



GOVERNMENT OF SINDH
MANUAL
OF
SECRETARIAT INSTRUCTIONS
2014

**SERVICES, GENERAL ADMINISTRATION
AND COORDINATION DEPARTMENT
(REGULATIONS WING)
KARACHI.**



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GOVERNMENT OF SINDH
SERVICES, GENERAL ADMINISTRATION &
COORDINATION DEPARTMENT
(Regulation Wing)

Karachi, dated the December, 2014

PREFACE

The pages that follow contain the Manual of Secretariat Instruction, 2014. These were previously titled as Manual of Secretariat Instruction, 1984 brought out by the Regulation Wing of the SGA&CD. The said edition is now out of print.

The present Manual which contains many new and important guidelines for the officers/officials of the Sindh Secretariat has been prepared by Mr. Nawaz Ali Lahgari, the Retired Secretary to Government of Sindh. He has taken great efforts to revise update and make it useful for its day to day use. This has therefore necessitated the need for printing of these Instructions afresh.

3. Every care has been taken to produce a latest version of these Instructions for meeting out the contemporary requirement. All additions which were missing in the earlier manual have been incorporated. Administrative letters/references have also been annexed to make the attempt purposeful. There is every likelihood that some inadvertent omissions may still be noticed by a reader, however, if there are brought to the notice of this Department (Regulation Wing), the same will be addressed appropriately and made good in the next edition.

4. Mr. Abdul Kabir Kazi, Secretary (I&C), SGA&CD, Mr. Abdul Hafeez Umrani, ex-Secretary (I&C), Mr. Abdul Haleem Shaikh, ex-Additional Secretary (Regulation), Dr. Khalil-ur Rehman Shaikh, Additional Secretary (Regulation) and Mr. Musaddique Memon, Section Officer (Regulation-I), SGA&CD deserve full credit for their efforts in bringing out this publication and making it comprehensive. A word of appreciation and tribute to late Asadullah Dharejo, the then Secretary (GA&C), SGA&CD Mr. Mehtab Ahmed, Retired Additional Secretary (Regulation) Mr. Qutbuddin Hingoro, Mr. Aftab Ahmed Memon, ex-Deputy Secretaries (Regulation) and Ms. Uzama Ismail, Deputy Secretary (O&M), SGA&CD who took upon themselves the arduous job of reading the proof and correction of grammar and spelling. The Law Department's role for vetting of the draft is also acknowledged.

(SAJJAD SALEEM HOTIANA)
CHIEF SECRETARY SINDH



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GOVERNMENT OF SINDH SECRETARIAT INSTRUCTIONS

These Instructions shall be known as **Sindh Secretariat Instructions, 2014** and shall supersede all previous instructions and orders on this subject. They supplement the **Sindh Government Rules of Business, 1986**. If there is any inconsistency between these Instructions and the Rules of Business or any other statutory provision, the latter shall prevail.

1. (i) These Instructions may be known as the "Sindh Secretariat Instructions, 2014".

(ii) They shall come into force at once.

2. In these Instructions in addition to the definitions contained in Rule-2 of the Rules of Business, the expressions given below shall have the following meaning unless the context requires otherwise:-

i) **"Attached Department"** means a Department which has direct relation with a Department and has been declared as such by the Sindh Government.

ii) **"Business"** means all work done by the Sindh Government.

iii) **"Head of Department"** means the officer who has been declared as such by Government under Sindh Government Rules of Business, 1986.

iv) **"Governor"** means the Governor of Sindh.

v) **"Section"** means a basic working unit of a Department.

vi) **"Section Officer"** means an officer who is in direct charge of a Section.

vii) **"Subordinate Office"** means a Sindh Government office other than a Department or an Attached Department.

DISTRIBUTION OF WORK

3. The Secretary shall be the official head of the Department and shall be responsible for its efficient administration and discipline. He shall also be responsible for the proper conduct of business allocated to the Department under Rule 22 of the Rules of Business and for the careful observance of these Instructions in his Department.

4. It shall be the duty of the Secretary in the Department to which the subject belongs to ensure that cases submitted to the Minister-in-Charge and, where the Rules of Business so provide, to the Chief Minister, Governor or the Cabinet are submitted in a complete form.

Note: - For the purpose of these Instructions, the expression "the Department to which the subject belongs" has reference to the allocation of subjects among Departments made under the Rules of Business.

5. (i) The Secretary shall determine the maximum extent of delegation of powers to officers serving under him and issue clear standing orders laying down these powers and also the manner of disposal of cases in the Department and shall ensure that:-

- a) the distribution of work is equitable;
- b) the channel of submission of cases is vertical and not horizontal; and
- c) the tiers through which a case has to pass are ordinarily not more than two to three excluding the Secretary.

(ii) The Secretary shall review the delegation of powers to various officers periodically to ensure maximum delegation of authority for disposal of cases at the initial and middle levels, with an appropriate reporting system to keep him fully informed.

6. **Special Secretary**, shall be in charge of the different wings in the Department and shall in consultation with the Secretary submit cases to the Minister.

7. **An Additional Secretary**, unless he is in charge of a Department, shall be entrusted with a well-defined sphere of duty. Within this sphere he shall submit cases in consultation with the Special Secretary and the Secretary of the Department to the Minister.

8. **A Deputy Secretary** shall dispose of all cases in which no major question of policy is involved or which under the rules or standing orders he is competent to dispose of.

9. **The Section Officer** will ordinarily be assisted by an Assistant and a Steno typist.

10. By virtue of being in charge of his Section / Branch, a Section Officer is primarily responsible for its proper working and maintenance of record. A Section Officer shall dispose of all cases where there are clear precedents, and no question of deviation from such precedents is involved or which under the rules or standing orders he is competent to dispose of. In case of doubt he may seek verbal instructions from his senior officer. He shall:-

- i. dispose of all cases pertaining to his Section / Branch;
- ii. supervise the work of ministerial establishment;
- iii. train, help and advise them in performance of their functions and duties; and
- iv. see that discipline and tidiness is maintained.

Superintendent

11. He is responsible for proper working and maintenance of office record and assists Section Officer while disposing of official matters.

Private Secretaries to the Secretaries / Additional Secretaries

12. Private Secretary to Secretary and Additional Secretary shall be responsible:-

- ii. to screen callers and telephone calls.
- iii. to arrange engagements and maintain an engagement diary.
- iv. to prepare papers for meetings and Interviews.
- v. to see that matters requiring the Secretary's/ Additional secretary's attention are brought to his notice in good time and in complete and proper form.
- vi. to maintain and Index N.G.O Cases.
- vii. to receive and arrange and, where necessary, register the Secretary's papers and correspondence including secret and top secret papers.
- viii. to keep record of suspense cases and to see that such cases are put up to Secretary on due dates.
- ix. to keep reference books up-to-date.
- x. to attend to work connected with Secretary's/ Additional Secretary's tours etc.
- xi. to assist the Secretary in such matters as he may direct.
- xii. to keep proper record of movement of files and other classified documents and
- xiii. to receive and conduct visitors.

Personal Assistants / Stenographers

13. Personal Assistant / Stenographer shall be responsible:-

- i. to take dictation, rendering transcripts and doing other typing work.
- ii. to attend telephone and to keep record of trunk calls.
- iii. to keep proper record and movement of files and other papers.
- iv. to keep record of suspense cases, where ordered, and their submission on due dates.
- v. to handle classified papers in accordance with general or special orders.
- vi. to receive and conduct visitors and to maintain officers engagement diary.

vii. to keep reference books upto date and

viii. to attend to work connected with the officer's tours etc.

14. Any other routine official duty that may be assigned by the officer, e.g. reproduction of documents, arranging petty office amenities, recording of entries in the Staff Car Movement Register, receiving from or delivering important dak at PIA, etc.

Section Assistant

15. Section Assistant shall be responsible to:-

i. submit cases to the Section Officer after ensuring that all previous papers, precedents, rules and regulations etc have been made available, the pages on the files are numbered, the correspondence cross-referenced and the regulations duly flagged;

ii. undertake "reference and research" work i.e. acquaint himself with the rules and regulations pertaining to the subjects dealt with in his Section;

iii. maintain such statistics as are required by the Section Officer (e.g. in a Service Branch maintain lists of Officers belonging to a specific cadre, showing their present postings, etc) and while examining old records, take extracts of important policy decisions etc;

iv. undertake classification and weeding of files;

v. prepare such statements and returns as are required by the Section Officer;

vi. Record advice tendered by the Services, Law and Finance Departments on any important matter referred to these Departments in a note-book and also maintain a separate "reference" collection of all important decisions.

vii. compare typing work with the Stenographer, if required to do so;

viii. generally supervise work of the Section Clerk;

ix. In the temporary absence of Section Officer, submit and personally explain "urgent" cases to the Deputy Secretary concerned;

x. putting up previous papers and other references relating to the case under consideration;

- xi. opening of files and keeping a record of movement of files;
- xii. keeping a note of all important orders and decisions;
- xiii. recording, indexing and weeding of files;
- xiv. watching the necessity of keeping priority or security labels on files. He should bring to the notice of the Section Officer the first opportunity that occurs of removing these labels;
- xv. other clerical duties assigned to him, including casual typing, maintenance of diary register, preparation of statements and putting up of routine reminders.
- xvi. perform such other duties as are assigned to him by the Head of the attached Department.

Steno typist

16. Steno Typist shall be responsible for :-

- i) taking dictation, rendering transcripts and doing general typing work;
- ii) attending to receipt and issue work during the absence of the Section Assistant; and
- iii) any other ancillary function and work that may be assigned by the officers, e.g. reproduction of documents, arranging office amenities etc.

Section Clerk

17. Section Clerk shall be responsible to:-

- i. assign file numbers to the fresh receipt as soon as these are received in the Section, diarize them in the Section Diary Register and put them up to the Assistant after making red entries in the Note Sheet, paging the receipt and marking the references quoted therein;
- ii. keep proper record of movement of files going out of the Section;
- iii. issue letters to other Sections in the Department through the Section Dak Book.
- iv. put up cases for reminder on due dates; and
- v. do any other clerical work assigned to him by the Section Officer/ Superintendent/Assistant.

Daftri

18. A Daftri shall be responsible to:-
- i. place the files on racks or in almirahs at their places in chronological order;
 - ii. repair the torn Notes Sheets and pages of files as soon as they come to his notice; and
 - iii. perform any other duty assigned to him by the Section Officer/ Superintendent/Assistant.

Naib Qasid

19. Naib Qasid shall be responsible to:-
- i. attend office at least 15 minutes before office hours.
 - ii. clean office furniture and record before office hours;
 - iii. attend to general arrangement and tidiness of office furniture;
 - iv. carry from one place to another within and outside office premises officials files / papers / dak.
 - v. shift articles of light furniture e.g. chairs, side racks, small side-tables, etc. from one place to another within the office premises;
 - vi. carry steel boxes containing secret / confidential files from one office to another;
 - vii. conduct visitors to the Officers;
 - viii. attend to other small chores like serving of drinking water etc.
 - ix. general arrangement and tidiness of the office, furniture including re-dusting of office furniture, record etc and
 - x. any other duty that may be assigned to him by his Officer Incharge during working hours.

Note: - Dusting of the office furniture is usually done by the 'Farash', before and after office hours. If, however, some articles require re-dusting during office hours, when the Farash is not on duty this could be done by Naib Qasid attached to the officer or Section concerned.

20. No member of the ministerial staff shall in any circumstances take any papers away from the Secretariat except with the previous permission of his / her Section Officer.

21. It shall be the duty of every member of the staff to protect official papers from rough or careless handling and to keep them in good condition.

ATTENDANCE / LEAVE

Observance Of Office Timings

22. All members of staff shall observe office timings prescribed by Government from time to time. Naib Qasid will, however, attend office at least 15 minutes before time to put things in order.

23. An attendance register shall be maintained for the staff in each Section Branch to be initialed on arrival by every member. It should be placed before the Section Officer / Superintendent 10 minutes after the fixed arrival time. The Section Officer/ Superintendent, after initialing the register should send it on to the Deputy Secretary concerned, who shall be responsible for inviting the Secretary's attention to cases of late or irregular attendance which appear to require disciplinary action.

