 2nd March, 1786, a similar action was taken for Penang. The Penang series continued till 1795, but the proceedings relating to Fort Marlborough continued till 14th December, 1797.

Certain other important changes were introduced both in the civil and the military administration of the country as a result of the orders contained in a despatch from the Court of Directors dated 21st September, 1785 (received in May, 1786). The Court ordered in the above despatch that the government should be carried on by the Governor General in Council through the medium of the following four Boards :—

1. Board of Council,
2. Military Board,
3. Board of Revenue, and
4. Board of Trade.

Of the above four Boards, the Military Board was to act as an expert advisory and inspecting body to the Government on all military affairs, the supreme military authority being vested in the Board of Council. The Directors clearly defined the powers of the Military Board in the following words : "We mean them as a Board of reference and report, for the purpose of inspection, and to prevent abuses and deficiencies." It held its first meeting on 25th May, 1786.

The Board of Revenue, which started functioning from 1st June, 1786, was entrusted with the whole administration, settlement, collection and receipt of every branch of revenue, subject to the Board of Council. Its proceedings were kept separate, and under the orders of the Court of Directors, they were "to be transmitted in a Separate Packet under the head of Revenue Department."

The duties of the new Board of Trade were similar to those of the Board which existed for this purpose before 1786, but its constitution was changed. The proceedings of this Board were also ordered to be transmitted to the Court by the Supreme Council in a separate packet under the head of Commercial Department.

The Despatch from the Court of Directors which caused the above changes to be introduced in the government also contained instructions for the introduction of certain changes in the Company's Medical Department and in the conduct of their military hospitals. Under these instructions a "Hospital Board consisting of the Physician General, Chief Surgeon and Head Surgeon at Head Quarters" was immediately formed. The Hospital Board met for the first time on 29th May, 1786, and continued to hold its meetings, as at first constituted, till 27th June, 1796. On receipt of fresh orders from the Court of Directors, the constitution and functions of the Hospital Board were changed from 24th June, 1796, and its designation was changed to Medical Board. The new Board met for the first time on 30th June, 1796.

The year 1786 also saw the introduction of certain important alterations in the Secret Department. The work in the Secret Department had increased tremendously on account of the fact that military matters which had been hitherto conducted in the Public Department were transferred to the Secret Department. Moreover, since August, 1784, the work of the Reform Department (commonly called the "Secret Department of Inspection") was also conducted in the Secret Department. Therefore, Mr. Hay, the then Secretary in the Secret Department, proposed that the work of the Secret Office be divided into the following four distinct departments —

(i) *Secret and Political Department*—This department was to deal with all subjects of a political nature; all correspondence with the Presidents and Councils at the other Presidencies on political subjects; all correspondence with the Agents or Residents at the Courts of various Indian princes, and every military operation or movement of troops which was either ordered or undertaken. The department was also to deal with all secret plans and to keep itself informed about the views of other European nations in India.

(ii) *Secret and Military Department*—This department was to deal with all personal applications from persons in the military service, whether belonging to the King's troops or the Company's troops. All military affairs, except matters of account and political matters, were to be the concern of this department and it was also to deal with all correspondence with the Presidents and Councils at the other Presidencies on military matters.

(iii) *Secret and Foreign Department*—It was to deal with all transactions with the European powers and other foreign nations and also

all correspondence with the other Presidencies respecting them, excepting such matters as related to secret plans and views which were to be recorded in the Secret and Political Department.

(iv) *Secret Department of Reform*—This department was meant to be temporary and was to subsist only so long as its retention was required for some particular purpose. However, while it continued, it was to deal with all matters relating to the general retrenchment of expenses, both civil and military.

This division took effect from 31st May, 1786, and the title of the Secret proceedings was changed to "Secret and Political", while a new series of "Secret and Military" proceedings was started. The existing Foreign proceedings were renamed as "Secret and Foreign" proceedings.

In addition to the departments mentioned above, a separate "Military Department of Inspection" was also formed on 2nd August, 1786. The duties of this new department were "to include all memorials laid before the Board respecting Military Rank, all appeals upon Military Accounts and charges whether fixed or contingent, all Military contracts and Agencies and all correspondence with the Military Board established by the Company's orders of 21st September, 1785". Since the proceedings of the Military Department of Inspection are not available in the National Archives of India, it is difficult to form a correct idea about its functions or its relations with the other departments. However, it was abolished in 1793 on the death of its Secretary, Lieut. Col. Kyd. and its work was distributed among the Secretary to the Government in the Military Department, the Adjutant General, and the Town Major of Calcutta.

On 27th July, 1787, the post of the Secretary in the Public Department fell vacant, and this was followed by a reorganisation of the secretariat. It was decided to place Mr. Hay, Secretary in the Secret Department, in charge of all the departments with the designation of "Secretary General" on a salary of Rs. 50,000 per annum, and Assistant Secretaries were appointed in the Secret, Public and Revenue Departments. No alteration was made at that time in the Military Department.

Two years later the Court of Directors wrote that a separate Political Department be created to deal with all correspondence with or relative to other powers in India whether Indian or European, and ordered that in future the despatches to the Court be sent under five separate heads, viz., Public, Political, Military, Revenue and Commercial. These instructions were given effect to from 23rd September, 1789. Further, towards the end of 1789, the title "Secret" appears to have disappeared from the proceedings of the various departments which had come into existence on 31st May, 1786, and they were henceforth known only as "Political", "Foreign" or "Military" proceedings. A fresh series of "Secret" proceedings also began from 20th January, 1790, in addition to the above series.

The next important change in the organisational set-up of the government took place during the Governor Generalship of Lord Cornwallis. His period is marked by the important decision to separate the judicial from the revenue administration. Hitherto the administration of both criminal and civil justice had been included in revenue consultations of the Government. The union of the two in the beginning was perhaps due to the need for economy as well as simplification of administration, and under this system extensive powers were given to the Collectors. But the defects of this

system were only too apparent. Therefore, in 1790, the Revenue Department was split up into two separate branches, one dealing with revenue and the other with judicial matters. But the separation was not complete till 1793, when as a result of the reforms introduced by Lord Cornwallis all proceedings regarding the administration of civil and criminal justice began to be recorded in a separate "Judicial" series, and thus a separate Judicial Department came into existence.

Another important development on the judicial side was the starting of a separate series of Law consultations in 1794. All matters and business relating to Courts of Quarter Sessions and the correspondence with the Justices were originally recorded in the Public Department as part of the Public consultations. But in 1794, the Court of Directors approved of their being recorded as a separate set of consultations in the Public Department, to be known as "Law" consultations. But it appears that the need for this separation was felt much earlier as we find among the records in the custody of the National Archives of India some stray Law consultations of the years 1777 and 1780, and a volume of Law proceedings for the year 1781.

However, in spite of the separation of judicial matters from the Revenue Department, it continued to be hard-worked, and to afford further relief to it, business connected with the revenues derived from salt, *sair* and opium etc., was also separated from it. In 1797 a separate series of consultations on salt, *sair*, opium and customs was started, and these were maintained in the Revenue Department till 1793. During that year the control of salt, opium and customs was transferred from the Board of Revenue to the Board of Trade. The Board of Trade being subordinate to the Public Department, consultations on these subjects were recorded in that department in separate series. But on 16th October, 1795, the consultations on salt, opium and customs were combined in one series, called the Public Department (Separate) series. The Revenue Department continued, however to record its proceedings with regard to *sair* in a separate series till July, 1805. It also recorded separate proceedings for "grain" and "mint" etc., during the period 1794—1805. From 1805 all the Revenue consultations (except those relating to salt, opium and customs which continued to be recorded in the Public Department) were again combined in one series. The records of the Public (Separate) series, which was created in 1795 to deal with business relating to salt, opium and customs, run up to November, 1815, but customs is excluded from it from May, 1810, as business connected with it was again transferred to the control of the Board of Revenue.

Another change that took place in 1795 was the establishment of a Marine Board in order to control marine affairs under the surveillance of the supreme government. But this did not affect the arrangement by which the transactions of the Governor General in Council on marine subjects were recorded in the Public consultations. The Marine Board was abolished on 12th August, 1843, when its duties were entrusted to a Superintendent of Marine.

Lord Wellesley, who was appointed Governor General of India in 1798, introduced several important changes in the secretariat. At that time the various departments of the supreme government were grouped under four Sub-Secretaries as shown below :—

(1) Public (including Commercial),

- (2)• Secret, Political and Foreign,
- (3) Revenue and Judicial, and
- (4) Military.

General supervision over the work of the above four Sub-Secretaries was exercised by a Secretary, who was responsible for the entire work.

But on 29th October, 1799, at the instance of Lord Wellesley, the Sub-Secretaries were replaced by Secretaries for their respective departments, with increased responsibility and higher salary (except in the case of Military Secretary). The former Secretary was made the "Chief Secretary" with the same powers of supervision and control, but with less responsibility for details. Mr. Barlow was the first occupant of the post of Chief Secretary.

Two years later a new post of Persian Secretary to the Government was created to replace that of the Persian Translator. Mr. Neil Benjamin Edmonstone was appointed as the first Persian Secretary on 23rd July, 1801. He was the Persian Translator to the Government in 1794, and at the time of his appointment as Persian Secretary, he was Secretary in the Secret, Political and Foreign Department. The Persian Secretary was responsible for all correspondence with the various Indian chiefs and rulers, as well as the British Residents and Political Agents stationed at the Courts of Indian princes. For some time he was also entrusted with the duty of issuing passports, and between the years 1823 and 1830 he also dealt with the correspondence relating to the General Committee of Public Instruction. The Persian Secretary was also required to accompany the Governor General on his tours. He was assisted in his work by a number of European and Indian assistants, the chief among the latter being called "Mir Munshi." In 1830, the post of Persian Secretary was abolished and his establishment became a branch of the Political Department under the name of Persian Office.

The addition of the territory ceded by the Nawab of Oudh to the East Indian Company in 1801 necessitated some changes in the administration. A special department known as the "Revenue Department of the Ceded Provinces" was, therefore, established at Calcutta in 1830 to deal with matters relating to justice and revenue of that territory. The correspondence on Secret, Military, Political and Commercial subjects relating to the new territory was, however, carried on through the respective existing departments of the supreme government.

The acquisition of the territory conquered by Lord Lake during his campaign against the Marathas presented a similar problem. It was, therefore, decided that, as a temporary measure, all correspondence relating to this freshly conquered territory should also be carried on by the Department of Ceded Provinces, and consequently the title of the latter was changed to the "Department of Ceded and Conquered Provinces" with effect from the 27th November, 1804. But this new Department had a very short life. It was abolished on 1st August, 1805, when it was decided that all business connected with the ceded and conquered territories should henceforth be conducted in the ordinary departments of the government. However, in order to afford relief to the Board of Revenue, its jurisdiction was greatly curtailed in the succeeding years. In July, 1807, a Board of Commissioners consisting of two members was appointed to superintend the revenue settlements in the "Ceded and Conquered Provinces." In 1809,



this Board of Commissioners was put on a permanent footing. The duties of the Board of Revenue in respect of the above provinces were made the responsibility of the new Board, which was named as the "Board of Commissioners, Ceded and Conquered Provinces". The duties of the Board of Revenue were further curtailed in 1817 by the appointment of a third Board known as the "Board of Commissioners, Bihar and Benares", to supervise the revenue affairs of these two provinces. The original proceedings of this Board are available in the record room of the Board of Revenue, Allahabad, and some papers are also preserved in the Bengal Government Record Office.

In order to cope with the increased volume of work in the Public Department, a separate series of Financial consultations was started under that department in January, 1810. The conquest of Mauritius, Java and the Moluccas under Lord Minto led to a sudden increase of work, especially in the Public Department. Therefore, a new department known as the "Colonial Department" was established in 1812 to relieve pressure on the Public Department. Lord Minto also decided to create an additional post of Secretary to Government to take charge of the newly established Colonial Department as well as the existing Finance Department. But this arrangement was short-lived, as the Court of Directors did not approve it on the score of expense. The Colonial Department was accordingly abolished on 25th November, 1815, and its duties were divided among the other departments with a rearrangement of the posts of Secretaries. Hitherto only one Secretary was in charge of both the Judicial and Revenue Departments, although their proceedings were recorded separately. Henceforth the Judicial Secretary was relieved of the revenue work, and it was decided to group together all matters relating to revenue, financial and separate revenue (*i.e.*, Salt and Opium) under one department known as the "Territorial Department", under the charge of a separate Secretary. The duties of the other Secretaries remained unchanged. The practical result of this measure, so far as the recording of the proceedings was concerned, was not great. The Revenue consultations were henceforth styled as "Territorial Revenue" and the Financial as "Territorial Financial," while "Public Separate" became "Territorial Separate (Salt and Opium)."

The Charter Act of 1813 provided for the appointment of a Bishop at Calcutta to meet the spiritual needs of the Europeans. Consequent on the appointment of the Bishop of Calcutta in May, 1814, an Ecclesiastical Department was created on 1st November, 1815. It formed a branch of the Public Department. Up to this time, all correspondence relating to ecclesiastical matters was dealt with in the Public and Military Departments. This was due to the fact that all the clergy at that time were considered as Military Chaplains, those attached to the churches in Calcutta being under the control of the Governor General, and those stationed at other places receiving their orders directly from the Commander-in-Chief. By the creation of the Bishopric of Calcutta, the Military Department was relieved from all correspondence relative to the clerical establishment of the Bengal Presidency, which henceforth became the responsibility of the newly created Ecclesiastical Department.

A minor change occurred in the Military Department in May, 1816, when a Clothing Board was constituted to conduct all business connected with the clothing of the army. In 1817 the constitution of the Board was revised and it was ordered that all General Officers in the Company's army who had the rank of Colonel and who were posted in the Bengal Presidency,

should be considered as members of the Clothing Board. The proceedings of the Board run from May, 1816, to June, 1850.

In 1818 the superintendence of the Surveyor General's Department was transferred from the Military Secretary to the Secretary in the Public Department, who also took over the charge of the Foreign Department from the Political Secretary. On 5th June, 1818, the name of the Public Department was changed to "General Department, and its Secretary was henceforth known as "Secretary to Government in the General, Foreign and Commercial Departments."

