In the course of growth of the Assam Secretariat, there were plenty of changes in its structure. These changes were not based on any principle, but on expediency. Such factors as availability of personnel, finance and administrative needs influenced the structural changes.

Prior to 1874 the Commissioner's office comprised three departments:

1) Judicial and Political.
2) Revenue and
3) Native.

With the constitution of Chief Commissionership in 1874 the Secretariat was organized into five departments:

1) General
2) Judicial
3) Revenue
4) Native
5) Record

Of these, the Native Department after its political wing was taken away in 1867, was mainly a special Revenue Department under a Sheristadar to carry on the details of settlement.

There was no separate Issue Department as such, though a cell of copyists was especially maintained under the General Department for this work.

1. Letter No. 1683 of 13 August 1872, Vol. 47 (July-September)
2. Letter No. 69 of 14 April, 1874 from the Secretary to the Chief Commissioner to the Home Secretary, Govt. of India, File No. 620.
The Secretariat in 1874 had only one Secretary to head the entire set-up. This necessitated the direct involvement of the Chief Commissioner in the management of the Secretariat. The Public Works Department was not a part of the Secretariat, but the Superintending Engineer, Assam Circle, who was Secretary P.W.D., was placed under the administrative control of the Chief Commissioner.

Thus the Public Works Department occupied a special position. Though it was not a part of the Assam Secretariat, it was placed under the administrative supervision of the Chief Commissioner. The reasons for assigning this special position to the P.W.D. are not explicable. This indicates that no thought was bestowed on the organization of the Secretariat on scientific lines.

This arrangement continued till 1890 when a new system of work, in vogue in the Foreign office, Government of India, was introduced in the Assam Secretariat. As a consequence, the Secretariat was divided into 4 branches. They were:

1. General.
2. Political and Judicial.
3. Revenue.
4. Accounts and Statistics.

From the above it is clear that the reorganization of the Secretariat did not undergo major changes. The Native Department was eliminated. A new department of Accounts and Statistics was added. In 1901, four new branches were added increasing the number of branches to eight.

The first four Branches were known as the correspondence Branches as they had to make correspondence with people outside and with various administrative units and agencies.

The subjects dealt with in each Department were as follows:

<table>
<thead>
<tr>
<th>Department</th>
<th>Main subject</th>
<th>Minor headings included</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>(1) Public Service</td>
<td>Appointment, promotions, power and transfer of civil servant, E.A.C., S.D.C., Tahsildars and Asstt. Surgeons, -do- Forest officers, Covenanted Civil Service, death of gazetted officers, Establishment. Examination -Departmental and other leave, pay and allowances of above officials.</td>
</tr>
<tr>
<td>(2) Medical and Sanitation</td>
<td></td>
<td>Dispensaries, Epileptics, Hospital Assts. Hospitals, Medical School, Sanitation matters, Medical Statistics, vaccination.</td>
</tr>
<tr>
<td>(3) Public Instruction</td>
<td></td>
<td>Appointments in the education Department. Examination in the Education Department. Establishment attached to schools, grants in aid, leave to Educational Officers and subordinates, Promotion of officers etc.</td>
</tr>
</tbody>
</table>