24. No member of the staff shall remain absent without prior permission. In case of absence due to un-avoidable circumstances it should be brought to the notice of the immediate officer on the day of absence through any possible means. Absence for more than three days on grounds of sickness must be supported by a medical certificate.

25. Every application for Leave / Casual Leave should indicate the address at which the applicant can be contacted, if necessary.

Incoming Dak

26. After the Incoming Dak has been marked by the Superintendent section-wise, the Receipt Clerk shall stamp the receipt with a rubber stamp showing the name of the Department and date of receipt, and enter them in general diary. The headings in this diary will be as at Annexure-I.

Receipt and distribution of papers in the Department

27. After the receipts have been entered in the diary, the Receipt Clerk will pass them to the officer concerned on a separate register showing the general diary number only. Urgent and immediate references and covers addressed by name should be sent to officer concerned as soon as received.

28. For matters requiring urgent attention after office hours or holidays every Department shall make arrangements, if necessary, to:-

- i. receive letters, telegrams, files, and messages;
- ii. send cases, flagged with priority labels to the residence of officer concerned; and
- iii. Issue telegrams and urgent letters.

29. Communications received by post and addressed to an officer by name should be sent to him unopened. If the officer is absent on tour or on leave, then these should be sent to the officer who is looking after his work.

Letters addressed to officer by name

30. Communications addressed to an officer by name should be received by the officer himself or by his Private Secretary, Personal Assistant, Stenographer or Assistant. Communications addressed to a Minister should be received, on his behalf, by a member of his personal staff.

31. Communications marked 'Top Secret', 'Secret' or 'Confidential' should be handled in accordance with the instructions contained in the booklet "Security of Classified matter in Government Departments".

32. To facilitate allocation of receipts, the R&I Branch should always be kept supplied with an up-to-date statement showing the subjects dealt with in each section.

33. Communications wrongly marked to a Section should be returned promptly to the R&I Branch. Such receipt should not be diarized in the Section to which they do not relate.

PRIORITY CASES

34. The following priority labels should be used for indicating urgency of a particular case:-

a). IMMEDIATE (PINK)

Cases requiring instant attention to the exclusion of all other work which an officer may be doing at the time. Such cases be sent to the residence of the officer concerned after office hours and on holidays. If sent to the residence, the officer should deal with the cases immediately and, if possible, return it with his orders to the person who brought it. This label should be used most sparingly.

b). URGENT (BLUE)

Cases requiring attention within 24 hours of submission. These labels should be fixed to the wrapper / cover of the file. Once a particular priority has been given to a file it should not continue to have the same priority automatically. Each officer dealing with a file at any stage should satisfy himself that the correct priority has been given to it. He should change the priority if he considers it appropriate to do so.

DISPOSAL OF BUSINESS

35. All business of Government shall be conducted in accordance with the Rules of Business and these Instructions.

Department:-

- i) all cases, summaries and reports requiring submission to the Governor, the Chief Minister and the Cabinet;
- ii) all cases involving major policy and important administrative issues;
- iii) all cases of appointments or promotions that have to be referred to the Governor, the Chief Minister, Minister incharge, Chief Secretary or the Selection Board;
- iv) all cases involving foreign delegations and deputations abroad;
- v) all important cases relating to development plans, annual budget and foreign exchange requirements;
- vi) all cases of transfers of heads of Departments and their Deputies; and
- vii) proposals received from Federal Government which it is proposed to reject.

Note:- The above list may be added to wherever necessary.

37 This shall not apply to cases which, under Instruction, a Special Secretary or Additional Secretary will submit to the Minister direct.

38. All other cases shall be disposed of by officers in accordance with the relevant rules or the powers delegated under these Instructions. All fresh receipts sent down by the Secretary, Additional Secretary or Deputy Secretary shall ordinarily be taken to be sent down "for examination and disposal" without reference to him; unless the case has to be shown to him under the provisions of these Instructions or he specifically asks for the case to be shown to him.

39. No officer shall deal with a case relating to his own promotion, transfer, pay or allowances or with a case dealing with his own official conduct.

Recording of notes and Preparation of drafts

40. As a rule, not more than two officers shall note upon a case before its final disposal except where more than one Section may have to be consulted.

41. When the higher officer agrees with the note or recommendation, he may merely append his signature.

42. In cases which can be disposed of directly by a Section officer, no elaborate note need be recorded.

43. In case where only a perusal of the paper under consideration is sufficient to enable a higher authority to take a decision there shall be no noting beyond a brief suggestion for action.

44. In cases where a formal note is required, it shall be in the form of a statement of the case showing in detail, according to the importance and stage of the case.

- I. the question for consideration,
- II. the circumstances leading up to it,
- III. the rules and precedents bearing upon it, and
- IV. suggestions for action.

45. The reproduction in a note of verbatim extracts from the paper under consideration or its paraphrasing shall as a rule be avoided. It shall be presumed that the paper under consideration will be read by the officer to whom it is submitted.

46. In complicated or protracted cases, particularly those involving references to other Department, the Section officer may prepare and place in a separate cover a duly referenced summary of the case (in triplicate) which shall be kept up-to-date by incorporating important decisions. The summary shall be signed by the officer who prepares it. The facts of the case shall not then be reproduced in the notes portion of the file. A copy of the summary may, if necessary be retained by another Department, when the case is referred to it.

47. All notes shall be temperately written and shall be free from personal remarks. If apparent errors are to be pointed out and if any opinion is to be criticized, it shall be done in respectful language. Proper decorum shall be observed in commenting upon the notes recorded by higher authorities.

48. When it is desired to examine the proposal of another office without showing that office such examination, a 'routine' file may be opened. This procedure should be adopted especially if the proposal is likely to be criticized severely. The routine file shall not be sent out to another office without special orders of the competent authority for treating it as a part of the regular file.

49. To expedite disposal of cases and especially in emergencies, informal discussions between officers of the same Department shall be resorted to. The telephone shall be freely used, provided the subject is not secret. Secretaries and other senior officers shall encourage their subordinate officers to bring up cases for advice, discussion or disposal.

50. A draft of the communication to be issued shall, as a rule, be prepared at the earliest possible stage of the case.

51. All executive actions of the Government shall be expressed to be taken in the name of the President.

52. In order to avoid audit objections, financial sanctions shall be expressed to be made by the authority empowered to make them.

Consultation with other Departments (Inter-Department Reform)

53. The provisions of the Rules of Business regarding consultations with other Departments shall be carefully observed. Such consultations shall be in the following form:-

- i. by sending a written reference specifying the points on which the advice of the other Department is sought;
- ii. by personal consultation in the event of a difference of opinion or delay.

54. Attention shall be given to special instructions issued by the various Departments for consultation with them. Wherever possible, the proposal shall be accompanied by a draft.

55. When it is necessary to consult more than one Department on a case, the consultation shall be effected simultaneously except in cases where the multiplication of documents to be sent would involve an excessive expenditure of time and labour.

56. Where simultaneous references have to be made to more than one Department, the file may be sent to the Department most concerned, other Departments being consulted by means of self-contained office memoranda, unofficial notes, or demi-official correspondence except in cases which can be disposed of by verbal consultation.

57. In cases where a reference in the form of a self-contained office memorandum is preferred, the proposal and the point of reference shall be stated as fully and clearly as possible and references to relevant rules, orders, etc., given where necessary.

58. If a case is received from a Department in an incomplete form the Department to which the reference is made may call for the information necessary to complete it.

59. Any case referred to a Department shall either be returned to the officers referring it, i.e., to the last officer whose signature appears on it: or if this is not done, it shall, on return to the referring Department, be placed at once without further noting, before that officer. The latter shall ordinarily deal with it himself without any further noting by a junior officer. If he wishes a junior officer to examine the case, he shall indicate on the case the point or points on which he wants examination or information.

60. If a case has to be referred a second time to a Department on the same issue, it shall be sent to the senior most officer of that Department who has already seen it, and that officer shall follow the procedure indicated in Instruction 54 above.

61. When a file has been referred to or returned from another Department and a difference of opinion between the Departments is disclosed, personal discussion shall as a rule be substituted for further noting. If the difference of opinion is not resolved at the level at which the case was taken up, the level of personal discussion shall be appropriately raised. In any particular case where the two Ministers agree after personal discussion, the Secretaries shall, if necessary meet and record a joint note embodying the decision and there shall be no further noting.

62. Reference to another Department shall as far as possible be addressed to the officer concerned by name and shall be signed by an officer of the rank at least of Section Officer.

63. A D.O letter addressed by one Secretary to another should be replied at the same level, if a formal reply is issued by a subordinate officer, it should be ensured that the contents of the reply have been cleared by the Secretary concerned.

References to and from authorities outside the Secretariat

64. Notes written in one Department and sent to another shall not be referred to any other outside the Secretariat without general or special consent of the Department to which they belong.

65. Where a general consent has been given to the reference of notes to an officer outside the Secretariat, such consent shall not be construed (except by the Cabinet Section in the S&GAD) to apply to the cases in which the papers are marked confidential or secret and in no circumstances to cases in which the officer to whom the notes are referred is personally affected, or in which his official conduct is under consideration.

66. Subject to the conditions laid down in Instruction at 65 each Department shall be deemed to have given its general consent to the reference of its notes to the officers indicated in each case.

67. Subject to the control of the Department to which he/she is subordinate, any officer to whom notes may be referred by any other Department under Instructions 65 – 66 above, may himself make un-official references to that Department, and, subject to the provisions of Instruction at 68, the following officers may make such references to any Department, namely:-

- i. Special Secretary of the department.
- ii. Head of attached department
- iii. Director General, Protocol S&GAD.
- iv. Director General, Excise and Taxation.

68. No Subordinate Officer of the Government shall make un-official reference to the Law Department otherwise than through the Department to which it is subordinate. An Attached Department may, however, make un-official reference to the Law Department under intimation to its parent Department with the proviso that the latter may withdraw the reference from the Law Department.

69. The Advocate-General shall be consulted in accordance with the procedure laid down in the Rules of Business.

70. Reference to the Advocate General Sindh shall be made by the Department of Finance or any other Department in the form of an official letter or memorandum with which all relevant papers or copies of papers should be sent. The Finance Department may if necessary; correspond with him unofficially on matters which solely concern the Advocate General Sindh and the Finance Department questions relating to the Accounts matters of accounting procedure etc.

Reference to the Sindh Public Service Commission

71. Reference to the Sindh Public Service Commission under the Sindh Public Service Commission Act, 1989 read with Sindh Public Service Commission (Functions) Rules, 1990, and in terms of the Sindh Civil Servants (Appointment, Promotion and Transfer) Rules, 1974, shall be made direct by the Department concerned and, by the Head of the Department, in cases where he has been authorized to make appointments to the posts in Basic Pay Scale 16 and above in the form of an official letter addressed to Secretary of the Commission and accompanied by the relevant paper or copies of papers. Detailed instructions on the subject are given in the Sindh Public Service Commission Act, 1989 read with Sindh Public Service Commission (Function) Rules, 1990.

Reference from Head of Department

72. Proposals from a Head of Department shall ordinarily be in the form of a self-contained communication stating the facts of the case, the points for decision and his specific recommendations.

73. The Head of a Department shall be responsible for the technical soundness of his/her proposal which, as a rule, shall not be subjected to any technical examination by the Department concerned.

74. It shall be the duty of the Head of a Department to ensure that only those cases are submitted to the Department on which he is not competent to pass orders himself. If a case which he is himself competent to dispose of is received in the Department, it shall be returned to him without being subjected to any examination.

75. A case referred to the Department over the signature of the Head of a Department shall be placed before the Secretary in the case of major Departments, or the Deputy Secretary in the case of minor Departments where the Head of the Department is of the approximate status of an Additional Secretary. The officer concerned shall see whether he can pass orders on the reference straight-away. If it is considered that previous papers are needed, or examination is required at a lower level, instructions shall be given accordingly, but the language used in examining or criticizing such cases shall invariably be polite.

76. In all cases, replies should be shown to the concerned officer before issue, who should normally send the reply under his/her own signature. In case an officer of a lower status signs the reply the level at which the decisions have been taken should invariably be indicated by the addition of the words 'this issues with the approval of Secretary/ Additional Secretary / Deputy Secretary as the case may be. This may not, however, apply to the orders and other instruments made and executed in accordance with the provisions of para 24 (ii) of the Rules of Business.