An important change took place in 1819 with the formation of the Board of Customs, Salt and Opium. This new Board took over the work relating to "Salt" and "Opium" from the existing Board of Trade, and that relating to "Customs" from the Board of Revenue. In 1822, further changes were made in the administration of revenue matters. The functions and jurisdictions of the various Boards were revised. The Board of Revenue, Calcutta, became the Board of Revenue, Lower Provinces; the Board of Commissioners, Ceded and Conquered Provinces, was redesignated as the Board of Revenue, Western Provinces; while the Board of Commissioners, Bihar and Benares, came to be known as the Board of Revenue, Central Provinces. In July, 1826, the general control of "Customs" was taken over from the Boards of Revenue in the Central and Western Provinces and transferred to the Board of Customs, Salt and Opium at Calcutta.

On 1st May, 1828, a separate set of proceedings in the Territorial Department styled "Miscellaneous Revenue" was started to deal with matters related to irrigation, roads, bridges etc. The same year, in view of the increased work of the Territorial Secretary, business relating to "Salt", "Opium" and "Customs" comprising the "Territorial : Separate" series was transferred from the Territorial to the General (formerly Public) Department. The General Department was also made responsible for the work relating to the collection of stamp duties, and the proceedings on "Stamps" were recorded along with the Salt, Opium and Customs proceedings. Under orders of the President in Council in the Territorial Department dated the 26th February, 1829, the general superintendence of the revenues derived from "Abkari" was transferred from the control of the Board of Revenue, Lower Provinces, to that of the Board of Customs, Salt and Opium. This transfer resulted in the inclusion of the proceedings on "Abkari" in the Separate series in the General Department.

On 1st March, 1829, the Boards of Revenue, Western and Central Provinces, were abolished and the territory under the direct administration of the Governor General was split up into 20 Divisions, each of which was placed under a Commissioner of Revenue and Circuit. These Commissioners were subordinate to the Board of Revenue at Calcutta, which was now designated as the Sadar Board of Revenue. Meanwhile, as an experimental measure, a deputation of one or two members of the Sadar Board of Revenue was stationed at Allahabad for the efficient administration of revenue matters in the Western Provinces. This arrangement was found useful, and by Regulation X of 1831, this system of deputation was confirmed. Finally, it was considered necessary to establish a permanent Board at Allahabad, called the Sadar Board of Revenue, Allahabad. On its creation, the Board of Customs, Salt and Opium ceased to exercise its power of control in respect of "Customs" etc., within the divisions placed

directly under the revenue administration of the Sadar Board<sup>d</sup> of Revenue, Allahabad.

After the retirement of Mr. Holt Mackenzie, the Territorial Department, which had been in existence for a brief period of fifteen years only, was abolished in January, 1831, and its component parts were henceforth known simply as "Revenue", "Financial" and "Separate." Under the rearrangement that followed the abolition of the Territorial Department, the Revenue and Judicial Departments were again placed in charge of one Secretary, while the General Secretary took over charge of the "Financial" and "Separate" Departments.

During the year 1830, the office of the Persian Secretary was abolished. In pursuance of a Political Department resolution dated 27th August, 1830, the Persian Department was merged into the Foreign Department as one of its sections. Two years later, i.e., in 1832, the vernacular was substituted for Persian as the official language of the law courts in British India. Another change which took place in 1832 was the separation of the consultations relating to Mint matters from the General Financial Proceedings.

The Charter Act of 1833 introduced changes of far-reaching importance in the administration of India. Under the Act, the monopoly of trade enjoyed by the East India Company so far was abolished. As such, its activities as a commercial body ceased and henceforth it remained only as a governing body. It was decided to divide the over-grown Presidency of Bengal into two distinct Presidencies, viz., the Presidency of Fort William in Bengal, and the Presidency of Agra. The actual bifurcation took place in 1834. The Governor General of Bengal was henceforth known as the Governor General of India. He, however, continued to act as the Governor of Bengal also, though in practice the duties of this office were performed by a Deputy Governor appointed under the Act.

The Charter Act of 1833 also brought about several changes in the secretariat. The Commercial Department ceased to exist as a natural consequence of the changed character of the East India Company due to the abolition of its monopoly in trade. The Military and Secret Departments of the Government of Bengal were transferred to the Government of India. The duty of legislation being reserved to the Supreme Government, the Bengal Law Consultations likewise ceased to exist. The remaining departments were grouped under two Secretaries, and joint secretariat arrangements for the Government of India and the Government of Bengal continued till the year 1843. Mr. H. T. Prinsep was placed in charge of the General, Foreign and Financial Departments, while Mr. W. H. Macnaghten assumed the Secretaryship of the Secret, Political, Revenue and Judicial Departments.

Hitherto all matters relating to law and the correspondence with the Justices was dealt with in the Public Department under a separate heading known as the "Law Consultations." By a resolution dated the 20th January, 1835, it was decided that the Law proceedings, including all correspondence with, and matters relating to, the Law Commission, should be incorporated with Judicial proceedings. However, in June, 1835, it was decided to create a separate Legislative Department to consider the drafts of Acts prepared in the various departments before their final enactment. The separate proceedings of the Legislative Department began from 6th July, 1835. This new department was placed under the charge of the Judicial Secretary,

and the Deputy Secretary in the Judicial Department also became the Deputy Secretary in the Legislative Department. But it continued its separate existence only for a few years, and in the reorganisation that took place in 1843, the Legislative Department, like several others, became a branch of the Home Department.

Under the orders of the Court of Directors dated 13th February, 1838, a separate series of Marine consultations was started with effect from 2nd May, 1838. Under the reorganisation that took place in 1843, the marine subjects were put under the control of the Home Department, and the Marine proceedings thereafter formed part of the proceedings of the Home Department. The Marine Branch was attached to the Home Department till 1867, when it was transferred to the Military Department.

The year 1843 provides a distinct land-mark in the organisational history of the Government of India, as it was in that year that an entirely separate secretariat for the Government of India was set up. In spite of the bifurcation of the Presidency of Bengal into two distinct Presidencies under the Charter Act of 1833, and the redesignation of the Governor General of Bengal as the Governor General of India, the joint secretariat system had continued till 1843. However, with a view to facilitating and improving the general administration it was considered desirable that the Supreme Government of India should not be burdened with the administrative details of Bengal, and that it should henceforth "confine its attention to the consideration of important questions of Legislation, of Policy and of general principles of Government." Accordingly, the Governor General in Council decided on 29th April, 1843, to separate completely the secretariat of the Government of India from that of Bengal. A distinct Financial Department for the Government of India had come into existence as early as January, 1843, when a separate Secretary for that department was appointed. The other departments of the Government of India were also separated with effect from 1st May, 1843, in view of the above decision of the Governor General in Council. A Foreign Department of the Government of India was constituted by putting the former Political, Foreign and Secret branches under the charge of a separate Secretary. A third Secretary was put in charge of the remaining branches, *viz.*, Revenue, Separate Revenue, General, Marine, Judicial, Legislative and Ecclesiastical, which together constituted the Home Department of the Government of India. It has already been noted that the Military Department was transferred to the Government of India as a result of the changes that followed the passing of the Charter Act of 1833. Thus in 1843, the Supreme Government of India consisted of the following four departments (please *see* appendix I).—

- (1) Home Department,
- (2) Foreign Department,
- (3) Financial Department, and
- (4) Military Department.

The assumption during the same year of the direct administration of "The Saugor and Nerbudda Territories" by the Governor General of India necessitated the creation of separate series of "Judicial", "Revenue" and "Separate Revenue" proceedings for conducting the business relating to those parts, including Bundelkhand. These separate series of proceedings came to an end in December, 1852, when the "Saugor and Nerbudda Territories" were transferred to the charge of the North Western Provinces.

The Charter granted to the East India Company was renewed in 1853 by the India Act of 1853. Under the provisions of the new Act, Bengal was placed under the charge of a Lieutenant Governor on 1st May, 1854. The new Act also introduced certain changes in the administration of the Supreme Government. A new Legislative Member was added to the Governor General's Council. The Legislative Branch of the Home Department was abolished, and all legislative functions were henceforth vested in the Council of India.

Another important change was made with the abolition of the Military Board in 1855. Hitherto the Government of India had been chiefly guided by the advice of this Board in considering various projects of public works that came up before them. But in February, 1855, it was decided to have a Central Public Works Department to supervise and control all matters relating to buildings, roads and irrigation. Questions relating to railways, post-offices and electric telegraph were also dealt with in the Public Works Department. The new department was placed under the charge of the Home Member of the Governor General's Council.

After the establishment of the three Universities of Calcutta, Bombay and Madras in 1857, a separate series of proceedings on "Education" was started. It is interesting to note that matters relating to education had come to the notice of the Supreme Government as early as 1781, when under Warren Hastings the Calcutta Madrasah was established. At that time educational matters were dealt with in the Public Department. From 1783 to 1815, the Revenue Department was in charge of educational matters which were then transferred to the Territorial Department. In 1823, the work relating to education was transferred to the Political Department which continued to deal with it till August, 1830. Thereafter it formed part of the General Department. Under the reorganisation which took place in 1843, education became the responsibility of the newly created Home Department of the Government of India. By the recording of a separate set of proceedings on education as mentioned above, a new "Education Branch" was created in the Home Department in 1857.

The Government of India Act, 1858 (known as the "Act for the better Government of India"), which followed the revolt of 1857, changed the very structure of the Government of India. Under this Act, the control of the government of India was transferred from the East India Company to the British Crown. The Governor General of India received the additional title of "Viceroy", and Lord Canning became the first Viceroy under this Act. The Act also abolished the "Board of Control" and the "Court of Directors" in London, and in their place created the office of the "Secretary of State for India." The Secretary of State exercised all the functions of the above two bodies, and was assisted in his work by a council of fifteen members known as the "Council of India."

One of the most important tasks that confronted the Government of India in the early post-Mutiny period was to eliminate all unnecessary expenses and to effect strict economy in administration, civil as well as military. With this object in view, a Military Finance Commission was instituted in June, 1859, and in July, 1860, a Military Finance Department was created. The duties of this Department included the examination of all items of military expenditure and the control of all permanent as well as contingent military expenses relating to pay, marine or material throughout the Presidencies of Bengal, Madras and Bombay.

Another agency which was created for the proper control of government expenditure was the Board of Audit for India, which was constituted in November, 1860. This Board consisted of the Accountant General (who was given the additional designation of Auditor General of India) as head of the civil expenditure, and the Chief of the Military Finance Department who was to act as the Auditor General for all military expenditure. While dealing separately with matters relating to their respective departments, these two officers acted jointly in regard to all questions of general organisation, policy and economy as affecting estimates, budget, audit and accounts etc.

In order to provide some relief to the Home Secretary, it was decided on 21st March, 1861, to transfer the business relating to income-tax, licence-tax, customs duties and stamps from the Home Department to the Financial Department. However, this arrangement did not prove satisfactory, and we find that exactly a year later, i.e., in March, 1862, customs duties and stamps were again transferred to the Home Department. There was no change in regard to the work relating to licence-tax and income-tax.

On 12th July, 1861, the office of the Superintendent of Marine was abolished, and in its place a new post of Controller of Marine Affairs was created. The Controller of Marine Affairs was also to act as *ex-officio* Secretary to the Government of India in the Marine Department. His duties were to deal with all questions relating to marine affairs including river navigation. This arrangement continued till October, 1863, when marine business was retransferred to the Home Department.

As a result of the changes introduced by the Indian Councils Act of 1861, it was found necessary to revive the Legislative Branch of the Home Department which, as noticed earlier, was abolished in 1854. This branch continued to be subordinate to the Home Department till 10th February, 1869, when it was raised to the status of an independent department.

Another, and perhaps a more important, change brought about by the Indian Councils Act of 1861 in the secretariat of the Government of India was the introduction of the so-called portfolio system in the Governor General's Council. Prior to 1861, the control and management of all the departments of the Government of India was vested in the Governor General in Council in their collective capacity. This resulted in undue burden upon the Governor General and also sometimes caused great delay in work. Lord Canning, therefore, wanted to abandon this collective method of transacting business, and wanted to make each member of his Council responsible for the work of a particular department. Section 8 of the Indian Councils Act of 1861 empowered the Governor General to "make Rules and orders for the more convenient transaction of business in the said Council". Accordingly, each member of the Governor General's Council assumed the role of a responsible administrator in respect of one or more departments of the Government of India, and the Secretaries in the various departments became subordinate to the respective members of the Council.

With a view to securing uniformity in the system of education throughout the British territory in India, it was decided in October, 1861, that the Education Department "shall be kept entire and undivided under the control of the Home Department, and that all educational matters hitherto treated in the Foreign Department shall in future be considered and disposed of in the Home Department."

In 1862, the Home Department was entrusted with the business relating to Police and Jails, which was hitherto dealt with in the Foreign Department. A year later another important change was introduced in the distribution of work. In October, 1863, all business connected with Customs, Salt, Opium, Stamps and "Abkaree" was transferred from the Home to the Financial Department. However, the above changes did not at that time affect the Punjab, Oudh, Central Provinces and the British Burma. But in order to secure uniformity in administration, it was decided on 16th September, 1864, to include these provinces also within the purview of the above changes. This also provided an opportunity for making suitable arrangements regarding other items of business concerning these four provinces. Accordingly, the judicial medical and ecclesiastical business of these provinces was transferred to the Home Department, but no change was made regarding the administration of land revenue and settlement operations which continued to be dealt with in the Foreign Department as before.

Although the Military Finance Department had done useful work in controlling and reducing the military expenditure and the reorganisation of military accounts, it was felt that the control of the military expenditure could not with advantage be permanently separated from the Military Department. Therefore, on 1st April, 1864, the Military Finance Department was abolished, and in its place a new post of Accountant General to the Military Department was created. In the discharge of his duties, the Accountant General was subordinate to the Military Department. He was to collect estimates of military expenditure for the whole of British India, and after scrutiny, had to submit them to the Financial Department. He was also to assist the Government with his expert opinion upon every question relating to military expenditure.

The work in the Home Department increased steadily during the post-Mutiny period. In December, 1864, the correspondence relating to the arrangements for the working of the Turkish and Mekran lines of telegraph and that relating to the surveys (Revenue, Topographical and Trigonometrical) was entrusted to the Home Department. Further addition to the work of this department took place in June, 1866, when the police, judicial, medical and ecclesiastical business of Mysore was transferred to it from the Foreign Department. This increase of work was, however, temporary as the above items were retransferred to the Foreign Department on 16th December, 1867.

Work in the Home Department having doubled after the Mutiny, it was decided to give some relief to it. The first measure in this direction was the transfer of business connected with the post offices in India to the Finance Department. This took effect from 1st of May, 1867, and the correspondence relating to post offices formed part of the Separate Revenue proceedings under the Finance Department. Further relief to the Home Department was given by the transfer of all business connected with electric telegraph to the Foreign Department in October, 1867. This work was, however, taken over by the Public Works Department in May, 1870.