9. Ibid.
<table>
<thead>
<tr>
<th>Department</th>
<th>Main subject</th>
<th>Minor headings included</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>(4) Local Self Govt.</td>
<td>Local Boards.</td>
</tr>
<tr>
<td>(5) Miscellaneous</td>
<td>Arts and Sciences, Addresses, Public Building advances, Charitable Endowments, Civil list, Application for and appointment to clerkship, Dak Bungalows, Ecclesiastical, Elephants-Supply, Establishment for the acquisition of land, Exhibitions, Ferries, Forms, Gazettes, Gazettes, Holidays, Literary Societies, Literature and the Press, Loans, Marine Matters, Merchant shipping, oriental literature, Petitions and Memorials, Pilgrimage to Mecca, Postal matters, Pounds, Printing matters, Probationership, Public Address and Receptions, Royal Humane Society, Stationary, Tours, Trade, wild animals.</td>
<td></td>
</tr>
<tr>
<td>II. Revenue (1) Forests</td>
<td>Establishment for Forest Dept., Forests, Lao Mahals, Agar, Rubber, Surveys and working Pla...</td>
<td></td>
</tr>
<tr>
<td>Department</td>
<td>Main subject</td>
<td>Minor headings included</td>
</tr>
<tr>
<td>------------</td>
<td>-------------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>II Revenue</td>
<td>(2) Emigration</td>
<td>Budget, Inland Labour Transport Fund, Debarcation Depots, Establishments, 3 Idaho Inspection Report, Immigration report, Labourers generally, Medical Officers and subordinates for Debarcation and Immigration work.</td>
</tr>
<tr>
<td></td>
<td>(3) Revenue</td>
<td>Advances, alienation of Revenue, arresto and mode of recovering them, elephant Catching, Estates, Government Estates, Partition and Union of Estates, fees under land and Land Revenue regulations, Fisheries, Land Registration, Land Revenue, Mines and Minerals, Resumption, Settlements, Taxes—</td>
</tr>
<tr>
<td></td>
<td></td>
<td>House, Waste Land.</td>
</tr>
<tr>
<td>(4) Finance and Commerce</td>
<td>Court fees, customs (sea and inland), excise, Income-Tax, Opium, Salt, Stamp.</td>
<td></td>
</tr>
<tr>
<td>(5) Survey</td>
<td>Cadastre, Geological, Ordinary revenue, Survey schools, Topographical, Trigonometrical.</td>
<td></td>
</tr>
<tr>
<td>(6) Agricultural</td>
<td>Cattle breeding, cattle disease, crops, Fibres and Silks, Floriculture, Horticulture, Indigo, Irrigation, Plantations, Revenue and Agricultural advances, Ten works of Improvements.</td>
<td></td>
</tr>
</tbody>
</table>
II Revenue (7) Miscellaneous

- Acquisition of land, appeals, revenue,
- Archaeology, district boundaries not involving political or territorial questions, mauludars,
- their securities, commissions, etc., meteorology,
- Practical and Procedure (executive and administrative) records, revenue, revenue agents,
- Arrears, forms, powers, rewards in excise cases,
- Securities, wards and Govt. Estates, weights and measures.

III(a) Political (1) Foreign

- Darbars, Expeditions, external matters generally
- Extractions, frontiers, honorific Titles,
- Manipur, native chiefs, political detainees and
- Prisoners, Tushkhanas.

III(b) Judicial (1) Jail

- Port Blair, Jail generally, whipping.

(2) Police

- Clothing and other points, relating to the economy of the force, police stations and posts.

(3) Law and Legislation

- Introduction and Application of Acts, legal powers, legal questions and decisions generally,
- References from Judges and others on matters of law, regulations and law generally.
III(b) Judicial.  


(6) Miscellaneous Appeals in Judicial cases, supply of Books and Maps, District boundaries involving political or territorial questions, Sums, Administration of estates of intestates, European Vagrancy, Forms. Government suits, suits to which Govt. is a party. Lunatics, appointments, Transfer and Powers of Attorney and Sub-judges, All other matters affecting in Bench which cannot be brought under the foregoing heads.

(7) Military Arms, ammunitions, cantonments, Volunteers.

IV. Accounts (1) Accountants and Statistics Provincial. All matters concerning Accounts, Bills, Pay, Travelling Allowances and other matters where civil account codes are in question.
IV Accounts and Statistics. (2) Budget Departmental and District Budget. Provincial

(3) Returns All returns due to and from the Chief Commissioner, Figured statements for Departmental and Administrative Report. Forms for Accounts and Returns.

On March 23, 1903, the Accounts and Statistical Branch was reconstituted as the Financial and Municipal Branch. It was the practice for the Accounts and Statistical Branches to prepare the figures and statements for Land Revenue Mines, Tea, Destruction of wild animals, Municipal and General Administration for incorporation in their annual reports. It was considered unnecessary to burden this Branch with work. It was thought proper that the concerned correspondence Branch should prepare its figures and statements. It would be more rational for the Accounts and Statistical Branch to take up Treasury, Contract Contingencies, Loans, Stationary, Building advances, Local Boards, Municipalities, Court fees, Customs, Excise, Income Tax, Opium, Salt and stamp.