Note:- The term approximate status of a Additional Secretary used in the first paragraph of this Instruction means the officer holding appointment in BPS-19 in the Attached Departments.

Disposal of references between Federal and Provincial Governments

77. All Important references received from the Federal or other Provincial Governments should be attended to expeditiously. In order to avoid un-necessary delay the following general Instructions should be observed:-

- i. all references from the Federal Government relating to an Important subject should be put up immediately by the Officer dealing with the subject to the Secretary for orders;
- ii. If the Secretary directs that a reply should be given straightaway or that the case should be further examined, he should indicate the lines or which the reply should be sent or the examination made; and
- iii. If an Attached Department or Regional Head is to be consulted, the points or the paragraphs of the letter on which their report is called for should be specified.

78. References received from the Federal and Provincial Governments shall be attended to expeditiously. If a reference has remained un-disposed of for more than a month, it shall be brought to the notice of the Secretary with an explanation of the reasons for delay.

79. Draft replies to the Federal and other Provincial Governments should be issued after approval by the Secretary.

80. Communications to Federal Government or other Provincial Governments should invariably be issued over the signature of an officer not below the rank of a Deputy Secretary. Reminders may however, be issued by the Section Officer concerned.

Correspondence with Foreign consulates etc.

81. Correspondence with Foreign Consulates or International Organizations shall normally be conducted through the Ministry of Foreign Affairs of Federal Government or in accordance with general order issued by that Ministry from time to time.

Checks on delays

82. Every Section officer shall prepare, in the prescribed form a monthly return of arrears and submit it to such higher officer or officers as the Secretary may order. Specimen is at Annexure-II.

83. The following system of reminders shall be adopted as a matter of routine. The first reminder shall be issued after a reasonable lapse of time in the form of an un-officials note or memorandum. It shall be followed, if necessary, by a second reminder which shall be in the form of a Demi-Official letter from the officer concerned or the Deputy Secretary. If there is still no response, the matter shall be taken up at a higher level by the Additional Secretary or the Secretary. Such written reminders shall be supplemented by telephonic reminders. Demi-official reminders shall be replied to by officers of the same rank.

GENERAL

Inspection

84. (a) Deputy Secretaries shall inspect the working of their Sections once every six months and senior officers, not below the rank of Additional Secretary to the Government, shall make similar inspection annually. They shall pay special attention to:

- i. compliance with the Rules of Business, Secretariat Instructions, standing orders and office directives;
- ii. security arrangements;
- iii. general office managements ; and
- iv. proper use and care of Government property and equipment.

(b) a guide to Inspection is attached at Appendix 'A'.

Meetings

85. The Secretary should endeavor to convene meetings of all officers in the Department and Heads of Departments once a month and at any rate or at least once every quarter, to discuss:-

- i. Important pending cases;
- ii. specific problems calling for general expression of views or exchange of ideas; and
- iii. questions of general interest concerning the Department as whole.

86. The Deputy Secretaries shall hold periodical meetings with the Section Officers.

87. All meetings shall be business-like. Brief minutes shall be recorded mentioning only the salient point considered and the decisions taken. Individual view point should not be recorded except on request.

Treatment of classified papers

88. All papers received or dealt with in the secretariat are to be treated as confidential and their contents shall not be divulged or talked about with unconcerned persons. This rule with greater force to documents specially classified as confidential, secret or top secret. Strict secrecy shall be observed with regard to their contents.

89. In classifying documents as 'confidential' 'secret' or 'Top secret' and dealing with them, this instructions contains in the booklet "security of classified matters in Government Departments" shall be followed these instructions also regulate custody of such documents.

90. "Secret" and "Top secret" documents shall not be dealt within the ordinary manner and shall pass through as few hands as possible. These shall either pass from hand to hand, by personal delivery or be sent in sealed covers.

91. Incoming covers which are marked 'confidential', 'Secret' or 'Top Secret'. Shall be sent unopened to the officers to whom they are addressed. When the officer happens to be on leave the cover may be opened by another officer.

92. When "Secret" or "Top Secret" papers are sent out of an office they shall be placed in double covers the inner one being sealed and marked "Secret" "Top Secret" and addressed to the officer concerned by his name. The outer cover shall bear the official designation of the addressee only and shall not bear seal or any other mark to indicate that its contents are "secret" or "Top Secret" when top secret papers are dispatched by post, they shall be registered and the outer cover also sealed.

Publication of papers

93. All papers sent for publication in the Gazette shall be signed by the Secretary, or by an officer authorized by him. Officers authorized to sign papers for publication in the Gazette shall sign papers for publication in the Gazette shall sign under their own designations and not "for Secretary".

94. No papers, except those which it has been the ordinary practice to publish in the Gazette or which are required by law to be so published, shall be published without full consideration and without the approval of the Secretary in the Department to which the subject belongs.

95. No communication between Government offices shall, in normal circumstances, be published by the addressing authority until the addressee has received it. When circumstances render earlier publication unavoidable, the addressee shall be informed by telegram or telephone.

96. No official shall, in any circumstances, give publicity to documents which might seem to reflect upon a superior authority or give assistance to the press in formulating adverse comments upon the orders or actions of a superior authority.

97. The publication of correspondence between the Government of Pakistan and other Provincial Governments which indicates a difference of opinion shall be avoided.

98. In personal cases which have formed the subject of correspondence between a Provincial Government and the Government of Pakistan, the deciding authority shall in every case clearly indicate:-

- i. whether only the substance of the decision should be communicated to the officer concerned, or
- ii. whether, in addition, a statement of the grounds upon which it is based or portions of the correspondence, and, if so, which portions should be furnished.

DETAILED OFFICE PROCEDURE

99. In matters of detailed office procedure, the Department shall be guided by the directions contained in Appendix 'B' to these Instructions.

CONSULTATION WITH LAW DEPARTMENT

General

100. The Law Department shall be consulted in all matters involving legal questions.

Prosecution

101. No prosecution shall be instituted without consultation with the Law Department, and no prosecutions shall be instituted or withdrawn in any manner contrary to the advice of the Law Department, without reference to the Government in the Department concerned.

Conduct of cases in Courts

102. Instructions regarding the conduct of cases of the Provincial Government in Courts etc., shall be issued by the Law Department. The existing instructions on the subject are given in Appendix 'C'.

FORMS OF COMMUNICATIONS

103. Written communications shall be in one or other of the following forms:-

- i) Letter
- ii) Memorandum
- iii) Demi-Official Letter.
- iv) Un-Official Reference.
- v) Endorsement.
- vi) Notification
- vii) Cypher Message
- viii) Office Orders.

LETTER

104. An official letter purporting to convey the views or orders of the Government must specifically be expressed to have been written under the direction of the Government. It shall be used for all formal sanctions and communications to organizations, public bodies and individuals. This form may also be used for communicating formal sanction of Government to Attached Departments and Subordinate Offices. Specimen is at Annexure-III.

MEMORANDUM

105. This form shall be used:-

- i. for correspondence between the Department and Attached Departments and their Subordinate Offices;
- ii. in replying to petitions applications for appointment etc.

106. It shall bear no salutation or subscriptions except the signature and designation of the officer signing it. Specimen is at Annexure-IV.

DEMI-OFFICIAL LETTER

107. This form shall be used in correspondence between Government officers when it is desired that a matter should receive the personal attention of the individual addressed.

108. A demi-official communication shall be addressed to an officer by name. It shall be written in the first person singular with the salutation "My dear _____" or "Dear Mr. _____" and end with "Yours sincerely". The expression 'My dear' should normally be used for an officer of the same status or an officer one step higher in status and "Dear Mr.". If the officer to be addressed is two or more steps higher in status. The designation of the sender shall also be typed under the crest on the first page. The telephone number of the officer sending the communication should invariably be indicated. Specimen is at Annexure-V.

UN-OFFICIAL REFERENCE.

109. An un-official (U.O) reference shall either be made by sending a note with its duplicate on the file itself or through a self-contained communication. The method of consultation shall be generally employed between the Secretariat Departments. Specimen is at Annexure-VI.

ENDORSEMENT

110. This form shall be used when a copy of a communication is to be forwarded to others in addition to the original addressee. Specimen is at Annexure-VII.

NOTIFICATION

111. This form shall be used for notifying in the Government Gazette Ordinances, Rules, Orders, Appointments, Postings and Transfers or Leave of officers and other matters which are required to be so published in the Gazette. Specimen is at Annexure-VIII.

CYPHER MESSAGE

112. When a message is to be sent in Cypher it shall be drafted in normal and not in phonic language; needless verbiage shall, however, be avoided. Cypher message shall be transmitted through the Cypher Officer in Services and General Administration Department.

OFFICE ORDER

113. This form shall be used for conveying office instructions and ordering appointment, promotion, grant of leave etc, in case of subordinate staff. Specimen is at Annexure-IX.

DETAILED PROCEDURE FOR RECEIPT AND DISPOSAL OF REFERENCES.

114. An officer may, in his discretion, submit to his next superior officer any receipt which he thinks should be brought to the latter's notice or on which he desires instructions at that stage.

115. The officer to whom fresh receipts are submitted may give instructions, wherever necessary, as to the action which should be taken. If he proposes to deal with a receipt himself, he should ask for the relevant file to be put up to him.

116. Fresh receipts should be seen and returned to the Section concerned promptly.

117. The Section Officer should acknowledge receipt in the Dak Register and return it to the RECEIPT AND ISSUE Branch. He should then assign priorities if necessary on the fresh receipts and pass them on to the Section Clerk.

118. This Section Clerk will enter all receipts in the Section Diary, place them on the relevant files or open a new file, if necessary, duly referenced and pass on the files to the Assistant.

119. After fresh receipts have been seen by the Section Officer and other officers where necessary, the Section Clerk shall diarize i.e. enter in the Section Diary Register in the form as at Annexure-X, and submit the case to the Assistant.

120. A file referred to or received back from another office unofficially (U.O) shall be diarized each time it is received back.

121. After receipt has been diarized by the Section Clerk he should separate them into the following three categories:-

- i. Files received from other offices;
- ii. Receipts relating to files already existing; and
- iii. Receipts for which new files are to be opened and dealt with them in the following manner:-
 - (a) Receipts in category (i) should be dealt with according to the instructions given by the Section Officer;
 - (b) Receipts in category (ii) should be placed on the appropriate files and submitted to the Section Officer, along with any other connected papers, previous decisions, documents e.g. copies of relevant Acts, Rules and Regulations etc;
 - (c) For receipts in category (iii) fresh files should be opened which should be put up with other relevant references and precedents if any.

122. The Assistant shall, after ensuring that all previous papers, precedents rules and regulations, etc. have been placed on board, submit the case to the Section Officer. The noting shall ordinarily commence at Section Officer's level.

123. If the Assistant is unable, either for want of the relevant file or precedent etc. to submit a case within a couple of days of its receipt in the Section, he will bring this fact to the notice of the Section Officer.

124. The Section Officer shall then either:-

- i) attempt to dispose of the case in the absence of previous papers; or
- ii) give instructions as to such alternative action as appears to him possible meanwhile; or
- iii) If the matter is urgent and he feels he cannot deal with it himself, submit the case to the Deputy Secretary for orders.

125. A list of subject headings shall be authorized by Section Officer / Branch office which shall be pasted on the first page of the File Register, in accordance with which titles shall be given to files.

126. Like "M-I-2/2007". Here "M" shall stand for the letter assigned to the Section, "I" for the subject heading, "2" for the serial number in the subject Heading, "2007" for the year in which the files is opened.

127. For bulky case covers of card board of the standard size 21cm X33cm, with additional tagging portion (a strip of 2.5 cm folded inside bearing two punched holes) should be used so that the papers may be firmly laced.

128. The number of file on which a fresh receipt will be put up should invariably be noted in the Section Diary Register.

129. The Section Clerk is responsible for custody of record and for maintaining record of movement of files sent out-side the Section / Branch.

130. A part file may be opened when the main file is not likely to be available for some time and action cannot be held up in the meanwhile. The part file or files should be amalgamated with the main file as soon as the latter becomes available. When part file is amalgamated with the main file, the chronological order of notes and correspondence should be preserved as far as possible.