It has been noted earlier that the Legislative Branch of the Home Department had to be revived as a result of the changes introduced by the Indian Councils Act of 1861. However, the allocation of the legislative work to the Home Department was not proving very satisfactory. It was felt that there was no natural relation between the two, and it resulted in "occasional great and annoying delay" in the disposal of work. In view

of the above reasons, the Secretary of State approved the recommendations of the Government of India for the creation of a separate Legislative Department. Consequently, on 10th February, 1869, a new and independent Legislative Department was added to the secretariat of the Government of India.

This newly created Legislative Department "was not to be an originating or initiating Department" in respect of government measures. On the other hand "its proper function in respect of such measures is to clothe with a technical shape projects of Law of which the policy has been affirmed elsewhere." Since a reference to the governments at the Presidencies was essential before the final enactment of any measure, it naturally became the duty of the Legislative Department to correspond directly with the local governments and obtain their opinion on Bills undergoing legislation. Further, the Legislative Department had also to perform important advisory duties, and rendered legal advice to the various departments of the government which referred to it questions involving interpretation of law. Before the creation of the Legislative Department, this function was performed by the Advocate General of India.

The Government of India had been, for some time past, in correspondence with the Secretary of State for India regarding measures for the improvement and development of agriculture, commerce and industrial arts of India, and for effecting improvement in the administration of several important branches of revenue. They were convinced that "of all branches of Indian industry, agriculture, which constitutes the occupation of the great mass of the people, is by far the most important," and believed it "to be susceptible of almost indefinite improvement." They also believed that "the future development of Indian commerce will mainly depend on the improvement in the quantity and quality of existing agricultural staples, or on the introduction of new products which shall serve as materials for manufacture and for use in the industrial arts." With a view to implementing this objective, a new department designated as the Department of Revenue, Agriculture and Commerce was created in June, 1871. Its duties were to supervise and direct the administration of the several branches of the public revenue, for which no satisfactory system existed before. The improvement of the existing methods of agriculture, the development of the material resources of the country and the collection of statistics of every description were also entrusted to this new Department.

Due to the very nature of the duties entrusted to the newly created Department of Revenue, Agriculture and Commerce, it had to take up a certain portion of the work from almost all the existing departments of the Government of India. The exact items of work that were transferred to it from the various Departments are given below :—

- (a) From Home and Foreign Departments—Land Revenue, Settlements, Surveys, Statistics of agriculture and trade, and all matters affecting the improvement and development of the agricultural, mineral and commercial resources of the country.
- (b) From Military Department—The Government studs, and all matters connected with the improvement of the breed of horses and cattle.
- (c) From Financial Department—Opium, Salt, Customs, Stamps and Excise,



## (d) From Public Works Department—Forests and Fisheries.

In addition to the above items of work, the office of the Cotton Commissioner was placed under the charge of the new Department, which was also entrusted with the administration of all matters in British India relating to meteorology, horticulture, and census.

However, all the above items of work were not entrusted to the Department of Revenue, Agriculture and Commerce at one time. It was only gradually that they were transferred from the various departments. Thus, in the beginning, all the subjects comprising the Separate Revenue Branch, with the exception of Salt, continued to remain under the Finance Department, which also retained the supervision of the Sea Customs till 1877. It was also not until 1875 that the work relating to Statistics was transferred from the Financial to the Revenue, Agriculture and Commerce Department. In 1874, that portion of Marine administration which related to Commerce, viz., Lights, Buoys and Beacons, Ports, Pilots and Pilotage was also transferred to the new Department from the Military Department.

In 1876, there was a major redistribution of work among the various Departments of the Government of India. Henceforth the Home Department was entrusted with all business connected with law and justice, police, education, the ecclesiastical service, the (civil) medical service, sanitation and municipalities etc. It also dealt with the above subjects in relation to the Hyderabad Assigned Districts as well as the business connected with education in Mysore. The Revenue, Agriculture and Commerce Department was given the charge of emigration, commerce and trade, industry and art, minerals and meteorology, customs, statistics, land revenue and settlements, "taqavi", agriculture and horticulture, famine, forests, fisheries, cattle-breeding and surveys. As usual, the Foreign Department dealt with political matters generally and controlled the relations of the Government with the foreign states outside India as well as the various princely States in India. It also controlled the administration of the frontier districts and relations with frontier and hill tribes. Work relating to political prisoners, political pensions and grant of passports, and questions regarding extradition and extra-territorial jurisdiction were also entrusted to the Foreign Department. The Finance Department dealt with all matters relating to accounts, mint and paper currency, separate revenue, expenditure of public money, and the grant of pay, allowances, pensions, gratuities etc. The Military Department naturally attended to all matters connected with the administration of the army and sea-going marine in all the Presidencies, while the Public Works Department had the charge of telegraphs also in addition to the public works. (For a complete list of the items of work allotted to the various Departments of the Government of India in 1876, please refer to Appendix II).

In December, 1870, financial and administrative responsibility had been delegated to the several local Governments in respect of certain important departments like Police, Jails, Education, Registration, Medical Services, Printing and Public Works. In 1876-77, this responsibility was, in nearly all the provinces, extended further to include Land Revenue, Excise, Stamps, Judicial administration and certain other subjects. As a result of this decentralisation it was considered proper to explore the possibilities of effecting economy in the cost of the secretariat establishments of the Government of India. The stringent financial condition of the Government during 1879 accentuated the necessity for a considerable reduction of expenditure.

Therefore, in July, 1878, a committee of six under the presidentship of Mr. B. Colvin was appointed to find out ways and means for reducing the establishment charges of the central secretariat. As a result of their report, it was decided to reduce one of the Departments of the Government of India by redistributing the secretariat work of the three civil administrative departments, namely Home, Financial, and Revenue, Agriculture and Commerce between two amalgamated Departments to be designated as (1) Finance and Commerce, and (2) Home, Revenue and Agriculture. The following table shows the redistribution of the business which was given effect to from July, 1879 :

#### I. Finance and Commerce—

- (1) Accounts, including Estimates, Banks, Money Orders, Alienations of Revenue.
- (2) Mint and Paper Currency.
- (3) Separate Revenue
 

}	Salt
	Customs
	Opium
	Excise
	Stamps
	Post Office
- (4) Statistics, Commerce and Trade, Merchant Shipping.
- (5) Expenditure of Public Money, Leave, Leave allowances, Pay and Allowances, Pensions and Gratuities.

#### II. Home, Revenue and Agriculture—

- (1) Law and Justice, Jails and Police.
- (2) The Penal Settlements at the Andaman and Nicobar Islands.
- (3) Education, Industry, Science and Art.
- (4) Sanitation and Medical.
- (5) Civil Service Questions, the Ecclesiastical Service, Registration, Patents, Copyright, Census, Meteorology, Gazetteers, Weights and Measures.
- (6) Land Revenue, including Settlement, Taqavi Advances.
- (7) Surveys—Trigonometrical, Topographical, Revenue, Archaeological and Geographical, also Minerals.
- (8) Municipalities and Local Funds.
- (9) Emigration.
- (10) Agriculture and Horticulture, including Fibres and Silk, Cattle-breeding and Cattle disease, also Fisheries.
- (11) Forests.

All questions connected with ports and port-dues, lighting and pilot services, marine surveys and dangers to navigation were to be transacted in the Marine Branch of the Military Department.

The Famine Commission which was appointed in 1878 under the presidency of Gen. Richard Strachey, proposed the institution of a separate Department of Agriculture for carrying out fully the duties of famine prevention and relief and for the conduct of business affecting agricultural improvements, the social and economic condition of the people, and the material resources of the country. Accordingly, under Lord Ripon's viceroyalty a new Department styled "the Revenue and Agricultural Department" was constituted with effect from 6th July, 1881. The items of business transferred to this Department were Land Revenue (including settlements and taqavi loans), Surveys (excluding archaeological and marine surveys), Agriculture and Horticulture (including fibres and silks), Fisheries, Cattle-breeding, Cattle diseases, Minerals, Meteorology and Famine. Emigration matters were also temporarily transferred to this new Department. The rest of the business continued to be dealt with in the Home Department.

In 1882, all matters relating to practical arts, economic museums and exhibitions were transferred from the Home to the Revenue and Agricultural Department, but it was not till April 1887 that Archaeology (including conservation of ancient monuments) and Fine Arts were made over to the latter Department. During the years that followed, the Department of Revenue and Agriculture continued to be entrusted with more and more work. In October, 1886, the work relating to forests was transferred to it from the Home Department, which also made over to the new department in 1888 the business concerning Patents. In 1889, the work relating to Horse-breeding was taken over by the Department of Revenue and Agriculture from the Military Department. The subject of Weights and Measures was also transferred to it a year later from the Home Department. Another change made during 1890 was the transfer of the working of the Indian Merchandise Marks Act from the Home to the Finance and Commerce Department.

The last decade of the nineteenth century is singularly devoid of any important administrative change. The only important change took place on 1st August, 1896, when the work relating to Statistics was transferred from the Home Department to the Director-General of Statistics. This officer was at first placed under the Department of Finance and Commerce, but later in 1905, under the newly created Department of Commerce and Industry with the designation of "Director-General of Commercial Intelligence."

Under a scheme introduced in 1898, five Archaeological Surveyors were appointed, each of whom held charge of a circle. This was found imperfect as there was no expert at the head of the Archaeological Department. With a view to ensuring better coordination, the Governor General in Council decided to appoint, tentatively for a term of five years, a Director General of Archaeology, and Mr. (afterwards Sir) John Marshall was selected for the post.

Important changes in the existing departments occurred in consequence of a despatch from the Secretary of State for India dated 16th December, 1904. A new department of Commerce and Industry was created in March, 1905, and some business was transferred to it from Home, Revenue and Agriculture, Finance and Public Works Departments. The most important of the transferred heads of business were those relating to Trade and Commerce (including Statistics), Supply of Stores, Customs, Post Office and Telegraph, Merchant Shipping, Emigration, and all questions relating to Railways which required reference to the Government of India,

The Railway Branch of the Public Works Department was also abolished in 1905, and the control of the railway system was entrusted to the newly created Railway Board, consisting of a chairman and two members. The Railway Board was placed under the administrative control of the Department of Commerce and Industry, and was to deal with detailed railway business. The title of the Railway Board remained unchanged, but on 18th September, 1908, the Railway Board and its staff were designated collectively as the Railway Department, distinct from and independent of the Department of Commerce and Industry.

Towards the close of 1905, the controversy which started between the Commander-in-Chief, Lord Kitchener, and the then Viceroy, Lord Curzon, led to certain important changes in the administration of the army. The Military Department was abolished in March, 1906, and it was replaced by two separate departments, *viz.*, the Army Department and the Military Supply Department. The Commander-in-Chief was made the head of the Army Department, and the Military Supply Department was given over to the Military Member of the Viceroy's Executive Council. The Army Department was to conduct all business connected with the army, except such functions as were allotted to the Military Supply Department. It was also given the charge of military cantonments. The Military Supply Department, on the other hand, was given charge of all army contracts, the purchase of army stores and ordnance, the custody of all army stores and ordnance etc., the management of military works, the clothing and manufacturing sections, the Indian Medical Service, the Royal Indian Marine, the marine surveys and damages to navigation.

In consequence of the abolition of the Military Department, the work relating to military accounts, which was formerly conducted in the Military Department, was entrusted to the Finance Department. Therefore, in April, 1906, a special branch styled as the "Military Finance Branch" was created in the Finance Department. This new branch was to deal with the financial aspect of all proposals involving expenditure, which emanated from or were submitted to the Army Department or the Department of Military Supply.

However, it appears that the above division of functions was not found satisfactory, as we find that the Military Finance Branch of the Finance Department was abolished in April, 1908. Exactly a year later, *i.e.* in April, 1909, the Military Supply Department, which had been created in 1906 as a result of the Curzon-Kitchener controversy, was also abolished.

In view of the steadily increasing importance of education and to afford an adequate degree of relief to the Home Department, it was decided in December, 1910, to create a separate Department of Education. This new Department was entrusted with all matters relating to Education, Examinations, Archaeology, Census, Gazetteers, Record Offices and work connected with the preservation and management of Government records, Imperial Library, Books and Publications, Copyright etc. In 1911 it was decided to transfer some more items of work to the Education Department. Accordingly, the business connected with the spelling of Indian names, Congress of Orientalists, Ethnography, Zoological Gardens and the commemoration of notable buildings was transferred to the new Department.

An important change which took place as a result of the setting up of an independent Department of Education was the abolition of the post of

Director General of Education. This post had been created in November, 1901, on the recommendation of the Educational Conference convened by Lord Curzon, and was primarily meant to establish an understanding between the Central and Local Governments in the educational sphere. On the constitution of a separate Department of Education in December, 1910, this post was considered unnecessary and was, therefore, abolished. The duties of the Director General of Education were henceforth performed by a Joint Secretary in the new department.

The work in the Foreign Department had been continuously growing due to the increasing political relations between the British Indian Government and the Indian States as well as countries outside India. It was, therefore, felt that the work of the Foreign Office had become too heavy for one Secretary. Accordingly, an additional post of Secretary was created in the Foreign Department, and with effect from the 1st January, 1914, it was redesignated as the "Foreign and Political Department," with two separate wings, viz., the "Foreign" wing and the "Political" wing, each under the charge of a Secretary. To avoid confusion, the two Secretaries were styled as "Foreign Secretary" and "Political Secretary" to the Government of India respectively. The Foreign wing of the Department dealt with all matters relating to the frontiers of India and the territories outside India, while the Political wing dealt with all matters relating to or emanating from the Indian States and the areas administered by the Foreign and Political Department. The Political wing also dealt with the grant of Honours and Indian titles.

During the year 1915, the post of Director General of Education, which had been abolished in 1910, on the creation of a separate Department of Education, was revived. Its designation was, however, changed to that of "Educational Commissioner to the Government of India." Under the supervision and control of the Educational Commissioner, a Bureau of Education, with a Curator as its head, was also constituted. The duties of this Bureau included collection and collation of information on educational matters in India and abroad, and publication of reports and pamphlets on educational subjects.

The first World War which lasted from 1914 to 1918, and the constitutional reforms of 1919, popularly known as the "Montagu-Chelmsford Reforms," ushered in several important changes in the Government of India. The Auditor General of India was, for the first time, accorded a statutory status. The Government of India Act, 1919, provided that "an Auditor General in India shall be appointed by the Secretary of State for India in Council and shall hold office during His Majesty's pleasure." By the rules framed by the Secretary of State under the above Act, the Auditor General was made independent of the Government of India, and was also recognized as the administrative head of the Indian Audit Department.