This was, however, a partial reform, a mere lunge at the heterogeneity of the subjects in a Branch. The Branches remained in the main simply random groupings of subjects without any attempt at homogeneity. The Branches were multifunctional. The General Branch dealt with Public Service, Public Health and Sanitation, Education, Public Works. Likewise the Revenue Branch was concerned with Forest, Emigration, Revenue, Survey, Agriculture, Civil Veterinary...
and Economic Products. The Political, Judicial and Military Branch dealt with Foreign, Jail Reforms and Penal Settlement, Police, Law and Justice, Registration, Census and Military. The financial and Municipal Branch was concerned with Public Accounts, Finance, Salary and Allowances, Provincial Budget, Municipalities and Local Boards, Separate Revenue, Commerce and Industry Currency and Banking, Building advances, Stationary, Printing, Securities.

Previously the General Branch was concerned with Public Service, Medical and Sanitation, Public Instruction, Local Self-Government, Public Works. The Revenue Branch dealt with Forests, Emigration, Revenue, Finance and Commerce, Survey, Agriculture. The Political, Judicial and Military Branch was concerned with Foreign, Jail Police, Law and Legislation, Registration, Municipalities and Military. And Account and Statistics Branch dealt with Provincial Account, Provincial Budget.

This irrational assortment of unrelated subjects under an ad-hoc system of Branches obtained when Assam and Eastern Bengal Province was constituted in 1905.

When the formation of Eastern Bengal and Assam was set led, the then Chief Commissioner and Lieutenant-Governor designate Sir Joseph Bampfylde Fuller prepared a scheme for departmental organisation with a minimum fundamental change in the organization of the Secretariat.

13. Appointment A June 1906 No. 24-31 K.W.
He retained issue, recording, record and library branches as distinct as they were at that time and the post of the General Superintendent for the supervision of the branches. Apart from these four outside branches mentioned above, the Secretariat of the new Government of Eastern Bengal and Assam was divided into offices and departments as follows:

<table>
<thead>
<tr>
<th>Office</th>
<th>Departments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Secretary</td>
<td>Revenue</td>
</tr>
<tr>
<td></td>
<td>Appointment</td>
</tr>
<tr>
<td></td>
<td>Education</td>
</tr>
<tr>
<td>Judicial Secretary</td>
<td>Judicial</td>
</tr>
<tr>
<td></td>
<td>General</td>
</tr>
<tr>
<td>Financial Secretary</td>
<td>Financial</td>
</tr>
<tr>
<td></td>
<td>Municipal</td>
</tr>
</tbody>
</table>

The provisional list of the subjects, dealt with by the Secretaries, stood as below:

<table>
<thead>
<tr>
<th>Office</th>
<th>Branch</th>
<th>Subjects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Secretary</td>
<td></td>
<td>All appointments, transfer, promotion</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Public Services, Civil lists, Junior, Honours,</td>
</tr>
<tr>
<td>1. Appointment</td>
<td></td>
<td>Public Services, Civil lists, Junior, Honours,</td>
</tr>
<tr>
<td>2. Education</td>
<td></td>
<td>Revenue matters, mines and minerals,</td>
</tr>
<tr>
<td>3. Revenue</td>
<td></td>
<td>Settlements, Survey, Agriculture, Horticulture, Veterinary,</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td>Branch</td>
<td>Subject</td>
</tr>
<tr>
<td>--------</td>
<td>--------</td>
<td>----------------------------------------------</td>
</tr>
<tr>
<td>II. Judicial Secretary</td>
<td>1. Political</td>
<td>Darbar, Expeditions, external matters—General Extravision, Frontier boundaries, Hill Districts, General administration of Native Chiefs, Political dock, and Prisoners Toshakhanas.</td>
</tr>
<tr>
<td>2. Judicial</td>
<td></td>
<td>Jails, Organization and discipline of Police, Registration, Census and Gazetteer, Administration of law and justice, Apeals in Judicial cases, suits to which Govt. is a party.</td>
</tr>
<tr>
<td>Office</td>
<td>Branch</td>
<td>Subjects</td>
</tr>
<tr>
<td>-------</td>
<td>--------</td>
<td>----------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**II. Judicial Secretary**

- Books and Maps, Escheat and Intestate Property, Vagrancy, Lunatics, Fine Arts,
- Addresses, Charitable Endowments, Bankrupt Lunatics, Ecclesiastical matters, Libraries,
- Holidays, Literary Societies, Pilgrimage to Mecca, Post Offices, Pounds, Royal Humane Society, Tours, Wild Animals.