131. "PUC" (i.e. paper under consideration) shall be submitted on relevant numbered files and placed on the last page of the correspondence part of the file.

132. The contents of correspondence file should be page numbered in pencil serially even if a page is blank. A red ink entry relating to each 'PUC' received (number, dated and designation of sender) should be made and the entry given its proper serial paragraph number in the running notes. All communications issued should similarly be entered in the Notes (dispatch number date and designation of addressee). With these two exceptions all the Notes will be written in blue /black

case of correspondence file.

133. Notes should be legibly written or typed upon Note Sheets of foolscap size with a quarter margin on the binding side.

134. References in Notes in the current file to papers placed in the correspondence file shall be made mentioning the page numbers and previous Notes by quoting the relevant numbered paragraphs.

135. While submitting a case to the Section Officer, the Section Assistant shall ensure that all previous papers, precedents, rules and regulations etc. have been made available, the pages on the file are numbered, the correspondence cross referenced and the rules and regulations duly flagged.

136. If a file has assumed such proportions that it is difficult to handle it conveniently, a second volume should be started bearing the same number after about 400 pages.

137. It is the duty of every member of the staff to protect official papers from rough or careless handling and keep them in good condition. Crumpled, soiled and damaged sheets should be repaired as soon as noticed.

138. Deputy Secretaries and Section officers are responsible for the correct observance of the procedure and instructions and their violation should under no circumstance be permitted or condoned.

TYPING

139. When the issue of a draft has been authorized, the typing of its fair copy should be done by the Private Secretary, Personal Assistant or Stenographer attached to the Officer over whose signature the communication is to issue.

140. When more than 12 copies are required, a stencil should be cut and copies produced on a duplicating machine or use may be made of the Copier if available.

141. The fair copy complete with enclosures and the typed office copy together with draft approved by the higher officer should be put up in a signature pad to him for his signatures and initials on the office copy.

DISPATCH

142. All papers and files to be dispatched should normally be sent to the R&I Branch.

143. All communications including sanctions authenticated by Finance Department should bear the date on which they are actually issued by the Administrative Department concerned. They should not be double dated. The authenticating officer of the Finance Department may date his signature. The date of issue should be inserted by the Administrative Department at the time of actual issue.

144. The documents to be sent out should be placed in covers and names and addresses of the addressees should be neatly and correctly written or typed. After a communication has been dispatched, the office copy should be rubber stamped, initialed and returned to the Section concerned.

ACTION AFTER DISPATCH

145. Section Officer should always indicate on the office copy of a communication the date on which a reminder is to be issued or the case is to be put up to him again.

146. After dispatch of the letter, the Section Assistant should complete referencing on the office copy and Section Clerk should then make red entries on the noting portion.

147. The Section Clerk should maintain date-wise record of reminders and re-submission cases and should put up such cases on the morning of the due date to the Section Officer for disposal. The Section officer should ensure that this procedure is being observed by the Section Clerk.

RECORD KEEPING

148. Preservation of records includes recording, indexing and weeding of files, which should be done as a continuous process. Action on a file should not be treated to have been completed unless it has been properly recorded and indexed.

Definitions.

149. In these instructions:-

"Categorization" means categorization of files into various categories depending on the period for which they should be preserved.

"Classification" means classification of files into **"Secret"** or **"Confidential"** files.

"Recording" means the process of closing a file after action on all issues considered on it has been completed.

"Indexing" means preparation of index slips for each file and ultimately an Annual INDEX of the files of the Department.

"Weeding" means sorting out and destroying of those records which have outlived their utility and need no longer be preserved and retained for future reference.

Categorization of Files

150. Files shall be categorized into one of the four categories mentioned below:-

151. This category shall include vital records of permanent value which are irreplaceable and have to be preserved with the utmost care. As a general rule, the following types of records shall be classified under this category:-

- i. Files containing discussions or orders on important matters of policy, legislation, rules and regulations.
- ii. Files containing orders establishing important precedents that are likely to be required frequently for reference over a long period.
- iii. File relating to individuals whose importance warrants retention of their cases permanently.
- vi. State documents such as treaties and agreements with foreign countries.

Category B- Records to be retained for 10 or more years

152. This category shall include all those files which are not important enough to be preserved presently but are important enough to be retained for a period of ten or more years depending upon the extent of their utility. Service records of the Government servants should be classified under this category. These files should be transferred to the Record Room of the Department after having been kept in the Section concerned for 3 years.

Category C-Records to be retained for 3 to 9 years

153. This category shall include files which have limited utility and which may be required for only a few years. These files will also be transferred to the Record Room of the department after having been kept in the Section concerned for 3 years.

Category D-Rerecords to be retained for less than 3 years

154. This category shall include papers of routine or ephemeral nature which are not likely to be required beyond a period of three years. Files should be kept in the Section concerned and destroyed after the period specified, if no longer required.

Preservation and Weeding of various registers

155. The various registers used in Sindh Secretariat should be categorized as under and preserved / retained for the period indicated against each:

(i)	File register	Category "A"	Permanent
(ii)	Register of files due for destruction	Category "B"	Permanent
(iii)	Section Diary Register	Category "C"	5 years
(iv)	Dak Book	Category "D"	1 year

PRESS COMMUNIQUÉS.

156. Press Communiqués and Press Notes shall be prepared in the Administrative Department concerned and after approval by the Secretary, should be sent to the Director of Information for issue to the news-papers.

157. Communiqués to the press which contain a statement of policy of Government must be submitted to the Minister concerned before publication.

158. Only officers of the status of Secretary to Government and above are authorized to give interview to newspapers in their official capacity.

159. Only Minister, Chief Secretary, Additional Chief Secretary and Secretaries can describe themselves as 'official spokes-men' of Government for the purpose of giving news or making statement to the Press.

160. No assistance must ever be given to the Press in formulating adverse comments upon the orders or action of any officer or Department.

161. When a Department or office desires an official advertisement to be inserted in newspapers, it should send the draft of the advertisement, in duplicate, to the Director of Information indicating the number and type of newspapers in which the advertisement is to be inserted. The Director of Information will receive the bill of the newspapers and, after satisfying himself about their correctness, countersign and forward them for payment to the Department concerned.

Recording of Files

162. Within one month of the completion of action on each file the Section Officer concerned will:-

- i. give final subject heading to a file and under line the major (with double line) and minor keywords (with single line) therein. The subject should reflect the final outcome on the file, so that in many cases the subject heading originally given on the file cover as well as in the file register will need to be modified. As an example, a typical subject is given below:-

appointment of Mr. Abdul Karim as Senior Research Officer in Planning & Development Department on contract basis.

- ii. indicate the category (A,B,C or D) of the file as laid down in para 150 above.
- iii. indicate the year in which the file is to be destroyed (in the case of files of category B,C and D).

163. The Assistant of the Section shall then proceed to take the following action:-

- i) enter the category and classification of the file as prescribed by the Section Officer and the month and year in which the file is recorded in the File Register as under:-

- iii) Note the numbers of connected files or previous references on the file cover of the file being recorded and also on the covers of files under reference.
- iv) note on the relevant page of the Register of Files due for Destruction (Annexure XI), the number of the file. This Register should contain at least one page for each calendar year, on which shall be noted the number of all the files to be destroyed in the particular year.
- v) check that all pages of the file are complete, and remove all unnecessary routine papers from it.
- vi) have all torn pages mended and twisted pages straightened.
- vii) see that all marginal references both in the Notes and Correspondence are either available on the file or in Appendix at the end of the file or are duly referenced so as to make them readily traceable. (In this process flags shall be clearly identified with or replaced by the names of relevant documents, numbers of files, page numbers para numbers etc.)
- viii) write or type the full names of officers (who dealt with the file) with correct spellings and their designations below signatures where signatures of officers are not legible; and
- ix) having completed the above action stamp the file " Recorded" in the margin of the last page of Notes, initial it and mark the file to the Record Room.

Indexing of Files

164. The Record Room will be responsible for the following action:-

- i) Getting the file cover replaced if the existing one is worn out, and have the following particulars typed, pasted or stamped on it:-

(a) File No. _____

(b) Month and year in which the file is recorded _____

(c) Permanent.
(or) Destroy in _____

Year

(d) Category and classification of the file, and name of the Ministry / Department and the Section concerned (to be stamped)

(e) Subject

(f) Previous and later references.

- ii) Placing foolscap sheet stamped CORRESPONDENCE and APPENDIX immediately before the correspondence and appendix portions of the file and having the file (including its Notes portion) stitched securely with double thread (Stitching should be done at a distance of about 3/4" from the edge of the file cover)
- iii) Having the INDEX SLIPS typed on a paper of size 17 X 10.5 mm, in respect of files of categories A, B and C specimens of which may be seen at Annexure-XII.

165. An example of a file of Category "B" is given below:

- i. Abdul Karim _____ Appointment of _____ as Senior Research Officer on contract basis. File _____ B, November, 1975.
- ii. Senior Research Officer _____ see Abdul Karim File _____ B, November, 1975.
- iii. Appointment _____ see Abdul Karim File _____ B, November, 1975.
- iv. Contract _____ see Abdul Karim File _____ B, November, 1975

166. These Index slips will be kept in a steel almirah with pigeon holes.

167. Having completed this action, the file will be returned to the Section concerned

Annual Index of the DEPARTMENT'S Proceedings

168. Immediately upon the close of the year, the Record Room will arrange the Index Slips from each pigeon hole in alphabetical order and get them typed in a continuous form. The typed material will be sent out for printing by the end of February with instructions for completion of the work of printing of an INDEX for the Department concerned by the end of June.

Weeding of Records

169. The Section Assistant will consult "the Register of Files due for Destruction" in January each year, prepare a list of files to be destroyed during the year and submit the list to the Section Officer together with the relevant files. The Section Officer will go through the files to see if a particular file should be retained further; and, if so, change the relevant entry on the file cover and initial it and affix his rubber stamp below his initials. The Assistant will strike off the old entry in the Register of Files Due for Destruction, make a fresh entry on the relevant page and return the file to the Record Room.

170. Files which have outlived their utility and are no longer required, shall be destroyed. All Confidential and Secret files and papers due for destruction shall be destroyed in accordance with the instructions contained in the booklet "Security of Classified Matters in the Civil Departments". All non-confidential files and papers shall be destroyed in the presence of a responsible official. All newspapers, magazines, press cuttings, wrapping papers no longer required for use, should be made over for disposal to the Department of Printing & Stationery, Government of Sindh.

Quarterly Return about Recording and Indexing of Files

171. A Quarterly return about the recording and indexing of files on which action has recently been completed and the weeding out of old records shall be sent to the O&M Wing, SGA&CD in the form in Annexure-XIII. These reports will be consolidated by the O&M Wing, SGA&CD.

Transfer of Files to the Record Room and requisitioning thereof

172. Normally recorded files will be kept in the Section concerned for 3 years from the date of recording. In the month of January following the year in which the 3 years' period expires, the Section Assistant shall prepare a list (in duplicate) of files to be transferred to the Record Room. He shall transfer the files to the Record Room and obtain the signature of the Officer Incharge on one copy of the list in token of having received the files.

173. No files kept in the Record Room shall be allowed to be removed from it except against proper requisition slips signed with date by the officer requisitioning the file. The requisition slip shall contain the following particulars:-

(i)	File No	Annexure-XIV
(ii)	Category, Month and Year of Record	
(iii)	The number of the file or papers with which it is to be put up	

174. The requisition slip shall be placed in the shelf from where the relevant file has been taken out.

Preservation of Records

175. The Record Room shall have sufficient almirahs, steel shelves and other equipment for proper storage and preservation of files and records. Wooden boards of size 15" X 10" shall also be provided to the Record Room with sufficient quantity of cotton strap for keeping the files in bundles in steel shelves two boards being required for each bundle.

176. The Record Room shall be kept free of rats, dirt, dust and direct sun light and shall be sprayed periodically with insecticide.

177. Files which are less than 3 years old and are kept in the Section concerned should also be disinfected at least once in 3 years.

Submission of periodical statements on due dates

178. To ensure that all reports and returns due for submission are sent on the prescribed date, Control Charts should be maintained in the form prescribed. These charts should be maintained separately for fortnightly, monthly, quarterly or yearly returns and prominently displayed in the room of Section Officer / Deputy Secretary concerned. The Section Officer should examine these charts at least

once a year and should initiate action for discontinuing any report / return which has ceased to be necessary.