Under the Reforms of 1919, Education was made a provincial subject. Therefore, the need for a representative advisory body at the Centre was keenly felt. Accordingly, a Central Advisory Board of Education was constituted in August, 1920, with the Educational Commissioner to the Government of India as its chairman. This Board was expected to give advice to the Government of India on matters concerning university legislation, standard of university examinations, management of government educational institutions, preparation of educational reports and monographs, educational surveys, and to conduct such examinations as might be

entrusted to it. However, the Central Advisory Board of Education as well as the Bureau of Education were abolished in May, 1923, as an economy measure.

As a result of the first World War, the subject of Civil Aviation had acquired great importance. In 1919, it was formally put under the charge of the Department of Commerce and Industry, which received advice on important matters relating to civil aviation from an *ad hoc* body called the Indian Air Board. The Royal Air Force also gave assistance on technical matters.

Another important contribution of the first World War towards the growth of the secretariat of the Government of India was the reconstitution of the "Indian Munitions Board" in March, 1920. The Indian Munitions Board had been created during the war as a temporary organisation. But due to its importance and usefulness, it was found necessary to retain it. It was, therefore, reorganised in 1920, and was henceforth known as the "Board of Industries and Munitions." As a matter of fact, this reconstituted Board of Industries and Munitions formed the nucleus of the separate Department of Industries which came into existence on 15th February, 1921, as a result of the bifurcation of the Department of Commerce and Industry.

With the creation of a separate Department of Industries, the activities of the Commerce Department were curtailed. On 3rd August, 1921, the work relating to Posts and Telegraphs was transferred from the Commerce Department to the Public Works Department. On the same date, that part of the work relating to 'Emigration' which was dealt with in the Commerce Department, was transferred to the Revenue and Agriculture Department.

In April, 1921, the work relating to public health, medical research and medical institutions etc. was transferred from the Home Department to the Education Department. As a result of this change, the Education Department was redesignated as the Department of Education and Health in August, 1921.

Further changes in the Government of India secretariat took place as a result of the recommendations of the famous Inchcape Committee. The Committee recommended a thorough redistribution and reallocation of work in the various secretariat departments. The most important change thus brought about was the amalgamation of the Department of Industries with the Public Works Department on 1st April, 1923. The new department which came into existence by the amalgamation of these two departments, was designated as the "Department of Industries and Labour." This was the first occasion when the Government recognised the need for a specialised department to deal with matters relating to labour.

As a result of the redistribution of work that took place in 1923, the following items were allotted to the Commerce Department :—

- (i) Shipping including Lascar Seamen, Merchant Shipping, Ports, Docks, Port Dues, Pilotage, Lighting of Coasts, Inland Navigation and Fisheries.
- (ii) Trade and Commerce, including Company Law (except Banking Law), Commercial Intelligence and Statistics, Tariffs,

**Foreign and Internal Trade, Commercial Education, Merchant Marks and Weights and Measures.**

- (iii) Import and Export Regulations, Life Insurance and Actuarial work.

Another important change that took place under the reorganisation scheme of 1923, was the amalgamation of the Department of Revenue and Agriculture with the Department of Education and Health, which had been formed in August, 1921, by the transfer of the work relating to health from the Home to the Education Department. The amalgamated department was henceforth known as the "Department of Education, Health and Lands". This change was introduced primarily as a measure of economy.

Thus at the end of the year 1923, the secretariat of the Government of India consisted of the following Departments :—

- (1) Home
- (2) Finance
- (3) Commerce
- (4) Railways
- (5) Foreign and Political
- (6) Industries and Labour
- (7) Legislative
- (8) Education, Health and Lands
- (9) Army.

A complete list of the functions allotted to each of the above nine departments will be found in Appendix III.

Before 1924, all the main heads of revenue, *viz.*, Customs, Salt, Income Tax, Super Tax, Stamps, Opium and Excise were administered through the various sections of the Finance Department. In order to relieve the secretariat proper from the burden of detailed administrative control, it was decided, with the approval of the Secretary of State for India, to constitute a Central Board of Revenue for the proper control and management of the various heads of revenue. Accordingly, under the provisions of the Central Board of Revenue Act of 1924, the Central Board of Revenue was constituted on 1st April, 1924.

Although the Central Board of Revenue was not a separate and independent department of the Government of India, it enjoyed a special status, different from other attached or subordinate offices. The Central Board of Revenue was permitted to address communications directly to other departments of the Government of India, while this privilege was not enjoyed by other subordinate offices. Further, the Secretary of the Central Board of Revenue was given the *ex-officio* status of Under Secretary, Finance Department.

The Central Board of Revenue Act of 1924 amended the Sea Customs Act (1878), and thereby made the Central Board of Revenue the "Chief customs authority" in India. All matters concerning Customs were henceforth entrusted to this new Board, and the control and management of Income Tax, which was previously done by the Board of Inland Revenue (constituted under the Income Tax Act of 1922), was also transferred to

the Central Board of Revenue. The work relating to Salt, Opium, Excise and Stamps' also came under the control of the new Board.

The year 1926 saw the the creation of a Public Service Commission in India for the selection of suitable Indians to the superior Civil Services in the country. This Commission was constituted as a result of the recommendations of the Royal Commission on Superior Civil Services in India, which had been appointed in June, 1923, under the chairmanship of Viscount Lee. It may be mentioned that the Lee Commission was not the first one to be appointed for this purpose. As early as September, 1912, a Royal Commission on Public Services had been appointed, with Lord Islington as its chairman, to examine and report on the existing limitations to the employment of Indians in the superior Civil Services. The Islington Commission recommended that twenty-five per cent of the posts in the Indian Civil Service and the Provincial Civil Services should be recruited in India. The Montagu-Chelmsford Reforms raised the percentage of the posts in the above services to be recruited in India to thirty-five, and Section 96 (c) of the Government of India Act, 1919, actually provided for the establishment of a Public Service Commission. However, it was not till 1926 that the Public Service Commission was actually constituted on the basis of the Lee Commission report. When the Government of India Act, 1935, came into force, the Public Service Commission was redesignated as Federal Public Service Commission.

The Royal Commission on Agriculture (1928) stated that it was the duty of the Government of India in the discharge of their ultimate responsibility for the welfare of the vast agricultural population of this country to undertake to promote, guide and coordinate agricultural research. For this purpose the Commission recommended that the Government of India should establish a central organisation for agricultural research. This recommendation was accepted by the Government, and consequently the Imperial Council of Agricultural Research came into existence as a separate Department of the Government of India in May, 1929. However, after some time it was thought desirable to relieve the Council of all routine business and thus enable it to devote its undivided attention to the duties outlined in the recommendations of the Royal Commission on Agriculture. It was, therefore, decided that the Imperial Council of Agricultural Research should no longer continue as a separate department of the Government of India, but should be attached to the Department of Education, Health and Lands. This decision took effect from 15th January, 1939.

A regular broadcasting service in India began with an agreement in 1926 between the Government of India and a private company called the "Indian Broadcasting Company Ltd." After about three years, this Company went into liquidation. Therefore, in May, 1932, the Government of India decided to continue the broadcasting service under their own management, and placed it under the administrative control of the Department of Industries and Labour. In March, 1935, the broadcasting organisation was reconstituted under a "Controller of Broadcasting," who worked under the Department of Industries and Labour. In June, 1936, the earlier designation of "Indian State Broadcasting Service" was changed to "All India Radio."

In order to deal with questions relating to constitutional reforms arising out of the report of the Indian Statutory Commission, the Governor General



in Council sanctioned the constitution of a separate office with effect from 15th May, 1930. This office was known as the Reforms Office and was placed under an officer designated "Reforms Commissioner". It constituted the general coordinating machinery for reaching conclusions on the Statutory Commission's report, and its relations with the other Departments were generally those of a regular Department. However, on 1st March, 1940, it was decided to abolish the Reforms Office as a department of the Government of India and to create a separate organisation from that date in the Governor General's Secretariat known as the Secretariat of the Governor General (Reforms). The new organisation was under the control of the Reforms Commissioner and continued to deal with such references as were previously dealt with by the Reforms Office.

In 1936, the name of the Army Department was also changed to the Defence Department.

The Government of India Act, 1935, provides an important landmark in the constitutional development of India. The Act introduced many important constitutional reforms, which, in turn, necessitated several changes in the secretariat of the Government of India. The most important of these changes was the splitting up of the Foreign and Political Department into two separate departments, viz., (i) the External Affairs Department, and (ii) the Political Department. The important subject of relations with the Indian States was withdrawn from the purview of the Governor General and the Government of India, and was placed directly under the control of the "Crown Representative", who was "a legal entity wholly distinct from the Governor General and the Government of India" (although both the offices of the Crown Representative and the Governor General were vested in the same person). This meant a complete severance of the political functions of the Foreign and Political Department, and the consequent need for the immediate creation of a separate Political Department directly under the charge of the Crown Representative. Thus two separate departments, viz., (i) Foreign Department, which was redesignated as the External Affairs Department, and (ii) Political Department came into existence. The Department of External Affairs took up all matters which were previously handled by the Foreign Secretary, while the Political Department took over all the items of work which were previously allotted to the Political Secretary in the Foreign and Political Department.

Another important secretarial change which took place in 1937 was the bifurcation of the Department of Industries and Labour into two separate departments, viz., (i) Department of Labour, and (ii) Department of Communications. Under this scheme of bifurcation, which took effect from 8th November, 1937, the Department of Labour was entrusted with all the work relating to Labour, Public Works, Stationery and Printing, Geological Survey, Mines, Electricity, Boilers, Explosives, Factories, and Inter-provincial Migration. The Department of Communications, on the other hand, was to deal with Posts and Telegraphs, Civil Aviation, Broadcasting, Roads, Meteorology, and Patents and Designs. Of the remaining subjects dealt with previously by the Department of Industries and Labour, the work relating to industries was transferred to the Commerce Department, while "Ecclesiastical" and "Copyright" were transferred to the Defence Department and the Department of Education, Health and Lands respectively.

The Second World War, which commenced in 1939, led to a tremendous increase in work, resulting in several changes in the secretariat of the Government of India. A new department known as the "Department of Defence Coordination" was created on 22nd February, 1939, to coordinate the work of all departments concerned with war preparations. In particular, it was to deal with emergency legislation, problems relating to transport and arrangements for supply in time of war to meet the needs of the Defence Services and the civil population generally.

During the war period it was felt necessary to centralise the entire publicity and information machinery of the Government of India, and also to exercise effective control over the broadcasting service. With this object in view, a new department known as the "Department of Information and Broadcasting" was created in October, 1941. Consequently, the work relating to broadcasting was transferred to this new department from the Department of Communications.

In 1941 a separate "Indian Overseas Department" was created, and the work relating to Indians in overseas countries, which was previously dealt with in a Section of the Department of Education, Health and Lands, was entrusted to this new Department. In 1945 the Indian Overseas Department was also entrusted with the work connected with Burma and Commonwealth countries, including the rights of Indians in those countries. Subsequently the Indian Overseas Department was redesignated as the "Department of Commonwealth Relations", and in 1947 it was amalgamated with the External Affairs Department, thus giving birth to the Department of External Affairs and Commonwealth Relations.

As a result of the Cripps Mission, a new Defence Department was set up in 1942 under an Indian Defence Member, and the old Defence Department was redesignated as War Department. At the end of World War II, the Defence Department was merged into the War Department, and the amalgamated department was subsequently known as the Defence Department.

The unusually heavy pressure of work in the Communications Department during the war, and the need for immediate decisions in matters relating to transport etc., necessitated some change in the organisation of that Department. Accordingly, in July, 1942, the Communications Department was split up into two separate departments, *viz.*, the Department of Posts and Air, and the Department of War Transport. The Department of Posts and Air was made responsible for matters relating to Civil Aviation, Posts and Telegraphs, Meteorology, Railway Inspectorate, Central Roads Fund etc. The main duty of the Department of War Transport was to coordinate the demands for transport in war time. It also dealt with matters relating to major ports, railway priorities, and utilisation of road and inland water transport. In 1946, the Department of Posts and Air was reorganised and redesignated as the Department of Communications.

As a result of the Second World War, there was an acute shortage of food in India, and it became the imperative duty of the Government to ensure that the overall shortage of foodgrains was shared equally by all the provinces in the country. This could only be done by adequate procurement of foodgrains and their speedy movement from the surplus to deficit areas. This was a mighty task, and it was necessary to have a centralised organisation to handle it. Therefore, in December, 1942, a

Department of Food was constituted under the Commerce Member of the Governor General's Council. The new Department took over all questions regarding the control of price and movement of food-stuffs, including sugar and salt (but not tea or coffee). The administration of Export Trade Control in respect of food-stuffs was also transferred to this Department. With effect from 1st January, 1943, the procurement and purchase of all food requirements of the army was also entrusted to the Food Department. As the work in the new Department increased steadily a separate portfolio of Food Member was created in the Governor General's Council in August, 1943.

The chronic shortage of consumers' goods during the Second World War and the absence of any organisation to supervise their equitable distribution led the Government of India to constitute the Department of Industries and Civil Supplies in 1943. This Department functioned till 1946, when the Department of Supplies was amalgamated with it, and a new Department of Industries and Supplies was formed.

As early as 1941, the Government of India had constituted a number of committees to enquire into the ways and means for the proper development of the country's resources. In 1944 a separate Department of Planning and Development was created to deal with matters relating to the post-war economic reconstruction of India. In collaboration with the various Provincial Governments, this Department prepared a number of schemes for development to be undertaken immediately after the war. As a matter of fact, this Department was the fore-runner of the Planning Commission which was set up by the Government of India after the attainment of independence.

The Department of Education, Health and Lands had become extremely unwieldy, and in the interest of efficiency. It was thought necessary to reorganise it. Therefore, on 1st September, 1945, it was decided to split up this Department into three separate Departments, viz., (i) Department of Education, (ii) Department of Health, and (iii) Department of Agriculture. The items of work allotted to each of these three Departments are shown below :—

(i) *Department of Education*—It dealt with all matters relating to general education in India (excluding professional education), the administration of the Benares Hindu University and the Aligarh Muslim University, the Imperial Library, the Indian Museum, the Imperial War Museum and the Victoria Memorial. The registration of unofficial books, libraries, museums and records was entrusted to this Department, and it also dealt with the work relating to Archaeology, Anthropology, Copyright and Literary Societies etc.