**III. Financial Secretary**

- **Financial**
  - All Budget and Financial matters in general.
- **2. Municipalities and Local Boards.**
- **3. Immigration**
- **4. Forest**
  - Forest matters generally, Elephant Catching.
- **5. Separate Revenue**
  - Opium, Salt, Stamp, Excise, Assessed Taxes.
- **6. Public Works.**
- **7. Misc.**
  - Commercial Exhibitions, Customs, Fevers, Trade and Commerce, Supply of Stores, Building advances, Forms, Stationery, Printing, Securities.
In consultation with P. C. Lyon, officer on Special duty, the Chief Commissioner formulated the distribution of subjects on the following basis:

<table>
<thead>
<tr>
<th>Department/Branches</th>
<th>Subjects</th>
<th>Approximate amount of work (Taking revenue as the existing equal to 100 which would fall on Office Sec'y. and Under Secretary)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Chief Secretary: General Public Service 80 65</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Education 40 30</td>
</tr>
<tr>
<td></td>
<td>Revenue</td>
<td>All except Forest and Emigration: 220 210 340 305</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial Secretary: General Public Works 25 10</td>
</tr>
<tr>
<td></td>
<td>Revenue</td>
<td>Forest 20 15</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Emigration 30 30</td>
</tr>
<tr>
<td></td>
<td>Finance</td>
<td>and Municipality: All 210 140</td>
</tr>
<tr>
<td></td>
<td></td>
<td>TOTAL ... 285 195</td>
</tr>
<tr>
<td></td>
<td>Judicial</td>
<td>Secretary: General Medical 25 30</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Miscellaneous 75 40</td>
</tr>
<tr>
<td></td>
<td>Political</td>
<td>and Judicial: All 215 115</td>
</tr>
<tr>
<td></td>
<td>Military</td>
<td>All 20 5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>335 190</td>
</tr>
</tbody>
</table>

15. Appointment A June 1906. No. 2431 (K.W.)
The task allotted to the Chief Secretary seemed rather heavy. But it was expected that with the creation of the Board of Revenue for East in Bengal and Assam, his work would decrease by at least 50 per cent. The list was provisional and the allocation of some of the subjects was not readily accepted or approved, one such subject was Appointment.

It was intended that the Appointment Branch under the Chief Secretary should concern itself as in Bengal with the Indian and Provincial Civil Services and the subordinate Executive Service. All other services were dealt with in the branches of the Secretariat concerned. This was not understood by the Secretariat departments. They were under the impression that the Appointment Department would deal with all matters of all services. As a consequence, the Appointment Branch was overwhelmed with files concerning the transfer and leave of all departments. The Chief Secretary brought this to the notice of the Chief Commissioner. The Chief Commissioner agreed that the Chief Secretary should deal with all matters of only three services, India, Provincial and subordinate executive service. The Chief Secretary's jurisdiction should be confined, generally speaking, to Appointment and Discipline only.

The spirit of the Bengal practice was that Appointment, Transfer and Discipline of officers of in the various departments of Government were to be dealt with by the Secretaries in the departments to which they belonged. The Secretaries being in direct and regular touch with the Heads of the Departments and having frequent opportunities of seeing the work of the members would be the best judges to advise the Government on such matters.

16. Appointment A June 1906 No. 24-31 K.W.
17. Appointment A June 1906 No. 13-16.
18. Ibid.
Appointment, promotion, transfer, leave and punishment of (a) Police officers (Superior service) (b) Jail (Superior service) (c) Registration (Superior service) (Rural Sub-Registrar excepted) were, however, dealt with in the Appointment Branch, and those relating to officers of the Medical Service including officers of the Sanitary Dept. were dealt with in the Medical Department. The Gazetted appointment of Chaplains and Volunteer officers were dealt with in the Appointment Branch which submitted cases for order of the Secretary in the General Department.