Circulation of decisions of general application

179. Decisions of General application taken in a Department which may form precedents in other cases, should be listed by the Section Officer concerned in the shape of form and sent through the Deputy Secretary concerned to the Deputy Secretary dealing with coordination and general administration who should have it circulated in the Department.

Use of red and blue –black inks

180. For ordinary work (noting, drafting and signing of official papers) blue-black or similar ink should be used and red ink is to be employed only for special purposes laid in certain rules or instructions.

Petition and Complaints

181. An aggrieved person before approaching Government must first seek redress from the local officer who is competent to afford it. If there is no such indication in his petition he should be advised to approach the local officers concerned first and then the officer next above the local officer. If he does not get a satisfactory response from them within a reasonable time only then he should approach the Administrative Department.

182. A petition, copy of which has already been addressed to the officer immediately concerned, should be filed, unless it is considered necessary to take any other action.

183. In case of a complaint against a civil servant, the petitioner should be asked to furnish an affidavit to the effect that all facts stated in his complaint are true and if his affidavits is proved false; he would be prepared to face legal action which could be taken against him.

Disposal of Anonymous or Pseudonymous Complaints

184. Ordinarily on anonymous petition or complaint should normally be filed. However, there may be exceptional cases where anonymous/pseudonymous communication contain allegation of a specific nature having a ring of truth. These may, however, be inquired in to only after obtaining the orders of the Administrative Secretary, Head of attached Department and District Coordination Officer, as the case may be.

Definition of Government

185. According to rule 7(III) of Sindh Government Rules of Business, 1986 "Any order passed by the Chief Minister or any Authority to whom he has delegated his powers to pass such orders, shall be deemed to be the order passed by the Government."

Confirmation of Chief Minister's order

186. Any letter / petition bearing the orders and signature of the Chief Minister, directly presented to the authority concerned by the petitioner shall be got verified for its authenticity from the Chief Minister's Secretariat.

187. Similarly all verbal orders of Chief Minister are invariably required to be submitted to Chief Minister through a formal summary for confirmation, while reporting the status of implementation or otherwise.

Inspection in the Secretariat

Desultory or casual inspections are of little value if they lack purpose or if the inspecting officer has not settled in his mind what he is going to look for. For inspection to be a useful tool of supervision, it is necessary to lay down a list of specific points to which attention should be directed. A list of points which should be kept in view by an inspecting officer, while carrying out inspections in the Secretariat is given below:-

I. Performance

1. Is the distribution of work equitable and according to ability and temperament? Does each functionary know the precise nature of his duties and responsibilities?

2. Is the output of work of various categories of staff reasonably satisfactory? Does it conform to the accepted yard-sticks?

While evaluating the rate of disposal of work a random check of cases disposed of should be made to see the contributions made at different levels before the submission of the cases to the competent authority for decision.

3. Is the rate of disposal of work satisfactory? Do actual pending papers or cases tally with arrears or suspense statements?

Arrears statements should be very carefully scrutinized at the time of inspection to make sure that the figures of 'disposals' indeed represent substantive action and not merely movement of files within the Ministry or the issue of reminders and similar routine action.

4. Is there any indication of unnecessary accumulation of files at any point?

*Delays.*_____ Procedural as well as those occurring due to sheer lethargy and indifference. Sometimes these may also be unhealthily motivated.

5. Are actionable files being kept in suspense unnecessarily?

6. Is there any evidence of files being passed unnecessarily from one section to another in an attempt to shift responsibility?

7. Are standing orders regarding the delegation of powers to officers observed in practice?

8. Is there any indication that the Rules of Business or the Secretariat Instructions are not being properly complied with?

9. Is the register of important decisions maintained properly and kept up to date?

10. Are "please speak" cases attended to promptly? Is the *number of such cases excessive*?
11. Is the procedure for, recording and indexing properly and intelligently observed? What is the proportion of un-categorized files? Is weeding and destruction of unnecessary files and papers carried out regularly?
12. Is the procedure for issuing reminders effective? Is it followed regularly?
13. Are periodical reports and returns sent out to the authorities concerned regularly? Is a list of such reports and returns maintained? (For this purpose, all items of work that could easily be quantified should be taken into account).

II. Use of Government Property

14. Is there any indication of wastage or misuse of stationery, electricity, telephones, furniture, equipment, vehicles, etc.?
15. Is the procedure for the receipt, custody and issue of stationery efficient? (A check of the actual stock of some of the items with the quantity shown in the stationery register will give a good indication).
16. Are stock registers for furniture and office equipment maintained properly?
17. Are the furniture and equipment kept in good repair? Are unserviceable items stocked unnecessarily?
18. Are the log books of staff cars and other vehicles complete and up-to-date? Are cars and vehicles maintained in good condition?

III. Working Conditions

19. Are the working conditions satisfactory?
20. Is the office lay-out convenient? Are tables, chairs and other equipment properly arranged?
21. Are the office premises kept clean and tidy?
22. Are the necessary reference books, codes, manuals, prescribed forms of reports and returns (required in connection with the work of the office) readily available?
23. Do the staff have the necessary office equipment, material aids, furniture, stationery, etc.?
24. Do the staff have necessary amenities (Transport facilities, canteens, fans, drinking water, etc.)?

25. Are personal claims or grievances of staff regarding increments, pay, allowances and advance, etc., attended to promptly?
26. Are the service records, leave account, seniority lists, etc., properly maintained?

IV. **Security and Discipline**

27. Are security arrangements satisfactory and in accordance with the prescribed instructions?
28. Have the character and antecedents of each functionary been verified?
29. Is the staff sufficiently security-minded? Are instructions regarding security classification followed properly?
30. Are there any unauthorized visits of outsiders or by staff?
31. What is the degree of punctuality of staff? Is there any indication of habitual late attendance?
32. Does the staff pay undivided attention to work during office hours?

V. **Cash and Accounts**

33. Are the arrangement for the custody and handling of cash satisfactory?
34. Are the cash books, contingent register, bills and cheques register neatly and properly written up-to-date? Does the cash in hand tally with the balance in the cash book?
35. Is the accounting of receipts and expenditure up-to-date? Are accounts reconciled with the accounts of the Accountant General in time?
36. Are the voucher relating to contingent expenditure and acquaintance rolls kept safely?
- 36A. Have the audit objections pertaining to the Ministry, Attached Departments and subordinate offices during the inspection year been attended to and disposed of promptly?

VI. **Receipt and Dispatch**

37. Is the procedure for the receipt and distribution of papers efficient? Is there any avoidable delay between the receipt of dak in the R&I Section and its delivery to the officer concerned?

38. Has the R&I Section a comprehensive and up-to-date list of subjects dealt with by the respective Sections and officers?
39. Are diary registers and movement register kept according to the prescribed procedure? Purely routine papers should not be diarized to inflate the number of receipts?
40. Are the arrangements for the dispatch or distribution of mail satisfactory? Are dak books duly initialed by recipient of papers?
41. Is the register of postage stamps maintained properly?

2. This list is by no means exhaustive and it should not therefore prevent an inspecting officer from looking into other aspects which in his opinion need attention for improving the efficiency of the organization. For example, lowering standards of discipline amongst public servants may rightly be considered as the major factor in today's deteriorating standards of efficiency in Government offices, causing serious inconvenience to public. At the same time it is not necessary for the inspecting officer to examine in detail all the points given in this list during a single inspection. He should, however, cover as far as possible the entire field so that he is in a position to judge whether his organization is functioning efficiently. Inspections as a rule have generally a salutary effect, but useful results can only be achieved if the inspecting officer is thorough and searching in his observation and gives constructive and helpful advice to his subordinates for rectifying obvious shortcomings and defects.

3. To ensure that the system of inspection yields the desired result and does not deteriorate into a routine formality the inspecting officer should submit proper inspection report to the next higher officer. Inspection reports by a Deputy Secretary should be submitted to the Additional Secretary concerned or Secretary of the Department.

4. In the case of annual inspections, the report must be submitted to the Secretary or the Additional Secretary in charge, as the case may be. The Heads of Attached Departments should also be directed to draw up annual inspection reports on the lines provided for inspection in the Provincial Secretariat with suitable modification.

5. The inspection reports should be brief, precise and to the point, and should give a clear picture of the working of the particular sector of the organization on which the report is submitted. It should simply enumerate the defects noticed and give constructive suggestions for improvement. The report should particularly highlight such aspects which have an important bearing on efficiency and need special attention of senior officers.

6. After the inspection report has been seen and returned to the officer concerned, it should be the duty of the inspecting officer to ensure that all corrective action is taken. This process should not involve unnecessary noting. As far as possible, problems arising from inspections should be settled and resolved by discussion. It will be desirable to file the inspection reports in a chronological order to facilitate the progressive evaluation of the results of inspection.

7. During inspections the inspecting officers may often discover procedural defects or other problems which cannot be solved readily without a detailed investigation. Such problems should be referred to the O&M Wing in SGA&C Department for advice.

8. All Secretaries in charge of Departments should be required to ensure strict observance of instructions about inspection as embodied in the Secretariat Instructions. Administrative Secretary in each Department should be made responsible for this.

9. The proforma for inspection should be simplified so as to include only selected items to be covered by each inspecting officer. The responsibility for inspection and supervision at different levels should be very clear and precise.

APPENDIX 'B'
(See Instruction-99)

Receipt and Distribution of Papers in the Department.

All communications shall be received in a separate Section known as the Central Registry. This unit of the office should, if possible, be centrally located and shall be responsible for;

- a. the receipt and distribution of all fresh receipts; and
 - b. the dispatch of outward mail.
1. Receipts addressed to an officer by name shall be sent to him unopened by the Central Registry. If the officer is absent, on tour or on leave, such receipt should be sent to the officer who is looking after his work.
 2. Receipts addressed to an officer by name should be received by the officer himself or by his Private Secretary, Personal Assistant, Stenographer / Steno-typist or Assistant. Receipts addressed to a Minister should be received, on his behalf, by a member of his personal staff.
 3. Receipts addressed to an officer by name should be opened by him or, in his presence, by a member of his personal staff.
 4. Receipts marked 'Top Secret' or 'Secret' or 'Confidential' shall be handled in accordance with the instructions contained in the booklet 'Security of Classified Matter in Government Departments'.
 5. However, the following routine shall be observed by all concerned for receipt and transmission of classified matter:-

I. General

- a. The recipient should check the accuracy of the contents, before signing the receipt and the sender should do the same on return of the classified / accountable material.
- b. The classified matter which is allowed to be sent by post should have a receipt in the inner cover to be signed and returned by the recipient.

II. Receipt and Diarisation

- c. When any classified matter is received in an office it should be immediately diarised in a separate register as provided in clause (b) below.
- d. Separate registers should be maintained for diarizing Top Secret, Secret and Accountable Matter.

III. Subsequent Movement / Transfer of Custody

- e. Subsequent movement of such matter at all stages should be properly recorded in the diary register so that its exact location is traceable at any time.
 - f. The movement / transfer of custody of classified matter particularly of Top Secret, Secret and Accountable Matter, even within a Department, an Organization etc. should also be covered by a receipt. The Dak Book or a receipt slip accompanying such matter should indicate the office of origin, date and time of dispatch, full signatures and the name and designation of the recipient indicating the date and time of receipt. A rubber stamp about the name and designation.
 - g. Same principle should be followed about the movement of classified matter even from a subordinate to his senior and vice-versa.
6. All other covers should be opened in the R&I Section and sorted out Section-wise. To facilitate allocation of receipts, the R&I Section should always be kept supplied with an up-to date statement showing subjects dealt with in each Section.
7. Reminders should be separated and submitted to the Deputy Secretary concerned in a pad marked 'Reminders'. The Section to which the reminders relate should be indicated on the receipt by the R&I Section.
8. All receipts should be stamped in the R&I Section with a rubber stamp showing the name of the Department and the date of receipt. The Section Diary number for which provision should be made in the R&I Section stamp should be filled in by the Section Assistant subsequently when the receipt is diarised by him. No receipt shall be diarised in the Central R&I Section.
9. All receipts shall be passed on by the Central Registry to officers concerned at regular intervals twice or thrice during the day. Ordinary receipts received after office hours may be held over for distribution on the next working day.