(ii) *Department of Health*—This department was entrusted with all work relating to international conventions and agreements relating to quarantine and other health matters. It was also given the charge of port and air quarantine, public health and sanitation, medical relief, central agencies for research and training connected with public health and medical relief, medical education, medical, dental, pharmaceutical and nursing professions, drinking water supplies and drainage, census, vital statistics and registration of births and deaths, pilgrimages in India, burials and burial grounds (other than European cemeteries), inns and inn-keepers.

(iii) *Department of Agriculture*—The Agriculture Department was given the charge of the Survey of India, the Botanical Survey of India, the Zoological Survey of India (except Anthropology), Agriculture and Horticulture (including agricultural education, statistics and research), Cooperative Societies including rural finance, agricultural markets etc., Land including general questions relating to land, procedure in rent and revenue courts, recovery of claims and acquisition of land. It also dealt with Animal Husbandry including veterinary training and research, protection of wild birds and animals and prevention of cruelty to animals. Forests and Inland Fisheries also came within the purview of this Department.

During the Second World War the activities of the Department of Labour had increased tremendously, and it became so unwieldy that an immediate redistribution of its work became an immediate necessity. Therefore on 8th April, 1946, the Labour Department was split up into the following two separate departments :—

- (i) Department of Works, Mines and Power, and
- (ii) Department of Labour.

In addition to the problems relating to labour, the new Department of Labour was entrusted with the responsibility of the rehabilitation of civil and military demobilised personnel. It administered and controlled Employment Exchanges, Technical Training Centres, Labour Tribunal etc. The Department of Works, Mines and Power was, on the other hand, entrusted with Public Works, Mines, Geological Survey, Stationery and Printing, Boilers and Explosives.

The year 1947 saw the advent of a new era in the history of India. With the attainment of independence on 15th August, 1947, ended the British rule in this country after almost two centuries. The Indian Independence Act of 1947, while recognising the independence of India, divided her into two dominions, viz., India and Pakistan. However, with the setting up of a popular government in India under elected Ministers, the various Departments of the Government of India were henceforth known as "Ministries". The following departments were redesignated as Ministries with effect from 29th August, 1947 :—

- |  |                                       |
|--|---------------------------------------|
| (1) Home   | (11) Agriculture                      |
| (2) External Affairs and<br>Commonwealth Relations | (12) Food                             |
| (3) Defence  | (13) Industries and<br>Supplies       |
| (4) Commerce                                       | (14) States                           |
| (5) Communications                                 | (15) Legislative                      |
| (6) Finance  | (16) Works, Mines and<br>Power        |
| (7) Transport                                      | (17) Labour                           |
| (8) Railways                                       | (18) Information and<br>Broadcasting. |
| (9) Education                                      |                                       |
| (10) Health  |                                       |

During the post-Independence period, there have been several changes in the organisational set up of the Government of India. These were necessitated by the exigencies of work or were the result of efforts to bring about

efficiency and economy in administration. But very few records of this period have so far been transferred to the National Archives of India, and as such, it is not possible to have a clear picture of these changes, or to relate the circumstances which made these changes necessary. It is, therefore, proposed to close this narrative of the growth of the Central Government Secretariat at this stage. It is needless to add that the above narrative takes into account only the broad changes in the secretariat of the Government of India. A detailed account of every minor change during the past two centuries will perhaps be outside the scope of the present Guide. It is, however, hoped that the present account will be found useful by all who have occasion to draw upon the vast and valuable collection of records housed in the National Archives of India.

## CHAPTER IV

### SYSTEM OF RECORD KEEPING

It has been noted in the foregoing chapter that the Government of India as it exists today originally evolved from a few British settlements in Bengal, known as English Factories. In early days the business of a Factory related only to trade and other connected subjects. It was disposed of in a Council, consisting of the senior Factors and presided over by the Chief Factor or the Governor. The number of members of the Council varied from time to time till the Regulating Act of 1773 fixed it at four, including the Governor General. The matters for disposal were discussed in the Council and orders were passed on them. These matters, in brief, together with the orders passed on them, were subsequently entered in a book by the Secretary to the Council. It was also customary to record in this book important matters or uncommon events at a Factory, but these matters were eliminated later. This book in its earlier stages was called the "Diary and Consultation Book", and later only the "Consultation Book". In addition to this Consultation Book, two other books were maintained, one containing copies of the letters received and the other copies of the letters issued by the Factory. These three books contained the complete record of the transactions of a Factory, except of course the Letters to and from the Court of Directors in England, which were bound in separate volumes. The letters to the Court of Directors contained summaries of the transactions in India, while the letters from the Court contained generally the criticism of the Directors on the conduct of business in the Factories, and also instructions for future guidance.

With the acquisition of fresh territories by the East India Company and the consequent increase in business, it became necessary to make slight changes in the system of record-keeping. The registers of letters received and issued were abolished, and the documents considered in Council, together with the orders passed on them, were henceforth entered in full in the "Consultation Book". The procedure may be briefly stated thus. The documents to be considered at a meeting of the Council were placed before it by the Secretary. At the end of the meeting he prepared the minutes. In these minutes the list of papers and the orders, resolutions etc., recorded on them, sometimes in full, were entered in the order in which the papers had been considered in the Council, and numbered serially. A separate series of numbers was used for each day's meeting. These minutes were known as "Body Sheets". Subsequently the full account of the proceedings of the meeting was entered in a book. The order of entry was the same as in the "Body Sheets", except that the documents were copied out in full. This book containing the proceedings of a day's meeting was placed before the Council at its next meeting, which was generally held after an interval of one week, for approval and signature of the members. These books or volumes which were originally termed "Consultation Books" came to be known as "Proceedings Volumes", and the original documents from which copies were made were called the "Original Consultations". The original consultations were then made up into bundles of convenient size, placed between two wooden boards and kept separately, a label being fixed on each bundle showing the period covered by it. It may be mentioned

that in some instances enclosures to documents were not copied into the proceedings volumes through oversight but they were retained with the original consultations.

Certain communications which were of a routine nature and were not important enough to be placed before the Council were replied to directly by the Secretary. Copies of such letters were kept in a separate volume which was known as the "Order Book".

With the growing power of the East India Company, the volume of work also increased and subjects other than trade and commerce had to be dealt with by it. Therefore, in the interest of efficiency and for facility of work, it became necessary to divide the business of the Company into various sub-heads, such as Public, Secret, Political, Military etc. With the creation of each such department, separate proceedings for it were started, thus giving rise to new series of records. But this did not affect in any way the general principle or the system of record-keeping. For the sake of facility in disposing of business, the work relating to a department was allotted to a particular day of the week, and thus we generally have weekly proceedings of the various departments. The same division of subjects was made in the Letters to and from the Court of Directors, and thus in due course we get Public, Secret, Political, Military etc., Letters or Despatches to and from the Court.

To render the contents of this growing bulk of records easily accessible, indexes were prepared for each series. Unlike modern indexes, they contain abstracts of the documents indexed, and are arranged alphabetically under certain broad headings. These indexes, mostly annual, were bound in separate volumes.

The above system of record-keeping continued till the end of the Company's period, and the most important types of records for this period are the Proceedings Volumes, Original Consultations and the Letters to and from the Court of Directors. The records of this period are almost all in manuscript.

From April, 1860, the system of recording by weekly consultations was abolished, and that of dividing the papers into important and routine, and having a monthly record was introduced into all Government secretariats under orders of the Secretary of State for India. Under this new system all important cases were recorded separately and were placed in category 'A'. They were given a separate serial number in the table of contents of the monthly proceedings, and were all printed. Further, they were sent in bound volumes for the information of the Secretary of State for India. On the other hand, all papers on routine and unimportant matters were recorded separately under category 'B' and were given a separate serial number. They remained in manuscript and were not sent for information to the Secretary of State. Only the table of contents of such papers was printed and was affixed to the monthly volume of proceedings.

In addition to the 'A' and 'B' Proceedings mentioned above, there was another category of records called the "Deposit" papers, which mainly consisted of ordinary petitions or only the docket leaves of the petitions which were returned to the writers. The covering or forwarding letters received from the other Presidencies, e.g., Bombay Government letters forwarding Persia despatches etc., were also put under the category of

“Deposit” records. All such cases received during a particular month were numbered serially and were then listed. This list, which was in manuscript, was kept with the bundle of “Deposit” cases.

There was yet another category of records known as “Secret”. This was introduced by Lord Mayo. The procedure of maintaining and printing these records was the same as in the case of ‘A’ Proceedings, the only difference being that the volumes of these Secret Proceedings were not sent for the information of the Secretary of State for India. Most of the cases recorded as “Secret” were, however, reported separately as enclosures to the Despatches to the Secretary of State.

It will be noticed that under the system described above, a good deal of discretion was left to the person who actually recorded the cases, as it was left to him to decide which cases should be put under category ‘A’ and which ones under category ‘B’. The risk was greater still when such a person, who was usually a clerk or an assistant, was new to the job. Therefore, in order to limit this discretion of the “Recorder” and to guide him in his work, it was after some time made obligatory on the part of the Superintendents of the various Branches to stamp ‘A’ or ‘B’ on the cases dealt with in their respective sections. But with the gradual increase in the volume of work, the Superintendents of the various sections did not always fulfil this obligation, and we find that by the end of 1879 “a good deal is again left to the discretion of the Recorder”, who only occasionally and in doubtful cases made a reference to the Superintendent.

Some change in the system of record-keeping, therefore, seemed necessary. An effort in this direction was made as early as 1881, when it was suggested that all the papers relating to a particular subject should be kept at one place. But this suggestion was not agreed to, the principal objection to it being “that it would be necessary in consequence of all the papers being *bound together* to put up a whole bulky book-file for the sake of a single paper in it”. In 1892, another attempt was made to introduce the system of keeping records known as the “File System”. The file system was “practically the system of keeping all the papers on one subject together, in the record shelves. This enables the papers being easily got at, and the risk of any relevant papers being accidentally omitted to be put up when the case is being submitted for orders is entirely removed. The papers, beginning from the earliest in the file to the latest, are consecutively numbered and any one by merely examining these numbers can say whether the file is or is not complete”.

Thus we see that the suggested “File System” was quite a rational system of keeping records, but the old conservative ideas prevented its being adopted in actual practice. The then Superintendents of the various Branches in the Home Department were not in favour of any change in the existing system, and the suggestion had, therefore, to be dropped ultimately. As a matter of fact, it was not till 1920 that the question was brought to the front again. Fortunately, this time the suggestion to introduce the file system did not emanate from an individual officer, but formed a part of the recommendations of the Secretariat Procedure Committee, which was appointed by the Government to enquire into the organisation and procedure of the Civil Secretariats and Attached Offices of the Government of India. The Committee, which was presided over by Sir Hubert Llewellyn Smith, made recommendations covering the entire field of the secretariat procedure including the allocation of business among the



departments, the recruitment of staff, the rules for the conduct of business etc. As regards the system of record-keeping, the following were the main recommendations of the Llewellyn Smith Committee :—

- (1) "That there should be a continuous self-explanatory File Number for each file in place of fortuitous numbers for every document, and that miscellaneous correspondence of an unimportant character should not be filed separately but in a miscellaneous correspondence file."
- (2) "That receipts which deal with more than one subject should be broken up and handled independently, the necessary copies or extracts being made and separate files started."
- (3) "That there should be introduced into each Branch a File Bureau, distinct from the rest of the Branch, which will be responsible for all diarizing, marking of progress and safe custody of files."

As regards the printing of the files, the committee recommended that "no file should be printed at any stage unless under the orders of an officer", and that "in passing orders for printing of files, an officer of the standing of an Assistant Secretary should edit them and cut out any notes and other matter which are not of permanent value."

The Government of India decided that the revised system of record-keeping proposed by the Llewellyn Smith Committee should be given a trial. It was, therefore, decided that it should first be introduced as an experimental measure in the Commerce Department. The new system was introduced in the Home Department in June, 1921, and the experience gained of its working in that Department proved it to be an unqualified success. It was found that the File Bureau system greatly simplified diarizing and indexing, while the centralisation of routine work in one self-contained Section resulted in increased efficiency and economy of staff. The revised system of office procedure was, therefore, subsequently introduced in all the Departments of the Government of India.

The system of record-keeping proposed by the Llewellyn Smith Committee proved very satisfactory as is evident from the fact that, with slight variations, it is still being followed in the secretariat of the Government of India as well as its Attached and Subordinate Offices. These minor changes, *e.g.*, keeping notes and correspondence portions of a file in separate covers, referencing and use of slips, docketing or making entries in the "Notes" portion about each communication in the "Correspondence" portion, punching of papers at the left-hand top corner before tagging them to files etc. are really matters of detail and not of principle. The basic recommendations of the Committee like having a continuous and self-explanatory File Number for each file, having a separate file for each distinct subject, or having a separate clerk in each Branch for keeping a record of the movement of files are still followed, and will perhaps continue to be followed till a better system of record-keeping is evolved.

## APPENDIX I\*

*(Showing the functions of the various Departments of the Government of India in 1843)*

*Resolution :*

The Hon'ble the President in Council in communication with the Right Hon'ble the Governor General has taken into consideration the existing arrangements for the conduct of public business in the several Departments of the Government of India and of the Government of Bengal.

2. It has appeared to His Honour in Council desirable as a means of facilitating and improving the general administration and as a system perfectly in accordance with the intentions of the Imperial Legislature, that the Supreme Govt. of India separating itself as far as possible from all administrative details, should confine its attention to the consideration of important questions of Legislation, of Policy and of general principles of Government leaving the details to be exclusively conducted by the respective Local Administrations.

3. It is proper for this purpose and otherwise on general grounds expedient that the system should no longer exist under which in some Departments, the same officer is now at once secretary to the Supreme and to the Subordinate Government.

4. Under the arrangement rendered necessary by this view of the duties appertaining to the two Governments the Secretariat Establishments of the Government of India will consist henceforth of four departments.

(i) The office of the Secretary in the Military Department will remain upon its present footing. For the other branches of administration there shall be

(ii) A Secretary in the Foreign Department charged with the conduct of all correspondence belonging to the external and internal Diplomatic Relations of the Government. His duties to be solely Diplomatic.