In Bengal Appointments were dealt with in the departments concerned, but in order to ensure a consistent policy in this respect it was felt in every way desirable that original appointment to all services of Government (Superior or Subordinate) should be made by the Chief Secretary's Department but all other questions should be dealt with and notification issued by the departments concerned.

As a result of the decision of the Lieutenant-Governor the subject of Appointment was further subdivided in order to distribute it among the departments to which the appointments related. In continuation of circular No.41 J dated 10 October 1905, a new circular No.1 C dated 17 January 1906 was issued. Appointment in the Eastern Bengal and Assam Secretariat was divided as follows:

<table>
<thead>
<tr>
<th>Appointment (Secretary)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Imperial Civil Service (Chief Secretary)</td>
</tr>
<tr>
<td>2. Provincial Civil Service.</td>
</tr>
<tr>
<td>3. Provincial Civil Service (Judicial Branch)</td>
</tr>
<tr>
<td>4. Subordinate Executive Service.</td>
</tr>
</tbody>
</table>

19. Appointment A June 1906 13-16
20. Appointment A June 1906 No.13-16
<table>
<thead>
<tr>
<th>Service</th>
<th>Secretary</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Police (District, Deputy and Asst. Superintendent)</td>
<td>Chief Secretary.</td>
</tr>
<tr>
<td>6. Jails (Superior)</td>
<td>&quot;</td>
</tr>
<tr>
<td>7. Registration (Inspector and Special Sub-Registrar)</td>
<td>&quot;</td>
</tr>
<tr>
<td>8. Registration (Rural Sub-Registrar)</td>
<td>Chief Secretary. (initial appointment etc. only.)</td>
</tr>
<tr>
<td>10. Clerical Service</td>
<td>Chief Secy. (in Chief Secy.'s department only.)</td>
</tr>
<tr>
<td>12. Map</td>
<td>&quot;</td>
</tr>
</tbody>
</table>

As regards the Judicial Branch of Provincial Civil service, the Chief Secretary was to communicate with the High Court on questions relating to Appointment.

<table>
<thead>
<tr>
<th>Service</th>
<th>Secretary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Police (Subordinate)</td>
<td>Judicial Secretary.</td>
</tr>
<tr>
<td>2. Jails (Subordinate)</td>
<td>&quot;</td>
</tr>
<tr>
<td>3. Medical Services</td>
<td>&quot;</td>
</tr>
<tr>
<td>4. Registration (Rural Sub-Registrar)</td>
<td>&quot;(transfer, posting, leave, discipline)</td>
</tr>
<tr>
<td>5. Registration</td>
<td>Judicial Secretary.</td>
</tr>
<tr>
<td>6. Ecclesiastical</td>
<td>&quot;</td>
</tr>
<tr>
<td>7. Volunteer Officers</td>
<td>&quot;</td>
</tr>
<tr>
<td>8. Clerical Services</td>
<td>&quot;(in Judicial Secretary's dept. only)</td>
</tr>
</tbody>
</table>
The subject 'Sanitation' was transferred from Judicial to the Finance Department of the Eastern Bengal and Assam Secretariat. It was also resolved that the Finance Department would deal with cases relating to Buildings and the grant of administrative sanction to their construction.

The Assam Civil Secretariat used to deal with the following subjects amongst other in the Marine Branch of the Judicial Department (1) Petroleum (2) Carbide of Calcium (3) Explosives (4) Pilgrim Traffic (5) Plague so far 'Plague importation Regulations were concerned. Finance Department dealt with Government steamers and steam Launches.

It was now decided that the Public Work Department Secretariat would henceforth deal with cases relating to the importation of Petroleum, Carbide of Calcium and Explosives by sea as well as cases governed by the rules for the prevention of the introduction of plague on ocean going steamers or other vessels, while the Judicial and General Department would deal with all other cases that might arise under the heads Explosives or Plague.

23. Circular No. 220 dated 27th April 1906 by the C. S.
In suppression of all previous circulars on the subject of distribution to be dealt by each of the Secretaries to the Govt. of Eastern Bengal and Assam, a new circular was issued regarding the new arrangement.