Use of Labels

10. (1) There shall be three priority labels namely, 'Residence', 'Immediate' and 'Priority', which shall be used according to the following instructions:-
- I. 'Residence' labels will be used for files or papers which it is necessary to send to an officers's residence after office hours, ' No file or paper should however be sent to Ministers or Officers at their residences between 11 p.m and 7 a.m except in an emergency. This will, however, not apply to Cypher Telegrams which may be sent to the residences of the Ministers and the officers concerned by the Cypher Officer, SGA&CD if the urgency of the matter demands it. Before doing so, the Cypher officer will contact the addressee on telephone to confirm that they are available at the residences to receive such Cypher Telegrams.
 - II. 'Immediate' labels will be attached to the cases requiring instant attention and in any event final disposal within 24 hours.

III. 'Priority' labels will be used for cases which should be disposed of within 3 days.

(2) The use of 'Residence' and 'Immediate' Labels should be made most sparingly.

11. Receipts wrongly marked to a Section should be transferred promptly to the Section concerned or returned to the R&I Section. Such receipts should not be diarised in the Section to which they do not relate.

Procedure for diarizing and Disposal of Papers

12. The Section officer shall, on receiving fresh receipts:

- i. go through them carefully and dispose of all cases which are not required to be submitted by him under the rules or orders to higher officers and where reference to previous papers is not necessary;
- ii. record specific instructions on receipts requiring previous references or consultation with other Sections concerned; and
- iii. submit to the Deputy Secretary or higher officers receipts which in his opinion, are important enough to be seen by them before action is initiated.

13. The Deputy Secretary may, in his discretion, submit to his superior officer any receipts which he thinks should be brought to the latter's notice or on which he desires instructions at that stage.

14. The Deputy Secretary or any other officer to whom receipts are submitted should give instructions, wherever necessary as to the action which should be taken. If he proposes to deal with a receipt himself, he should ask for the file to be put up to him with the relevant papers.

15. Fresh receipts should be seen and returned to the Section concerned promptly.

Diarizing of Receipts

16. After fresh receipts have been seen by the Section Officer, and other officers where necessary, the Assistant shall diarize i.e., enter in the Section Diary Register (specimen of the form given in Annexure 'I') particulars of all receipts except those specified in paragraph 17 below. He should, at this stage complete only columns 1-5 of the Register and simultaneously enter the diary number on the receipt.

17. The following types of receipts shall not be diarized:-

- i) copies of tour programmes;
- ii) miscellaneous routine circulars, e.g. those relating to office hours, telephone lists, changes in addresses of officers, notices on holidays etc., except in the Section in which they are originally received;

- iii) post copies of telegrams and routine acknowledgements;
- iv) press cuttings which are for information only;
- v) unsigned or anonymous communications or advance copies of representations on which no instructions have been recorded by officers and on which no action is therefore to be taken;
- vi) identical representations from individuals or groups of individuals except one copy viz., that received first;
- vii) applications for casual leave;
- viii) requisitions for stationery and other miscellaneous articles;
- ix) publications on which no specific action is to be taken.

18. A file referred to or received back from another office un-officially (u/o) should be diarised each time it is received back.

19. After receipts have been diarised by the Assistant, he should classify them into the following four categories-

- a. Files received from other offices;
- b. Receipts relating to files already existing;
- c. Papers of ephemeral or routine nature for which no file has to be opened; and
- d. Receipts for which new files are to be opened, and deal with them in the following manner:-
 - i. Receipts in category (a) should be dealt with according to the instructions given by the Section Officer.
 - ii. Receipts in category (b) should be placed on the appropriate file and submitted to the Section officer alongwith any other connected papers, previous decisions, documents, e.g., copies of relevant Acts, rules, regulations, etc.
 - iii. Receipts in category (c) should be placed on appropriate files, if any, and should be submitted to the Section Officer, if he has so directed, or otherwise disposed of according to his instructions.
 - iv. For receipts in category (d) fresh files should be opened which should be put up with other relevant references and precedents, if any.

20. If an Assistant is unable to put up a receipt at least by the next working day, due to the non-availability of previous files or references, he should bring the fact to the notice of the Section officer who will then, if the matter is of some urgency and importance, either:-

- i. Dispose of the case in the absence of previous papers, or
- ii. Submit the case to his senior officer for orders, if he feels that it is beyond his competence to deal with it.

three working days, he shall take it personally to his superior officer and obtain instructions.

22. If a Deputy Secretary is unable for any reason to dispose of any work pending with him for three working days, he shall bring it personally to the notice of his superior office and obtain instructions.

23. Every letter received from a member of the public should be immediately acknowledged and a final reply invariably sent after consideration of the case is completed.

Opening of new files

24. All new files should be given a file number by the Assistant in consultation with the Section Officer. The file number shall be allotted to each file according to the file headings maintained by the section for the subjects dealt in to. For example, if any Administration Section in a Department has:-

- a. 'Leave and Transfer'
- b. 'Recruitment of Staff'
- c. 'Purchase of furniture and stationery'

as file heading, all files relating to 'Recruitment of Staff' should be entered under 2. Each file opened under the file heading will be given a separate serial number, e.g., file dealing with 'Recruitment of Assistants' may be given serial No. 1 under the file heading 2 and the file dealing with 'Recruitment of Naib Qasids' as Serial No.2 under the same heading, and so on. To the file number should be affixed a distinguishing letter or letters denoting the Section to which the file belongs. The year in which the file is started should also be indicated. Thus '2-3/60 Admn, would mean that the file is the third in the series opened by the Administration Section in the year 1960 under the file heading "2".

25. As suitable subject heading should be given to the file by the Assistant in consultation with the Section Officer according to the contents of the receipts for which a new file is opened. For example, if a communication is received from the SGA&C Department nominating Section Officer selected by the FPSC, the file should bear the following heading:-

"Recruitment of Section Officers: Nomination of candidates selected by SPSC".

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- (i) While submitting summaries for the Chief Minister a special type of file cover shall be used. For all other work, i.e., notes, correspondence and routine, file cover shall be used; this file cover shall bear the name of each Administrative Department printed in prominent and bold letters, in blue ink, alongwith border strips on all four sides. The file cover will be made of strong pulp board of white colour.
 - (ii) Special type of file cover mentioned in clause (i) above, will also be made of strong pulp board paper of white colour. The name of each Administrative Department will be printed thereon in prominent and bold letters, in blue ink, alongwith border strips on all four sides. A sticker in orange shade about "1 wide and 4" across, with the word 'Secret' printed thereon, in black ink, will be pasted across the top right hand corner of the file cover. The cover will have a pocket in the middle with a blank removable slip in orange shade inserted thereon for writing or typing the

subject matter of the case. Below the pocket, the words 'Summary for the Chief Minister' will be printed in bold letters in blue ink.

27. The list of the file headings should be pasted on the opening pages of the File Register.
28. The serial numbers of files should run from 1st January to 31st December each year. A new series should be started each year but the main file heading allotted to particular subjects should as far as possible be retained.
29. The file number allotted to a receipt of file should be noted in column 6 of the Diary Register.
30. An index card should be prepared for each file. Both the Assistant and Steno typist attached to a Section Officer shall be jointly responsible for the custody of the files of the Section.
31. No file should be opened unnecessarily. The opening of a part file should also be avoided as far as possible. A part file may, however be opened when the main file is not likely to be available for some time and action cannot be held up in the meanwhile. When more than one part file is opened, each of them should be given a distinct number, e.g., "1-2/60 (part File I)-Admn" "1-2/60 (Part File II)-Admn." etc.
32. The part file or files should be amalgamated with the main file as soon as the latter becomes available. When a part file is amalgamated with the main file, the chronological order of notes and correspondence should be preserved as far as possible.

Referencing

33. No fresh receipt or case shall be submitted to an officer without previous papers to which references are made in fresh receipts or in the notes.
34. All previous papers, rules and regulations etc., to which reference is made in fresh receipts or in notes should be indicated by giving the number of the page in the margin in pencil and, where necessary, by flagging with alphabetical slips. The slip should be pinned neatly under the pages. When a large number of references are to be flagged, the slips should be so spaced as to be easily visible. If references are flagged with alphabetical slips, the pages of the relevant document should also be indicated in the margin, so that if the slips are lost or removed at later stage, the references can still be traced. If the document put up for reference is a report, periodical or other publication, its full title etc., should also be given in the margin in ink unless it is clearly mentioned in the note by name. In case of a file, its number must be given in ink.
35. Reference books, normally available with the officers, should not be put up with a file; but relevant pages to which attention is to be drawn should be indicated in the margin.
36. Linking of files on which action is in progress should, as far as possible, be avoided. As a general rule this practice should be resorted to only when the files are interconnected and orders have to be passed on them simultaneously. If a reference has to be made to papers in another current file relevant extracts should be taken if the matter involved is not too lengthy.

37. The movement of files should be noted by the Assistant under the direction and supervision of the Section officer in column 4 of the File Register. These entries should be crossed out in pencil on return of the file.

38. The movement of file which has not been allotted a file number should be shown in the Section Diary.

Noting on Files.

39. No elaborate note shall be recorded by a Section Officer:-

- i) on a receipt which he is competent to dispose of himself in the light of clear precedent or practice or under the standing order delegating specific powers to him to dispose of such cases;
- ii) In a case where a line of action has been indicated by a senior officer and he is required to put up a draft, unless something important has to be pointed out.

40. A note should be recorded on a file only in case which is to be put up to a higher officer for orders.

- i) the facts of the case (The Section Officer should point out any mistake or error or mis-statement of facts in the paper under consideration or in notes of other Administrative Departments);
- ii) the statutory or customary procedure to be adopted in dealing with the case;
- iii) any rules and regulations having a bearing on the case;
- iv) any other related fact or figures;
- v) the points for decisions; and
- vi) the suggested course of action.

41. In complicated or protracted cases, particularly those involving references to other Departments, the Section officer may prepare and place in a separate cover a duly referenced summary of the case (in triplicate) which shall be kept up to date by incorporating important decisions. The summary shall be signed by the officer who prepares it. The facts of the case shall not then be reproduced in the notes portion of the file. A copy of the summary may, if necessary, be retained by another Department, when the case is referred to it.

42. All notes should be written on note sheets. No note should be written on the receipt itself. If a higher officer had already made any remarks on a receipt, they should be copied out on the note sheet before subsequent notes are recorded. The officer recording the note should affix his signature on the right side of the note sheet at the end of the note. His name, designation and telephone number should be typed or rubber stamped below his signature.

43. With a view to having uniformity of approach in the use of abbreviations, only standardized abbreviations should be used. The use of under mentioned approved abbreviations is permissible in notings.

i)	P.U.C	Paper under consideration.
ii)	F.R.	Fresh Receipt
iii)	Corr.	Correspondence
iv)	U.O	Un-official
v)	D.O	Demi-official/ officially
vi)	S.N.	Serial Number
vii)	K.W.	Keep with (file)
viii)	L.F.	Linked file
ix)	D.F.A	Draft for approval
x)	Memo	Memorandum
xi)	O.M.	Office Memorandum
xii)	P.P.	Previous papers
xiii)	O.O.	Office Order
xiv)	C.R.	Character Roll
xv)	Endt.	Endorsement
xvi)	O/c	Office copy.
xvii)	NFA	No further action

44. When a case is submitted to the Minister, a summary should be put up if the last note on the file itself is not self-contained.

45. A summary for the Cabinet prepared in accordance with rule 38 of the Rules of Business, 1986 shall be printed and 60 copies furnished to the Cabinet Section, SGA&CD. The date on which it is submitted should be indicated at the end of the summary which should not normally exceed two printed pages.

46. On files referred unofficially from one office to another, notes should ordinarily begin immediately below the note recorded by the office referring the case. The name of the office where the note is recorded should be clearly typed or stamped with a rubber stamp at the beginning of the note.

47. The following procedure should be observed by the Section officer before submitting a file to senior officers:-

- i) all files shall be placed in file boards or bands. The subject and the number of the file shall be written on the file cover or typed on a slip and pasted on it.
- ii) page numbers shall be entered consecutively on all pages of correspondence in black or red ink near enough to the corner of each page for them to be read quickly without turning pages over completely and far enough from the corner of them not to be torn off or obliterated.
- iii) paragraphs of notes shall be numbered continuously from the beginning onwards. Reference to notes shall be para 10/N'. However, where a summary to the Chief Minister / Governor is incorporated in the notes,

be given one number and paras of the summary should become sub-para e.g 20.1,20.2,20.3 and so on.