(iii) A Secretary in the Home Department who will carry on all Legislative business and conduct the correspondence of the Govt. of India with the Local Governments on all subjects belonging to the departments of their domestic Administrations, that is to say on all subjects connected with the administration of Civil and Criminal Justice and of Police. On all subjects connected with the collection of the revenue in its different branches of Land Revenue, Customs, Salt, Opium and Abkaree and the questions therefrom arising : On matters belonging to the Post Offices : on Ecclesiastical matters; on medical subjects belonging to the Civil branch of the administration : On Civil Public Works and Buildings : On native Education and on the internal and external Marine. This correspondence will however upon the principles already stated be inconsiderable, as an administrative details in these various branches will be conducted by the Local Governments and no reference will be made by them to the Supreme Government, except on matters involving new or undeclared principles, or increase of charge to the State; and except the usual weekly diaries or abstracts of proceedings. This is in fact the system at present in use as regard the Presidencies of Fort St. George and Bombay.

(iv) A Secretary in the Financial Department to conduct the duties described in the Resolution of the President in Council dated the 4th January last. It will not His Honour in Council think be advisable to add to this officer's duties any of the details belonging to the collection of the Revenue in its different branches. They are of a nature quite foreign to his essential duties as an officer of Finance and it is only necessary for him to be acquainted as he is at present with the figured results of the management of the Revenue Departments. Accordingly His Honour in Council has in this Resolution, allotted these details to the Home Secretary to whom by their nature they most properly belong.

(v) The Secretaries to the Government of India in the Foreign, Home and Financial Departments will draw respectively Salaries of Rs. 52,200 annually.

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\*Home Dept., Public Progs., 3rd May, 1843, No. 1

(vi) The offices of Junior and Deputy Secretaries to the Govt. of India in the Legislative, General, Judicial and Revenue Departments are abolished. e

(vii) An Under Secretary will be appointed in the Foreign Department who will be allowed a salary of Rs. 12,000 annually.

(viii) The Govt. of Bengal will upon the principle above stated conduct all the details of its administration in the Departments heretofore styled "Judicial", "Revenue" and "General". These include all business connected with the administration of Civil and Criminal Justice; and the management of Police, Public Works of a Civil description and the Civil, Medical and Ecclesiastical Administration; the Collection of Revenue in all its branches of Land Revenue, Customs, Salt, Opium, and Abkaree; the Post Office; the department of Education and the internal and external Marine.

(ix) Respecting Education the Establishments within the two Divisions of the Presidency which are now carried on under the direction of the Supreme Government will henceforth be superintended by the Govt. of Bengal and Agra respectively—The Council of Education being placed in direct communication with the Government of Bengal and in other respects remaining on its present footing until further orders.

(x) In regard to the marine His Honour in Council observes, that if it were determined to place it under the direct management of the Supreme Govt. it would fall most conveniently to the Department of the Home Secretary. But it can hardly be so placed, in consistence with the principles already declared. For if the Bengal Marine be taken into the management of the General Govt. of India so also for like reasons should the Bombay Marine. But the Marine Department requiring in an especial manner promptitude in its management and being for the most part quite local in its relations, ought always to be controlled at Calcutta as well as at Bombay by an authority on the spot. It has never been found practicable to bring the Marine Department of Bombay under the management of the authorities at Calcutta or to remove it from the immediate control of the Government of the Presidency to the Port of which it belongs. And thus the Marine of Bengal though it might be managed by the General Government so long as that Government was stationed in Calcutta, could not conveniently remain under its management if the General Government were for a time transferred to any distant inland station of the Indian Territory.

(xi) His Honour in Council has therefore resolved to place the details of the Marine Administration of Bengal internal and external, under the management of the Local Government of that Presidency controlled generally in this as in all other Departments by the Supreme Government of India.

(xii) There will be one Secretary to the Govt. of Bengal to conduct all the correspondence, belonging to the departments of its domestic administration. He will be assisted by two Under Secretaries, and he will draw a Salary of Rs. 36,000 per annum.

(xiii) The Offices of Depy. Secretary to the Government of Bengal are abolished.

(xiv) Two Under Secretaries will be appointed on salaries of Rs. 12,000 per annum respectively and attached to the Government of Bengal. No increase of expense will be incurred by this arrangement.

(xv) The Honorable the President in Council is pleased to make the following appointments.

Mr. J. Thomason to be Secretary to the Government of India in the Foreign Department and to be in charge of all the Civil Departments of the Supreme Government with the Governor General. Mr. G. A. Bushby to be Secretary to the Govt. of India in the Home Department. Mr. T. R. Davidson to officiate as Home and Foreign Secretary to the Govt. of India until further orders. Mr. P. Melvill to officiate until further orders as Under Secretary in the Home and Foreign Offices.

(xvi) Ordered that a copy of this Resolution be transmitted to the Hon'ble the Deputy Governor of Bengal with a request that his honor will appoint two Under Secretaries for the Govt. of Bengal and that he will direct the Secretary to that Government in the Judicial and Revenue Departments to take charge of the other Departments intimated in this Resolution.

(xvii) The above orders will take effect from the 1st Proximo.

29th April, 1843,

(Sd.) T. R. DAVIDSON  
Secretary to the Govt. of India.

## APPENDIX II\*

### *(Showing the functions of the various Departments of the Government of India in 1876)*

In exercise of the power given to the Governor General by Section VIII of the Indian Council Act, 1861, I have made the following rules and orders for the more convenient transaction of business in the Council of the Governor General, in supersession of all rules and orders heretofore made for that purpose :

\* \* \* \* \*

The following subjects shall, for the purpose of these Rules, be deemed to pertain to the Department opposite to which they are respectively placed :

#### 1. HOME DEPARTMENT

All business connected with the following branches of the Administration in British India :

1. Law and Justice (including Jails and the Penal Settlements in the Andaman and Nicobar Islands).
2. Police.
3. Education.
4. The Ecclesiastical Service.
5. The (Civil) Medical Service.
6. Sanitation (except as to the Army).
7. Municipalities.
8. Public (including questions connected with the Civil Service, the working of the Patent Law, the Registration Act, the Copyright Act, and Archaeology).
9. In the Hyderabad Assigned Districts all business connected with Law and Justice, Police, Education, the Ecclesiastical Service, the (Civil) Medical Service, Sanitation, Municipalities, and Public, as specified in No. 8 above.
10. In Mysore all business connected with Education (No. 3).

#### 2. REVENUE, AGRICULTURE AND COMMERCE DEPARTMENT

Emigration.

Commerce and Trade—

Includes Merchant Shipping, Ports and Port-dues, Lighting and Pilot Services, Dangers to Navigation.

Industry, Science and Art—

Including Museum, Exhibitions.

Minerals and Geological Survey.

Meteorology.

Customs—Sea and Inland.

Statistics—Export, Import, and Inland Trade, Navigation, Census, Weights and Measures, Gazetteers and Orthography of Indian Proper Names.

General.

Land Revenue and Settlements.

Takavi Advances for Works of Agricultural Improvement.

Agriculture and Horticulture.

Famine.

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\*Extract from the Home Department, Public 'A' Proceedings, November, 1876, Nos. 133-135.

Fibres and Silk.

Cattle-breeding, Cattle-disease.

Fisheries.

Surveys—Revenue, Topographical, Trigonometrical and Marine.

Forests.

### 3. FOREIGN DEPARTMENT

1. Political matters generally.
2. Relations with Foreign States beyond the limits of India.
3. Relations with Native States and with Feudatories within the limits of India.
4. Control of the Administration of Frontier Districts, and relations with Frontier and Hill Tribes, independent or semi-independent.
5. Control of the Administration of the Hyderabad Assigned Districts, **except** in regard to business in the following branches :  
Ecclesiastical, Judicial, Police, Jails, Registration, Medical and Sanitary, which is dealt with in the Home Department.
6. Control of the Administration of Mysore, **except** as regards Education, which is dealt with in the Home Department.
7. Control of the Administration of Ajmer-Mhairwarra.
8. Political Prisoners.
9. Supervision of the Department for the suppression of Thuggee and Dacoitee in Native States.
10. Political Pensions.
11. Questions of Extradition and Extra-territorial Jurisdiction.
12. Titles.
13. Order of the Star of India.
14. Recognition of Consuls.
15. Grant of Passports.
16. Ceremonials.

### 4. FINANCIAL DEPARTMENT

All matters connected with the Administration of the several Presidencies and Provinces in India in the following Branches :

1. Department of Account, including the Money Order Department, Banks, Alienation of Imperial Revenue, Estimates, Loans, Escheats, the Administration of Estates of Intestates.
2. Mint and Paper Currency.
3. Separate Revenue.
 

{	Assessed Taxes.
	Excise.
	Opium.
	Stamps.
	Post Office.
4. The Expenditure of Public Money, Leave, Leave Allowances, &c. Pay and Allowances, Pensions, Gratuities, &c., Supply of Stores from Home, including Books and Periodicals.

### 5. MILITARY DEPARTMENT

All matters connected with the Administration of the Army and Sea-going Marine in all Presidencies.

### 6. PUBLIC WORKS DEPARTMENT

Public Works.

Telegraphs.

*The 2nd November, 1876.*

LYTTON

## APPENDIX III\*

### *(Showing the functions of the various Departments of the Government of India in 1923)*

In exercise of the power conferred on the Governor-General by section 40, sub-section (2), of the Government of India Act, I have made the following amendments in the rules and orders for the transaction of business in the Executive Council of the Governor-General, namely :—

\* \* \* \* \*

The business of the Government of India shall be classified and distributed among the different Departments under the following heads, and each of the subjects hereinafter indicated shall, for the purpose of these rules, be deemed to belong to the Department to which it is allotted in the annexed list :—

#### (A) ARMY DEPARTMENT

All business (except Finance) connected with—

- (i) The Army;
- (ii) Cantonments and the Cantonment Magistrates' Department throughout British India and, excepting Political matters in all places in Indian States administered by the Governor-General in Council;
- (iii) Indian Medical Service;
- (iv) The Royal Indian Marine; and
- (v) Marine Surveys and dangers to navigation (corresponding with the Hydrographic section of the Admiralty);
- (vi) Royal Air Force.

#### (B) COMMERCE DEPARTMENT

All business connected with administration of—

- (i) Shipping, including—
  - (a) Lascar seamen;
  - (b) Merchant Shipping;
  - (c) Ports, docks, port dues and pilotage;
  - (d) The lighting of coasts;
  - (e) Inland navigation;
  - (f) Fisheries.
- (ii) Trade and Commerce, including—
  - (a) Company Law (excluding banking law);
  - (b) Commercial Intelligence and Statistics;
  - (c) Tariffs and Tariff Valuations and excise duties other than administration.
  - (d) Foreign and Internal trade;
  - (e) Commercial Education;
  - (f) Merchandise marks;
  - (g) Weights and measures.
- (iii) Import and Export Regulations (including export cesses);
- (iv) Exhibition;
- (v) Life Assurance;
- (vi) Actuarial work.

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\*Extract from Home Department (Public) File No. 172 of 1923.

## (C) DEPARTMENT OF EDUCATION, HEALTH AND LANDS.

All business connected with the administration of—

- |  |   |
|--|---|
| (i) Education (except as regards Chiefs' Colleges and technical education, the various branches of which are dealt with by the Departments which administer the subjects concerned); | } Throughout British India except British Baluchistan and Ajmer-Merwara; and in Berar.                                  |
| (ii) Examinations (except as regards Pashtu, Baluchi and any other Frontier language in the North-West Frontier Province);   |   |
| (iii) Municipalities;  |   |
| (iv) Local Boards;   |   |
| (v) Records offices, and the preservation and management of the public records;  |   |
| (vi) Imperial Library;   |   |
| (vii) Books and Publications;  |   |
| (viii) Reformatory Schools;  |   |
| (ix) Oriental languages;   |   |
| (x) Archaeology and Epigraphy;   |   |
| (xi) Ecclesiastical matters and the Ecclesiastical service;  |   |
| (xii) Gazetteers;  | } Throughout British India except the North-West Frontier Province British Baluchistan and Ajmer-Merwara; and in Berar. |
| (xiii) Arts and Museum;  |   |
| (xiv) Zoological Survey;   |   |
| (xv) Medical Administration including the administration of the Civil Medical Services;  |   |
| (xvi) Public Health and Sanitation;  |   |
| (xvii) Medical Research;   | } Throughout British India and in Berar.  |
| (xviii) Land Revenue (except as regards jagirs in the North-West Frontier Province and British Baluchistan);   |   |
| (xix) Land Surveys;  |   |
| (xx) Civil Veterinary Department;  |   |
| (xxi) Agriculture;   |   |
| (xxii) Famine;   |   |
| (xxiii) Co-operation;  |   |
| (xxiv) Forests and arboriculture;  |   |
| (xxv) Central Research on these subjects;  |   |
| (xxvi) Botanical Survey of India;  |   |
| (xxvii) Food-stuffs;   |   |
| (xxviii) Emigration (except to Egypt, Palestine and Mesopotamia and foreign countries other than Surinam).   |   |
| (xxix) Cinchona cultivation and the supply of Quinine.   |   |

## (D) FINANCE DEPARTMENT

All business throughout British India and in all places in Indian States administered by the Governor-General in Council connected with the administration of—

- (i) General Finance, that is to say—
- (a) the Public accounts and estimates;
  - (b) the Public expenditure;
  - (c) the Public Ways and Means, including loans to and from the Public Treasury;
  - (d) the management of the Public funds;
  - (e) Taxation;
  - (f) Provincial and local finance;
  - (g) the borrowing of public bodies; and
  - (h) Alienations of revenue and of land.

- (ii) Customs;
- (iii) Taxes on Income;
- (iv) Salt;
- (v) Opium;
- (vi) Excise;
- (vii) Stamps;
- (viii) Currency and Banking, that is to say—
  - (a) the Mints;
  - (b) Coinage;
  - (c) Paper Currency; and
  - (d) the Imperial Bank of India and other Banks.
- (ix) Salaries and allowances, that is to say—
  - (a) the pay and allowances of public officers;
  - (b) Leave to public officers; and
  - (c) Pensions and gratuities.
- (x) The Civil Accounts Department, including Treasuries;
- (xi) Army Finance; and
- (xii) The Military Accounts Department.

(E) FOREIGN AND POLITICAL DEPARTMENT

All business connected with—

- (i) External politics;
- (ii) Relations with Foreign States beyond the limits of India;
- (iii) Consular appointments;
- (iv) Passports;
- (v) Emigration to Egypt, Palestine, Mesopotamia and foreign countries other than Surinam;
- (vi) The control of relations with Frontier Tribes and of the administration of Frontier Constabulary and militia employed in connection with such Tribes;
- (vii) The control of the Administration of the North-West Frontier Province, Baluchistan, Ajmer-Merwara and the pargana of Manpur in British India, and of all places in Indian States administered by the Governor-General in Council, save in so far as relates to any particular class of business in any of the said territories or places which is by or under any other provision in this rule allotted to another Department;
- (viii) Extradition and extra-territoriality;
  - (ix) the Political Service;
  - (x) Political prisoners;
  - (xi) Political pensions;
  - (xii) Relation with Indian States and Feudatories within the limits of India;
  - (xiii) Indian States Forces;
  - (xiv) the Chiefs' Colleges;
  - (xv) The Indian Orders of the Star of India, Indian Empire, and Crown of India and all British Orders;
  - (xvi) Indian titles; and
  - (xvii) Ceremonials.

(F) HOME DEPARTMENT

All business connected with—

- |  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>(i) Internal Politics;</li> <li>(ii) Law and Justice (except as regards petitions in jirga cases in the North-West Frontier Province);</li> <li>(iii) Police (except as regards the Border Military Police in the North-West Frontier Province);</li> </ul> | } | <p>Throughout British India except British Baluchistan and Ajmer-Merwara; and in Berar.</p> |
|--|---|---|



- |   |   |  |
|---|---|--|
| (iv) Jails;   | } | Throughout British India except North-West Frontier Province, British Baluchistan and Ajmer-Merwara; and in Berar.     |
| (v) The Indian Arms Rules;  |   |  |
| (vi) The Indian Civil Service.  |   | Throughout British India and in Berar.   |
| (vii) Control of the Minor Administrations of Coorg, Delhi and the Andaman and Nicobar Islands, save in so far as relates to any particular class of business allotted to another Department. |   |  |
| (viii) Judicial and administrative establishments;  |   | Throughout British India except the North-West Frontier Province, British Baluchistan and Ajmer-Merwara; and in Berar. |
| (ix) Registration;  | } | Throughout British India except British Baluchistan and Ajmer-Merwara; and in Berar.                                   |
| (x) Naturalization of aliens;   |   |  |
| (xi) Lunatic Asylums;   |   |  |
| (xii) Escheats and intestate property;  |   |  |
| (xiii) European Vagrancy Act;   |   | Throughout British India and in Berar.   |
| (xiv) Census;   |   |  |

## (G) DEPARTMENT OF INDUSTRIES AND LABOUR

All business connected with—

- (i) Development of Industries (Central aspects);
- (ii) Geology and Minerals, including the Geological Survey of India and the administration of the Mines Act;
- (iii) the Indian Explosives Act;
- (iv) the Indian Petroleum Act;
- (v) Printing and Stationery;
- (vi) Patents and Designs;
- (vii) Copyright;
- (viii) the Indian Factories Act;
- (ix) Legislation relating to steam boilers;
- (x) Legislation on the subject of Electricity (including water-power grants);
- (xi) Inter-provincial Migration;
- (xii) Stores;
- (xiii) Labour legislation;
- (xiv) International Labour Organization;
- (xv) Meteorology;
- (xvi) Post Office;
- (xvii) Telegraphs;
- (xviii) Telephones;
- (xix) Wireless telegraphy;
- (xx) Cables;
- (xxi) Civil Aviation;
- (xxii) Civil Buildings;
- (xxiii) Communications (including Tramways within municipal limits);
- (xxiv) Irrigation and Canals;
- (xxv) Miscellaneous Public Works; and
- (xxvi) Allotment of office accommodation to the Government of India Secretariat and attached offices.

## (H) LEGISLATIVE DEPARTMENT

All business connected with—

- (i) Legislation in the Indian Legislature;
- (ii) Legislation in Local Councils;
- (iii) Rules and Standing Orders for the conduct of business in the Indian Legislature;
- (iv) Rules for the conduct of business in the Local Legislatures;
- (v) the Proceedings of the Indian Legislature;
- (vi) the publication, translation and supply to Government officers and the public of Acts of the Indian Legislature and Regulations under Section 71 of the Government of India Act;
- (vii) the nomination and election of Members of the Indian Legislature;
- (viii) the preparation and publication of Codes other than Codes appertaining to provinces which have Legislative Councils, Statute Books, Digest: General Rules and Orders and other similar works;
- (ix) Indian Law Reports;
- (x) un-official references for opinion from other Departments;
- (xi) the duties of the Solicitor to the Government of India;
- (xii) the League of Nations; and
- (xiii) the Peace Treaties, and the administrative control of the Clearing Office (Enemy Debts).

## (I) RAILWAY DEPARTMENT (RAILWAY BOARD)

All business connected with—

- (i) Railway questions;
- (ii) Tramways outside municipal limits;
- (iii) Ropeways for the public carriage of goods and passengers;

provided that nothing in these rules shall apply to any business which the Railway Board are competent to dispose of on their own authority and without reference to the Government of India.

SIMLA;

The 4th May, 1923.

R[EADING],  
Governor-General.

## APPENDIX IV\*

*(Showing the functions of the various Departments  
of the Government of India in 1946)*

### 1. AGRICULTURE DEPARTMENT

- I. Agriculture (including Horticulture).
- II. Animal Husbandry (including Veterinary).
- III. Fisheries.
- IV. Forest (including Arboriculture).
- V. Central Agencies and Institutes for training and research in Agriculture, Animal Husbandry, Dairying, Fisheries, Forestry, etc.
- VI. The Indian Agriculture Service, Indian Veterinary Service, Indian Forest Service and Indian Forest Educational Service.
- VII. Grow More Food and Fodder.
- VIII. Land Utilization.
- IX. Minor and Emergency Irrigation.
- X. Agricultural Machinery.
- XI. Fertilizers and Manures.
- XII. Control of Pests and Diseases of Plants and Animals.
- XIII. Commodity Committees (Except those relating to tea, coffee and rubber).
- XIV. The Imperial Council of Agricultural Research.
- XV. Cesses for financing the Imperial Council of Agricultural Research and Commodity Committees.
- XVI. Central Agricultural Marketing Department.
- XVII. Agricultural Statistics and economics.
- XVIII. Agricultural indebtedness.
- XIX. Co-operation.
- XX. Land revenue and Land tenure.
- XXI. Land acquisition and land alienation.
- XXII. The Survey of India.
- XXIII. The Botanical Survey.
- XXIV. The Zoological Survey.
- XXV. Pounds and cattle trespass.
- XXVI. Protection to wild birds and animals.
- XXVII. Prevention of cruelty to animals.
- XXVIII. Procedure in rent and revenue courts.
- XXIX. Marine fishing and fisheries.
- XXX. Minor emergency irrigation.

### 2. COMMERCE DEPARTMENT

- I. Trade and Commerce—internal and external, including
  - (a) Commercial Intelligence and Statistics;
  - (b) Exhibitions outside India;

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\*Extracts from the "Administrative Directory of the Government of India", 1946.

- (c) Trade representation abroad including India Supply Commission, London;
- (d) Registration of Capital goods.

- II. Trade Agreements and Commercial treaties with Commonwealth and foreign countries, including
  - (a) Tariff preferences;
  - (b) International commodity agreements;
  - (c) International conventions bearing on trade or similar matters.
- III. Tariff Policy and protective tariffs, including—
  - (a) Tariff Board;
  - (b) Tariff Valuations.
- IV. Control of Imports and Exports.
- V. Trade Marks and Merchandise Marks—except Merchandise Marks under the Agricultural Produce Act.
- VI. Company Law, excluding banking law.
- VII. Insurance and law of insurance, including Provident Societies and actuarial work but excluding health and unemployment insurance for industrial labour and Post Office insurance.
- VIII. Registration of Accountants and the Indian Accountancy Board.

*Commerce—Special War Items*

- IX. Trading with enemy and enemy firms; Custody of Enemy Property.
- X. Reparations.
- XI. War Risks Insurance.
- XII. Emergency scheme for the purchase and export of tea.
- XIII. U.N.R.R.A.

*Marine*

- I. Maritime shipping and navigation, including
  - (a) Wireless telegraphy on ships;
  - (b) the carriage of passengers and goods by sea;
  - (c) the mercantile marine, including training therefor;
  - (d) merchant shipping, but temporarily excluding coastal shipping by country craft.
- II. Welfare of Indian Seamen including health and unemployment insurance for seamen.
- III. Marine Engineering including training therefor.
- IV. Lighthouses and other provisions for the safety of shipping and dangers to navigation outside tidal waters.

*Marine—Special War Items*

- V. Control of Indian Shipping including requisitioning.
- VI. Compensation schemes for Ships' Officers and Seamen.

3. COMMONWEALTH RELATIONS DEPARTMENT

- I. Conduct of relations between India and the Dominions.
- II. Welfare and safeguarding of interests of Indians proceeding to or domiciled in other parts of the British Commonwealth.
- III. Administration of the Indians Emigration Act and the Rules framed thereunder.

- IV. Regulation of emigration from India to other parts of the British Commonwealth.
- V. Administration of the Reciprocity Act, 1943 and the Reciprocity (South Africa) Rules, 1944, framed thereunder.
- VI. Enquiries in respect of relatives in India of Indians domiciled in South Africa and Northern and Southern Rhodesias for purposes of their entry into those countries.
- VII. Miscellaneous enquiries in respect of Dominions and Colonies within the British Commonwealth.
- VIII. Repatriation of indigent Indians from Dominions and Colonies.
- IX. Pilgrimage to Hedjaz other than pilgrimage to Hedjaz *via* Iraq.
- X. Repatriation of Indian pilgrims stranded at Jedda.
- XI. Whereabouts and welfare of British subjects stranded in Japanese occupied territories within or without the Empire.
- XII. Maintenance of evacuees in India including questions relating to employment of evacuees other than Government Servants and European British Subjects.
- XIII. Repatriation from India of evacuees to their homes and questions connected therewith.
- XIV. Immigration into India in relation to Reciprocity Act, 1943.

#### 4. COMMUNICATIONS DEPARTMENT

- I. Posts and Telegraphs including—
  - (a) Telephones, Wireless and other like forms of communications.
  - (b) Post Office Savings Bank (Administration).
  - (c) Postal Life Assurance Fund (Administration).
- II. Civil Aviation.
- III. Meteorology.
- IV. Railway Inspectorate.

#### 5. EDUCATION DEPARTMENT

- I. Education, general, technical and professional including the Benares Hindu University and Aligarh Muslim University and provincial Education but excluding medical and agricultural education.
- II. The Imperial Library, the Indian Museum, and the Indian War Memorial.
- III. The registration of unofficial books; Libraries including the Imperial Sectt. Library; Museums and records.
- IV. Copyright.
- V. Cultural & Scientific Societies and Associations.
- VI. Reformatories including social and moral hygiene and children's court.
- VII. Archaeology.
- VIII. Anthropology.
- IX. Imperial Record Deptt. (Indian Historical Records Commission).
- X. United Nations Educational, Scientific & Cultural Organisation.
- XI. Further Education of Ex-service personnel.
- XII. Charitable endowments relating to Education.

- XIII. Non-theatrical distribution of films.
- XIV. Scholarships for higher studies abroad and in India.
- XV. Educational facilities in foreign countries (especially U.K. & U.S.A.) and matters connected therewith.

## 6. EXTERNAL AFFAIRS DEPARTMENT

- I. External Politics.
- II. Relations with Foreign States (other than commonwealth countries), i.e. China, Japan, Philippines, Dutch East Indies, French Indo-China, Siam, America, European countries, Russia, Afghanistan, Persian Gulf, Iraq, Persia, Syria, Turkey, Egypt, Palestine, Somali Coast, Abyssinia, Arabia, Nepal and Tibet, etc.
- III. Consular appointments.
- IV. Passports.
- V. Control of Tribal Areas of Baluchistan, N.W.F. and Dera Ghazi Khan District and Gilgit and matters relating to the Indian States of Kalat, Las Bela, Kharan, Dir, Swat, Chitral, Amb, Hunza and Nagar and Sikkim. and British Baluchistan and Leased areas.
- VI. Extradition.
- VII. Foreign Refugees.
- VIII. Repatriation of destitute Indians, British subjects from Persia, etc.
- IX. Foreign Settlements in India (Portuguese Possessions and French Establishments).
- X. Himalayan Expeditions.
- XI. Foreign Publicity.
- XII. All Cyphering and de-cyphering work for all the Departments of the Government of India.
- XIII. League of Nations and United Nations Organisation.
- XIV. Post-war developments in Tibet, Bhutan, Nepal, Sikkim and Gilgit, and Persia and Persian Gulf Sheikdoms.

## 7. FINANCE DEPARTMENT

- I. Establishment Division.  
Establishment, Pay and Conditions of Service, Rules and Regulations for all Civil Departments.  
Finance Deptt. Establishment.
- II. Trade, Industries and General Division.  
Financial sanction to general expenditure proposals other than establishment proposals of all Civil Departments.
- III. Finance Division.  
Currency, Banking, Coinage. Administration of Mints and Security Printing, India.  
Dealings with the Reserve Bank of India.
- IV. Budget Division.
  - (a) Central Budget—Capital and Revenue.
  - (b) Public Debt and Ways and Means position.
  - (c) Small Savings Movement.
  - (d) Administration of Central Government Securities.

- V. **Planning Division.**  
Financial Policy with regard to the Schemes of Post-War Development of Central, Provincial and States Governments.
- VI. **Communication Division.**  
Budget and Expenditure proposals of Information and Broadcasting, Communications, Transport and Posts and Telegraphs Departments of the Central Government.
- VII. **Examiner of Capital Issues.**  
Control of Capital Issues. Proposed National Investment Board.
- VIII. **Food Division.**  
Budget and Expenditure proposals of the Food Department.

#### 8. MILITARY FINANCE DEPARTMENT

- I. Pay, allowances, leave, passages, pensions and other conditions of service of—  
(a) officers and personnel of the Army, Air Forces and the Royal Indian Navy, and  
(b) civilians paid from the Defence Services Estimates.
- II. Budget with periodical estimates and Appropriation Report of the Defence Services expenditure.
- III. Stationery, equipment, rations etc., for the Army, Air Forces and the R.I.N.
- IV. Army, Air Forces and R.I.N. Works.
- V. Lease/Lend, Reciprocal Aid, Canadian Mutual Aid and H.M.G.'s Lend Lease to China.
- VI. Adjustment of war expenditure between H.M.G. and the Government of India.
- VII. Scrutiny and communication of Government orders issued from the War Department and Branches of G.H.Q.
- VIII. Maintenance of financial regulations of the Army, Air Forces and R.I.N.
- IX. Administration of the Military Finance and the Military Accounts Departments and establishment of the Finance Department (Supply).
- X. Questions in the Indian Legislature relating to :  
(a) staff and establishment of the Military Finance and Military Accounts Departments.  
(b) Lease-Lend Policy and policy in regard to Canadian Mutual Aid Arrangements, and  
(c) Reciprocal Aid Arrangements.