- iv) two or three blank sheets shall be added to the notes for the convenience of higher officers.
- v) all previous papers (Recorded collections) put up with a case should be chronologically arranged, the oldest being at the bottom of the file.
- vi) above the previous papers shall be placed the file cover containing the current correspondence and notes. The draft (if any) pinned with a "Draft for approval" slip shall be placed inside that cover on top of "Correspondence".
- vii) If any reference books have to be put up, they should, if of the same size as the file board or the file cover, be placed at the bottom; and if of a smaller size at the top.
- viii) where a file which is required to be put up for information or for reference has been printed, a printed copy and not the original copy should be submitted.

48. The following instructions shall be observed when a file / case is submitted to the Chief Minister:

- i) It shall include a self-contained, concise and objective summary stating the relevant facts and points for decision. The summary, which shall include the specific recommendations of the Minister-in-Charge, and signed, by the Secretary, shall be accompanied by a draft communication wherever appropriate.
- ii) The summary should be placed inside the special file cover, as prescribed under Para 26(I) & (II), properly tagged. If the space left at the end of summary is less than one third of the page, a spare sheet should be added for recording other notes and / or orders.
- iii) Where character rolls, reports or other documents accompany a summary, they would be in ordinary files covers tagged or where too bulky for the covers they should be placed in envelope (s) of suitable size.
- iv) Even where a file to be submitted to the Chief Minister consists of one or few sheets only it should invariably be placed in a file cover properly tagged and placed on a file board or a band. The notes should be closed like the correspondence portion. All other files and papers which are of no relevance to the matter under consideration should be detached.
- v) Only such cases which must receive immediate attention should bear "Immediate" slip and only those flags which are actually referred to in the summary or the notes should be allowed to stand and other removed.

Preparation of Drafts

49. In a case to be submitted to a higher officer wherever a communication is to issue, a draft shall be prepared and put up with the note by the Section Officer. A

higher officer may himself prepare a draft and authorize its issue or submit it to the next higher officer for approval as the case may be.

50. A draft should convey the exact intention of the orders passed. The language should be clear, concise and incapable of misconstruction. Lengthy sentences, abruptness, redundancy, superlatives and repetitions, whether of words, express or ideas, should be avoided. In communications of some lengthy or complexity, the main points should be summarized in the concluding paragraph.

51. The following instructions should be observed while preparing a draft:-

- i. a draft should be written or typed in double space on both sides of the paper. A sufficiently wide margin should be left for corrections and additions.
- ii. all drafts should bear the relevant diary number or file number and the subject. The reference number of the addressee's letter if available, should always be given in subsequent correspondence. When two or more letters, notification etc, are to issue under the same file number on the same date to the same addressee, a serial number should also be given in addition to the file number to avoid confusion, e.g., "1-2(i)/60-Admn.", "1-2(ii)/60-Admn."
- iii. a draft should show clearly the enclosures which are to accompany the fair copy. To draw the attention of the typist to the enclosures, a diagonal stroke should be made in the margin. The number of enclosures should also be indicated at the end of the draft on the left hand corner of the page.
- iv. if copies of enclosures referred to in the draft are available and are not to be typed, the fact should be clearly stated in the margin of the draft for the guidance of the typist.
- v. when it is known that the office to which the letter or memorandum is to be sent will require extra copies, the number of copies likely to be required should be indicated on the draft.
- vi. the officer over whose signature the communication is to issue should initial and date the draft in token of his approval. His designation should invariably be indicated on the draft.
- vii. a clean carbon copy of the letter issued should be placed on the file. This should be referenced immediately before any other action is taken on the file.
- viii. the appropriate priority marking i.e., "Residence", "Immediate" or "Priority" should be indicated on the draft. If any papers are to be dispatched by special messenger or issued under registered post or under postal certificate, as Express Delivery or by Air Mail, necessary instructions should be given on the draft for the guidance of the dispatcher.

APPENDIX "C"
(See Instructions-103)

Instructions Regarding the Conduct of Cases of the Sindh Government in Courts, etc.

Suit or legal proceedings by Government

1. No-civil suit or legal proceedings shall be instituted or initiated on behalf of the Sindh Government by any Department without the prior consultation with the Law Department.
2. When the Administrative Department concerned considers it advisable that a suit or legal proceedings be instituted or initiated on behalf of the Government a detailed and clear report should be furnished to the Law Department showing:
 - i. The circumstances which, in the opinion of the administrative Department, render institution of the suit or legal proceedings necessary.
 - ii. The subject of the claim and the relief sought.
 - iii. The steps which have been taken so far to obtain satisfaction of the claim.
 - iv. The pleas or objections, if any, which have been urged by the opposite party against the claim.
 - v. The evidence, which is believed to be obtainable and which it is proposed to adduce in support of the claim.
 - vi. Any other facts which the administrative department may consider material or relevant to the case; and
 - vii. List of property moveable and immovable and / or securities from which it is proposed to realize the amount claimed, if decreed.
3. Copies of all documents referred to in the report should, as far as possible, accompany the report; where for any reason, the copies cannot be supplied the originals should be submitted.
4. If the Law Department agrees it will nominate a counsel to file and conduct the suit or legal proceedings.

Defence of suits, etc.

5. No suit/ legal proceedings be defended if the claim and relief sought is justified and genuine.

6. The object of the notice prescribed by section 80 of the Code of Civil Procedure is to allow ample time to the Government to enquire into the genuineness or otherwise of the claim or relief sought and to affect a settlement of all just claims before a suit is brought and the best use should be made of the opportunity thus given by the law towards equitable and amicable adjustment of claims.
7. When notice of an intended suit is given under section 80 of the Code of Civil procedure, the officer to whom it is delivered, or the head of office at which it is left, should forthwith endorse, or cause to be endorsed, on the notice:-
- i) the date and time of receipt;
 - ii) the manner of delivery; and
 - iii) the signature of the officer making the endorsement, with date.
8. The departmental officer concerned should, immediately on receiving any notice of an intended suit, proceed to enquire into the matter and to consider the claim put forward and move the proper authority to decide, in consultation with the Law Department, whether any and, if so, what steps should be taken to adjust the claim (whether in whole or in part) or whether the notice giver be left to take such legal action he may deem proper.
9. When the departmental authority having power to deal with the case is clearly of the opinion that the whole or any part of the claim put forward is justly due he should, in consultation with the Law Department, proceed to endorse settlement thereof accordingly.
10. Any amount held to be justly due to the claimant should be formally and unconditionally tendered to him without prejudice and without requiring him to give an acquaintance in full adjustment of his claim, but upon a receipt for the sum tendered. No tender of payment or payments should be made after the suit has been brought except with the approval of and in accordance with the instructions of the Law Department.
11. Under order V, rule 2, C.P.C the summons in a suit is required to be accompanied by a copy of the plaint or concise statement thereof. If summons are not accompanied by a copy of plaint / petition, or concise statement, service should be refused, if possible, with a note requesting for a copy of the plaint / petition and the matter should be brought to the notice of the Law Department forthwith. In no case the duplicate copy of the summons, when received, should be returned to the court before showing the case to the Law Department.
12. At subsequent stages of a suit and in appeals copy of plaint / petition, or of memo of appeal, is not sent with the notice and quite often Administrative Departments find it difficult to link those notices with the main case in dispute it is, therefore, imperative that in each Department, a Section, hereinafter referred to as the Litigation section should be earmarked for dealing with or coordinating the litigation cases. This Section should receive all summons / notices from courts, maintain a nominal index of litigation cases in the following form, in a Register, and keep a watch over their progress.
13. Where service of a summons / notice not accompanied by a copy of plaint has been affected, the court, should be immediately requested to supply the same and extend the date of hearing accordingly. The matter should simultaneously be reported to the Law Department for further advice and appropriate action in the matter. The envelopes of such summons / notice should be kept intact.

14. When a summon has been duly served, the Administrative Department should, after noting its particulars in the nominal Index Register, pass it on to the concerned officer or attached department who should collect relevant information and documents / papers from the concerned quarters, examine the matter thoroughly and then refer it through Administrative Department to the solicitor Sindh / Law Department for further examination and nomination of an Advocate to undertake the defence of the case, if considered necessary.

15. Where a summon does not give adequate time for examination and arranging defence, an authorized officer of the administrative department concerned should appear in person in the court and apply, under rule 5 XXVII of the First Schedule to the Code of Civil procedure, for a reasonable extension of time. In the absence of prior notice under section 80 CPC, the court is obliged to give at least 3 months time for the filing of written statement and first hearing.

16. In case of applications for Interim injunction *pendent elite*, time allowed is usually 3 to 7 days. If, for any reason, it is not possible to arrange defence in time, some recognized agent, i.e. a person holding power-of-attorney in this behalf, should appear in the court on the date of hearing and seek adjournment for about 15 days. Thereafter the case should be referred to the Solicitor with utmost dispatch.

Usually, plaints are to be read as part of the application for Interim Injunctions but quite often copies of plaints are not supplied by courts alongwith notices for the hearing of such applications. Where copies of plaints are not so received, the same should be procured from the court before refereeing the case to the Law Department.

17. After the Law Department /Solicitor's Department has examined the case and nominated an Advocate to defend / conduct it in a court of law, a responsible officer of the administrative department concerned *well-conversant with the facts* of the case, and preferably stationed at or near the seat of the court, should contact and brief the counsel at the earliest and well before the next date of hearing of the case. *This responsibility should never be left to the sub-ordinate staff.*

18. Although it should not normally be necessary for the departmental representative to be present in the court on each date of hearing, he should remain in touch with the counsel and keep watch over the progress of the case. Whenever required by the counsel he must present himself in the court and render all possible assistance to the counsel in the conduct of the case, as if it was his personal case. Where, however a department has an office at the station where the suit is pending, some one may be deputed to attend the court and assist the counsel on each date of hearing if possible.

Action on Termination of Proceedings

19. As soon as a suit is decided, particularly when the decision is adverse to the Government, the administrative department concerned should apply, in the prescribed form, to the concerned District Judge for copies of judgment and decree-sheet "for official use". These would be supplied free of cost. In addition, the counsel should also be asked to apply separately for certified copies of judgment and decree-sheet.

Appeals

20. If the decision is either wholly or partially adverse to the Government, the matter should be reported immediately to the Solicitor. Complete record of the case, along with copies of judgment and decree-sheet, should be sent to him as soon as these copies become available.

21. Although time is the essence in litigation in general, in appeal it is of utmost importance because the time allowed for appeals is limited and appeals filed after the expiration of limitation period are ordinarily dismissed as barred by time and no appeal lies against the refusal of a court to condone delay. It is, therefore, very necessary that the litigation cases in general and appeals in particular should be handled with promptness and diligence.

When time left for filing an appeal is less than 7 days, an officer of the administrative department, not below the rank of Deputy Secretary, should bring the file personally to the solicitor.

22. The period of limitation prescribed for various kinds of appeals, etc., are as under:-

No. of article of the first Schedule to the Limitation Act, 1908, or other relevant rule and description of appeal or application.	1	2	Period of Limitation.
1.	From a decree or order of a High Court in the exercise of its original jurisdiction.	20 days.	
2.	Under the Code of Civil Procedure to the court of a District Judge.	30 days.	
3.	Under the Code of Civil procedure to a High Court.	90 days.	
4.	Application to set aside or to get an award remitted for reconsideration.	30 days from the date of service of notice of filing of the award.	
5.	For a review of judgment by a court of Small Causes.	15 days.	
6.	For a review of judgment by a High Court.	20 days.	
7.	Application by a defendant to set aside a decree passed <i>ex-parte</i> .	30 days from the date when he has knowledge of the decree.	
8.	Application for the filing in court of an award.	90 days from the date of service of notice of making of award.	
Order XII, Supreme Court Rules, 1956.	For petition for special leave to appeal to the Supreme Court.	30 days where leave to appeal is refused by the High Court; otherwise 60 days.	
Order XII, Rule 6B, Supreme Court Rules, 1956	For appeal to the Supreme Court where certificate of fitness is granted by a High Court.	30 days from the date of grant of certificate.	