#### 9. FOOD DEPARTMENT

- I. Co-ordination, Guidance and Control of Food Policy from an all-India point of view.
- II. Planning in regard to food, for the post-war period.
- III. Basic Plan regarding distribution of food supplies.
- IV. Statistics, collection of, regarding production prices, imports and exports of foodstuffs.
- V. Movement, regulation of, in regard to foodgrains by Rail, Road and Sea.
- VI. Storage of Foodgrains on scientific lines. Inspection of Storage Depots and Foodgrain Analysis.
- VII. Progressing the recommendations of the Famine Inquiry Commission.

- VIII. Rationing, Nutrition and Publicity in regard to Food, including Sugar and Salt.
- IX. Procurement, purchases and distribution of foodgrains for civil needs and supply against Defence Services requirements.
- X. Enforcement of Food controls.
- XI. Fresh and Protective Foods and imported and processed foodstuffs.
- XII. Procurement and supply of foodstuffs for Defence Services.
- XIII. Planning and development in respect of food industries allocated to Food Department.
- XIV. Disposal of foodstuffs on behalf of Defence Services.

#### 10. DEPARTMENT OF HEALTH

- I. Port and Air Quarantine.
- II. Public Health and Sanitation including public health services; the prevention and control of disease; occupational health; nutrition; vital Statistics and registration of births and deaths; water supply; sewerage, drainage and the disposal of community wastes; river, beach and air pollution.
- III. The prevention of the extension from one Province or Unit to another of infectious or contagious disease.
- IV. Medical relief, hospitals and dispensaries including medical relief under health and sickness insurance schemes.
- V. Medical, pharmaceutical, nursing and dental professions and education.
- VI. I.M.S. (Civil); medical and public health services; the training of medical and public health personnel.
- VII. Medical, public health, malaria and nutritional research.
- VIII. International sanitary and health conferences and conventions.
- IX. Adulteration of foodstuffs and drugs; drug standards and control of standards.
- X. Cinchona products, quinine, quinine substitutes and medical stores.
- XI. Local Government that is to say, the constitution and powers of municipal corporations, improvement trusts, district boards, mining settlement authorities and other local authorities for the purpose of local self-Government or village administration, municipal community services and town improvement.
- XII. Pilgrimage in India.
- XIII. The Central Research Institute and medical research department; the All-India Institute of Hygiene and Public Health; the Biochemical Standardisation Laboratory; the School of Nursing Administration.
- XIV. Planning and development in relation to the above subjects.

#### 11. HOME DEPARTMENT

- I. General matters relating to recruitment, appointment, discipline, appeals and other conditions of service pertaining to—
  - (a) All-India and Central Services, and
  - (b) Ministerial and Inferior Staff of the Secretariat and attached offices.
- II. Key leave scheme for grant of leave ex-India to officers.
- III. Judicial and Administrative matters relating to Chief Commissioners' Provinces other than British Baluchistan.
- IV. Functions of the Federal Public Service Commission.



- V. Reorganisation of All-India and Central Services and Central Secretariat. Recruitment of war service candidates to All-India and Central Services. Constitution and functions of the Civil Selection Boards and Employment Selection Bureau.
- VI. Budget and appropriation accounts of Chief Commissioners' Provinces of Delhi, Ajmer-Merwara, Panth Piploda and Andaman and Nicobar Islands.
- VII. Census.
- VIII. Rules of Business and Secretariat Instructions.
- IX. Matters relating to—  
 (i) the Reserved Posts Rules.  
 (ii) the Civil Services (Classification, Control and Appeal) Rules.  
 (iii) the Government Servants' Conduct Rules.  
 (iv) Petition and Memorial Instructions.
- X. Proposal for legislation governing jurisdiction and powers of Courts in Chief Commissioners' Provinces.
- XI. Leave and appointment of Members of the Executive Council.
- XII. Fuel and other Essential Supply Schemes.
- XIII. Census of secret boxes and keys.
- XIV. All general matters (other than those involving financial questions) concerning administration and conduct of the Secretariat and its attached and subordinate offices.
- XV. Law and order and internal politics, including preventive detention and administration of press laws.
- XVI. Control (entry, naturalisation and exit) of foreigners (including enemy and suspect foreigners); administration and maintenance of internment and parole camps.
- XVII. General direction and coordination of policy regarding jail administration.
- XVIII. Administration of A. & N. Islands (except Forests, Education and P.W.D.).
- XIX. General direction and coordination of policy regarding Police administration in India.
- XX. Central Intelligence Bureau and its administration.
- XXI. Arms, fire-arms and ammunition (including supply of arms to Provincial Police Forces and the administration of the Arms Act).
- XXII. Protected places and areas and prohibited places and areas.
- XXIII. All matters requiring coordination of administrative policy (other than financial) between the Centre and the Provinces, where Home Department is concerned.
- XXIV. Communal representation in the Services.
- XXV. Verification of character and antecedents of candidates for Government Service.
- XXVI. Repatriation of prisoners and lunatics under the Colonial Prisoners Removal Act.
- XXVII. European vagrants.
- XXVIII. All matters concerning country's Defence (and ARP).

## 12. INFORMATION AND BROADCASTING DEPARTMENT

I. Press Relations.

II. Broadcasting.

III. External Publicity.

IV. Internal Publicity.

### 13. INDUSTRIES AND SUPPLIES DEPARTMENT

- I. Procurement of stores for the Central Government excepting foodstuffs.
- II. Organisation of industry other than that relating to foodstuffs (processed or otherwise) including assistance to industry in this connection.
- III. Administration and control of the Department of Industries and Supplies, including its subordinate organisations.
- IV. Stores purchase policy.
- V. Disposal of surplus or obsolete stores and salvage.
- VI. Production and distribution of coal.
- VII. Coal Grading Board.
- VIII. Industrial Statistics (Administration).
- IX. Inventions and designs.
- X. Federal agencies and institutes for industrial research.
- XI. Administration of Industries generally.
- XII. Administration of Industries (Federal aspect).
- XIII. Protection to industries other than Tariff protection.
- XIV. Industrial exhibitions in India.
- XV. Industrial controls.
- XVI. Control of civil supplies other than foodstuffs.
- XVII. Price control over civil supplies other than foodstuffs.
- XVIII. Coffee Market Expansion Act.
- XIX. Control over rubber production.
- XX. Control over Cotton textiles including standard cloth.
- XXI. Administration and control of India Store Department, London, and Government Test House, Alipore, Calcutta.
- XXII. Weights and measures.
- XXIII. Standardisation of specifications.
- XXIV. Woollen and silk controls.
- XXV. Distribution and price control of Ceylon copra.
- XXVI. Cinemas including the development of Film Industries.

### 14. LABOUR DEPARTMENT

- I. International Labour Organisation—  
Conventions, Recommendations, and all matters connected with.
- II. Welfare of Labour—industrial, commercial, agricultural.  
(All aspects including Housing, Hours of Employment, Wages, Education, Recreation, Employment of women and children.)
- III. Labour Relations—including Trade Unions, Industrial Disputes, Conciliation machinery for Central Government undertakings, mines, oilfields and Major Ports, and appointment and control over Labour Welfare Officers in Central Government undertakings.

- IV. Regulation and Welfare of labour in Mines and oilfields.
  - V. Health and Sickness Insurance; Workmen's Compensation; Invalidity Pension.
  - VI. Unemployment, including resettlement and employment in civil life, except on land, of demobilised members of the Defence Services and discharged war workers, except medical personnel.
  - VII. Unemployment Insurance.
  - VIII. Canteens in Industrial Undertakings.
  - IX. Labour Legislation including Factory Legislation.
  - X. Enforcement of Labour Laws in undertakings under the Central sphere.
  - XI. Safety Measures in Factories.
- NOTE.—(i) In respect of factories the functions are advisory as the administration of the Factories Act rests with Provincial Governments.
- XII. Migration within India.
  - XIII. Old Age Pensions.
  - XIV. Labour Bureau; Statistics, Labour Research, Investigations, Labour Gazette and other publications.
  - XV. Technical and vocational training schemes in India and the schemes for training abroad of higher technical personnel.

#### 15. LEGISLATIVE DEPARTMENT

- I. Advice to Departments on legal matters, including interpretation of laws,<sup>o</sup> scrutiny of statutory rules and orders, legal proceedings and conveyancing.
- II. Drafting of Central Acts and Ordinances.
- III. Publication of Central Acts, Ordinances and Regulations, general statutory rules and orders, and Acts of Parliament relating to India; translation of Central Acts and Ordinances into Urdu.
- IV. Business in the Indian Legislature; the Indian Legislative Rules and Standing orders; elections and nominations to the two Chambers. Secretariat of the Council of State.
- V. The Advocate General of India and other Law Officers.
- VI. The Federal Court: rules relating to the conditions of service of its judges, Officers and Establishments.
- VII. Criminal law and criminal procedure.
- VIII. Civil law and civil procedure, including the law relating to evidence and oaths, marriage and divorce, infants and minors, adoption, wills, intestacy and succession save as regards agricultural land, transfer of property other than agricultural land, registration of deeds and documents, trusts and trustees, contracts, arbitration, bankruptcy and insolvency, administrators general and official trustees and actionable wrongs.
- IX. Reciprocal arrangements with Indian States and other Empire countries for enforcement of maintenance orders.
- X. Summons, etc., from British Indian Courts for execution in Empire countries and *vice versa*.

#### 16. POLITICAL DEPARTMENT

- I. All business connected with the exercise of the functions of the Crown in its relations with Indian States.

## 17. RAILWAY DEPARTMENT (RAILWAY BOARD)

- I. Government Railways—all matters.
- II. Non-Government railways—
  - (a) the regulation of all railways other than minor railways in respect of safety, maximum and minimum rates and fares, station and service terminal charges, interchange of traffic and the responsibility of railway administrations as carriers of goods and passengers.
  - (b) the regulation of minor railways in respect of safety and the responsibility of the administrations of such railways as carriers of goods and passengers.
- III. State Railway Colliery Department.
- IV. Broad gauge and metre gauge wagon pools.

## 18. TRANSPORT DEPARTMENT

I. The following subjects which fall within List I of the seventh Schedule to the Government of India Act, 1935 :—

- I. Major Ports (except Vizagapatam).
- II. Pilotage (except pilotage at Vizagapatam).
- III. Lighthouses, including lightships, beacons and other provisions for the safety of vessels using all major ports except Vizagapatam.
- IV. Compulsory Insurance of Motor Vehicles.

II. In respect of the Chief Commissioner's Provinces (except British Baluchistan)

- I. Tramways within Municipal limits.
- II. Inland waterways and traffic thereon.
- III. Administration of the Indian Motor Vehicles Act; taxation of Motor Vehicles.
- IV. Ferries and tolls.
- V. Vehicles other than mechanically propelled Vehicles.

III. Other subjects not included under the proceeding headings

- I. Programming of important movements in Priority.
- II. Regional railway priority controls.
- III. Co-ordination of transport generally, i.e. (a) rail, (b) road, (c) inland waterways, (d) country craft, and (e) coastal shipping.
- IV. Rationing of Motor Spirit.
- V. Development of Producer Gas.
- VI. Central Road Fund.
- VII. Post-War Road development.
- VIII. Provision and organisation of road transport for essential civil use.
- IX. Post-war Planning of road and inland waterway transport.
- X. Provision and control of spare parts for motor vehicles in essential civil use.
- XI. Statistics relating to highways and road transport.
- XII. Motor Vehicles legislation.

- XIII. Legislation relating to shipping and navigation on inland waterways as regards mechanically propelled vessels and the carriage of passengers and goods on inland waterways.

#### 19. WAR DEPARTMENT

- I. Army (including the Auxiliary and Territorial Forces and the Indian Medical Service), the Royal Indian Navy, the Royal Indian Air Force (including their use in aid of the civil power).
- II. Naval, Military or Air Force Works.
- III. Local Self-Government in cantonment areas (not being cantonment areas of Indian State Forces), the regulation of house accommodation within such areas, and within British India, the delimitation of such areas.
- IV. Acquisition, custody and relinquishment of land vested in the Crown for purposes of defence.
- V. Marine Surveys and dangers to navigation.
- VI. Ecclesiastical Affairs.
- VII. The Special Police Establishment.
- VIII. Vizagapatam Harbour :—Control; Administration, Pilotage; Lighthouses, including lightships, beacons and other provisions for the safety of vessels using the Harbour.
- IX. Estates of deceased officers, warrant officers etc.
- X. Indian Sailors', soldiers' and Airmen's Board.
- XI. Medal Distribution.
- XII. Indian Army List.
- XIII. Control and Supply of printing, stationery and forms for the Armed Forces.
- XIV. Releases from the Armed Forces.

#### 20. WORKS, MINES AND POWER DEPARTMENT

- I. Civil Engineering : General Policy and Control of standards in regard to all branches of civil engineering whether in respect of buildings, air-conditioning, waters, water-ways, water supplies, water works, sanitary projects, irrigation (other than minor irrigation works), flood control, drainage, water storage and water power including—
  - (a) control of C.P.W.D. and execution of Central Works projects;
  - (b) research, and training in relation to civil engineering;
  - (c) the maintenance, equipment, lighting and air-conditioning of Central Government buildings and maintenance of Central Government gardens.
- II. Estate Office.
- III. Mines and minerals, including Indian School of Mines.  
NOTE.—Production of coal will remain temporarily in charge of the Industries and Supply Member.
- IV. Safety in Mines.  
(To be transferred to Labour Department as soon as production duties are removed from Chief Inspector of Mines).
- V. The Geological Survey of India.
- VI. All work appertaining to Central Government in regard to major irrigation works including control of the Central Waterways, Irrigation and Navigation Commission.

- VII. Electricity including control of the Central Technical Power Board.
- VIII. Electrical Commissioner's Office.
- IX. Administration of the Petroleum Act.
  - X. Oil, petrol and petroleum products, subject temporarily to the coordination at present exercised by War and the continuance of petrol rationing by Transport and excluding excise on motor spirit and kerosene but including—
    - (a) all aspects of production, supply and distribution; and
    - (b) distribution, but no production.
- XI. Explosives, excluding the administration of the Explosive Substances Act.
- XII. Gas and gas works, including producer gas.
- XIII. Boilers.
- XIV. Stationery & Printing.