23. In computing the period of limitation, the days from which such period is to be reckoned and in case of appeals, or application for review, the day on which the judgment / decree appealed from or sought to be reviewed is to be excluded.

Execution

24. A decree favourable to government may be executed either by the court which passed it or by such other court in whose jurisdiction the judgment-debtor voluntarily resides or carries on business, or personally works for gain or owns property sufficient to satisfy the decree. While referring a case for execution of a decree it is, therefore, necessary that an inventory of the moveable property, containing a reasonably accurate description of the same, and a list of immovable property, containing a description and location of such property sufficient to identify the same, and a specification of the judgment-debtor's share or interest in such property, should be furnished to the Solicitor.

If an appeal is instituted by the opposite party and the execution of the decree is stayed by the order of the court, the interval before the decision of the appeal should be made use of in making inquiries as to the property of the judgment-debtor.

Writ Petitions

25. The instructions in the preceding paragraphs apply *mutatis mutandis* to Writ Petitions. It is, however, to be noted that High Courts usually call for reports / comments from the administrative departments concerned before admitting the petitions to regular hearing. Failure to comply with the orders of the High Court may lead to the admission of petitions to regular hearing which may then take long time to be decided. It is, therefore, imperative that the reports / comments asked for should be promptly supplied to the High Courts and where it is not possible the High Court may be requested, before the expiry of the time allowed, for reasonable extension. The report/ comments should be shown to the Law Department before sending the same to the High Court.

Arbitration

26. According to Government decision no provision is to be made in agreements with domestic contractors for resolution of disputes through arbitration. However, if the agreements already concluded by or on behalf of the Government contained any condition of getting any question, difference or dispute decided by reference to arbitration then the same has to be acted upon and the instructions contained herein before apply *mutatis mutandis* to the conduct of arbitration proceedings to which a Department of the Provincial Government is a party.

Expenses

27. All expenses on conduct of litigation, including costs, court fees, counsel fees, not being the decretal amount or costs payable to the other party under the decree or order of the court, are payable by the Law Department out of the funds placed at its disposal. The penal costs ordered by the court to be paid to the other party for any default on the part of the Government and the charges payable to the witnesses are, however, to be paid by the administrative department concerned.

All expenses in criminal cases are payable by the administrative departments concerned.

Mode of submission of cases

28. To ensure quick disposal of files and to avoid un-necessary correspondence and delay a self-contained summary of the case indicating the point or points on which the advice of the Law Department is required should be placed on the file *in duplicate in the opinion cases* and at least *in triplicate in court cases*. In court cases, parawise comments, on plaints / petitions should also be furnished in triplicate. Such references to the Law Department from the Administrative Departments should be made preferably at a senior level.

29. Draft of parawise comments, etc., should be typed in double space and half-margin should be left to enable the Law Department to carry out amendments wherever considered necessary.

30. If a reference is made to any earlier advice of the Law Department the number and date of that advice must invariably be quoted and if possible, a copy of the same be placed on the file. Whenever a case is referred to the Law Department and any previous opinion of the Law Department on the point at issue is within the knowledge of the referring Department, it should also invariably be quoted in the referring note indicating the number and date of that previous opinion.

31. Unnecessary references on which the Administrative Departments should themselves be able to formulate opinion should not be referred to the Law Department. With particular reference to drafting of pleadings and affidavits it should be noted that while an officer signing any pleading or affidavit on behalf of the Government has every right to be satisfied that there is no misstatement of facts, actual drafting of pleadings and affidavits and the choice of wording have always been the privilege and the responsibility of the counsel conducting a case on behalf of the Government. Therefore, so long as facts are correctly set out in the pleadings or affidavit there should hardly be any occasion for objection as to the contents; arrangement or wording used by counsel in such pleadings or affidavit and should not normally be referred to the Law Department for vetting.

32. (i) Under paragraph 68 of the Secretariat Instructions, the attached departments of the Government of Sindh are authorized to make un-official references to the Law Department under intimation to the parent Department. Such references should clearly show that the reference is being made under intimation to the parent Department.

(ii) Subordinate offices and the Statutory and autonomous bodies which are not authorized to make direct references to the Law Department should, route their references only through the Administrative Department concerned.

33. In case of Departments' authorized to correspond directly with the Law Department; the references should come under the signature of a fairly senior officer. In case of Attached Departments the officers sending the reference should indicate their ex-officio Secretariat status.

34. The cases touching upon service matters and interpretation of financial rules and regulations should be referred to the SGA&C Department or, as the case may be, to the Finance Department in the first instance and the assistance of Law Department should be sought only if a question of law is involved.

35. Where a Department obtains an opinion from the Law Department, the referring Department should not in announcing Government's decision (i.e. that Department's own decision) disclose that the Law Department was consulted. Care should be taken that endorsement in such cases meant for the Law Department are not carried out in the copies meant for other Departments.

36. While the Law Department would welcome, where considered expedient, back references from the administrative Departments for reconsideration of its opinions, but such references should be at least from the same level at which legal opinion was tendered in the Law Department.

37. Where in any case there is a difference of opinion between the Law Department and the Department concerned and the latter desires to consult the Advocate General, it should send to the former all relevant papers together with a self-contained summary of the case precisely indicating the points on which the advice of the Advocate General is sought. *Under no circumstances a case is to be referred to the Advocate General by the administrative Departments directly.*

38. The Secretary in each Department will be personally responsible for the observance of these instructions by his subordinates including the officers in the attached and subordinate office. He should ensure that his subordinates do not disregard these instructions. When a case is finally disposed of and decided against the Government he should have an inquiry instituted in the matter and take appropriate action against the concerned officials where the judgment has gone against the Government because of the non-observance of the rules of procedure on the part of the dealing officials. Where any lacuna in law or procedure is revealed steps should be taken to amend the law or the rules, as the case may be, if considered necessary and expedient.

ANNEXURE-I
(See instruction-26)

GENERAL DIARY

S.No	Communication		From whom received	Subject	Officer to whom sent.
	No.	Date			
1.	2.	3.	4.	5.	6.

ANNEXURE-II.
(See Instruction-82)

DEPARTMENT.....

RETURN OF RECEIPTS, DISPOSALS AND ARREARS FOR THE MONTH OF20

Section..... Name of Section Officer.....

No. of references brought forward from the previous months	No. of receipts during the month	Total of columns 1 and 2	No. of references Disposed of during the month		Number of cases outstanding on the last working day of the month			Remarks
			At SO's level	At higher levels	More than two weeks but less than one month old	More than one month old	Total	
1	2	3	4	5	6	7	8	9

Note:- Particulars of cases more than a month old should be given very briefly on the reverse.
Urgent and personal cases i.e. cases pertaining to pay, increment, seniority, disciplinary matters etc. should be marked with an asterisk.

Date.....

Signature of Section Officer

ANNEXURE-III
(See instruction-104)

LETTER

No. _____
GOVERNMENT OF SINDH
DEPARTMENT

Karachi, dated _____

To,

SUBJECT:- _____

I am directed to refer to your letter No. _____
_____.

I have the honour to refer to your letter No. _____
dated _____, on the subject noted above and to state that
_____.

2.

3.

(Name)
Designation
Telephone No.

ANNEXURE-IV
(See Instruction-105)

MEMORANDUM

No. _____
GOVERNMENT OF SINDH
DEPARTMENT
Karachi, dated _____

To,

Head of Attached / Regional Head etc.
_____ Department

SUBJECT:- _____

Reference your letter/Memo: No. _____ dated
_____, on the subject noted above.

2.

3.

(_____)
Designation of the Officer
Signing Memorandum
Telephone No.

ANNEXURE-V
(See Instruction-108)

DEMI-OFFICIAL LETTER

Deputy Secretary(Admn.)

D.O. No. _____
GOVERNMENT OF SINDH
DEPARTMENT

Karachi, dated _____

SUBJECT:- _____

Dear Mr. _____

I invite your attention to our communication No. _____
dated _____.

2.

3.

Yours Sincerely,

Mr. _____
Deputy Secretary (Admn.)
_____ Department.
Karachi.

ANNEXURE-VI
(See instruction-109)

UN-OFFICIAL REFERENCE

GOVERNMENT OF SINDH

_____ DEPARTMENT

SUBJECT:- _____

(* The Additional Secretary to Government, _____

_____ many kindly refer to the correspondence resting with his communication No. _____ dated _____ on the subject noted above.

2.

3.

Additional Secretary to Government

To,

The Additional Secretary to Government,
_____ Department.

U.O. No. _____ dated _____

(* Note:- When there is no previous communication the facts of the case may be stated straight away.

ANNEXURE-VII
(See instruction-110)

ENDORSEMENT

No. _____
GOVERNMENT OF SINDH
DEPARTMENT
Karachi, dated _____

To,

SUBJECT:-

2.

Yours Sincerely,

()

No. _____ Karachi dated _____

A copy is forwarded to:-

- 1.
- 2.
- 3.

for information / Information and guidance / Information and necessary action.

ANNEXURE-VIII
(See Instruction-111)

GOVERNMENT OF SINDH
_____ DEPARTMENT

NOTIFICATION

Karachi, dated the _____

No. _____

I
II
III

X Y Z
SECRETARY TO GOVERNMENT

No. _____

Karachi, dated _____

To,

The Superintendent, Sindh Government printing Press, Karachi for
publication in the next Issue of the Sindh Government Gazette and supplying
_____ copies for record.

**SIGNATURE OF THE AUTHENTICATING
OFFICER**

No. _____

Karachi, dated _____

A copy is forwarded for information to:-

- 1.
- 2.
- 3.
- 4.
- 5.

SIGNATURE OF THE OFFICER

(Note: - The body of the notification is neither in parts or paragraphs).

ANNEXURE-IX
(See instruction-113)

NO.
GOVERNMENT OF SINDH
DEPARTMENT

Karachi, dated the _____

ORDER

On the recommendation of/In pursuance of

X Y Z
SECRETARY TO GOVERNMENT

No. _____

Karachi, dated _____

A copy is forwarded for information and necessary action to:-

- 1.
- 2.
- 3.
- 4.
- 5.

SECTION OFFICER ()

ANNEXURE-X
(See instruction-119)

SECTION DIARY REGISTER

S.No	Communication		From whom	Subject	File Number.
	No.	Date			
1.	2.	3.	4.	5.	6.

ANNEXURE-XII
(See instruction-164 (iii))

SPECIMEN INDEX SLIPS

1. (For File Cover)
Deputy Secretaries----- Special Pay on Appointment as Private Secretary to
Federal Minister
No.1/2/80-Admn

2. (For File Register)
Deputy Secretaries----- Special Pay on Appointment as Private Secretary to
Federal Minister
No.1/2/80-Admn

Destroyed in 1986

3. DEPUTY SECRETARIES
Deputy Secretaries----- Special Pay on Appointment as Private Secretary to
Federal Minister
No.1/2/80-Admn

4. PRIVATE SECRETARY
Deputy Secretaries----- Special Pay on Appointment as Private Secretary to
Federal Minister
No.1/2/80-Admn

5. SPECIAL PAY
Deputy Secretaries----- Special Pay on Appointment as Private Secretary to
Federal Minister
No.1/2/80-Admn

ANNEXURE-XIII
(See Instruction-171)

**QUARTERLY PROGRESS REPORT OF RECORDING, INDEXING OF FILES AND
WEEDING OUT OF OLD RECORDS FOR THE QUARTER OF _____
DEPARTMENT _____**

Category of Files	Recording and indexing of files			Weeding out of old records			Remarks
	No. of files to be recorded	No. of files actually recorded/ indexed during the quarter	Balance to be recorded	No. of files due to be weeded out	No. of files actually weeded out during the quarter	Balance	
1	2	3	4	5	6	7	8
A							
B							
C							
D							
Total							

SECTION OFFICER

To,

**The Section Officer (O&M)
SGA&C Department,
Government of Sindh.**

ANNEXURE-XIV
(See Instruction-173)

REQUISITION SLIP

Number of File requisitioned _____

Category, Month & Year of Record _____

To be put up with (File/Document No.) _____

Requisitioned by _____
(Signature)

Date _____

Designation _____



Printed by: Sindh Government Press