The Lt. Governor directed that with effect from 1 February 1907, the clerical staff of the Secretariat would be divided permanently into three departments, the recruitment and promotion being made independently by the Secretary of each department except in the case of first and second grade assistants who would remain on one joint cadre for the purpose of promotion only. The distribution of permanent clerical staff was followed by distribution of probationers, three being allotted to each department. In order to secure an equal division of the staff, two junior clerks in the Private Secretary's office were placed in the cadre of the Chief Secretary's Department, eight assistants in the Record department in the Financial and Municipal department and the Librarian and his assistants in the Judicial and General Department. The shorthand writer and the Head Clerk in the Private Secretary's office remained outside the cadre, but for the purpose of promotion to a higher grade, the latter stood in the same position as the Head Assistants on the grade of Rs.200-250 a month.

24. Circular No.22 A dated 8th Dec. 1908 (Appointment A May 1908 1-4)
25. Financial A. August 1907 No. 909-912.
26. Office order No. 13 of 1907 General and Judicial Department 30.7.1907.
The distribution of subjects between the various departments were faulty and anomalous. The Chief Secretary's department dealt with special Branch (Intelligence) work but not with Police, though having all police work under one head would have been obviously advantageous.

The Chief Secretary proposed in 1909 that there should be some modification of the distribution of work between the Judicial and the

27 Chief Secretary's departments. It was proposed that the subject be re-distributed to bring the departments more in line with those of the Government of India. Home Department subjects could be transferred to some extent from the Judicial to the Chief Secretary's department and Revenue and Agriculture going over to the General Department.

At that time sanitation, medical and Jail were dealt with by different departments. These subjects should have been in one department. The Department of Commerce and Industry had been constituted in the Government of India. But Eastern Bengal and Assam had no such department. A department of Industry could handle such items of business as Petroleum, Explosives, Inventions and Designs etc. which were then dealt with in the General Department.

The Judicial Secretary R.B. Hughes-Buller suggested that as Revenue and Finance were intimately connected and involved many cross references between Revenue and Finance Department, the two should be placed under one Secretary as was the practice in Burma. He also suggested that the Department of Commerce should also be formed as had already been done in the United Province.

28. Letter dated 3rd November 1909 to the Chief Secretary.
The Financial Secretary L.J. Kershaw also suggested a scheme for re-organising the departments. The main principles of his proposal were:

First, the Chief Secretary should not concern himself with subjects under the control of Board of Revenue.

Second, Local Self-Government, Education, Sanitation, Medical Service, and Pensions are all allied subjects. All of them should be under one Secretary.

Third, the Chief Secretary should, as far as possible, be in charge of subjects for which there was no Head of the Department. In such cases he was not merely the advisor to the Lt. Governor but a quasidepartmental head. This would apply to Appointment, Political and Judicial.

According to the Kershaw Scheme, the Chief Secretary should deal with Appointment and Public Services, Judicial, Police, Political Legislative and Jails.

The General Secretary should deal with Education, Local Self-Government, Medical, Sanitation, Pensions and Fersics, Public Works and Agriculture.

The Financial and Revenue Secretary should deal with Finance, Revenue, and Separate Revenue, Forest, Commerce and Industry, Mines and Minerals, Co-Operative Credit Societies.

On the basis of the recommendations made by the Judicial and Financial Secretaries, the Lt. Governor ordered regrouping of the subjects as follows:

First, the transfer of the Revenue, Revenue Miscellaneous, Agriculture, and Archaeology to the Judicial Secretary.

Secondly, the Chief Secretary was to deal with Judicial Police, Appointment and Education. After a year, Education was to be substituted by Political and Military. 

....61....
relief to the Chief Secretary. Third, Agriculture should be transferred to the Board of Revenue. This would result in some substantial reduction in the correspondence work.

Lt. Governor decided in 1910 to form the Legislative Department to deal with all Bills, bills introduced into the Provincial Legislative Council and bills received for criticism from the Government of India. As a result of this regrouping the number of Secretaries were:

(1) the Chief Secretary,
(2) the Revenue and General Secretary and
(3) Financial Secretary.

The Judicial and Police Branches came under the Chief Secretary and the subjects hitherto dealt with in the Revenue Department, Revenue and Miscellaneous Branches and in the Branches of Agriculture and Archaeology of the Chief Secretary's Department were transferred to the Secretary in the General Department. The Subject Extension of Acts and Laws and Legislation which appeared under Judicial Branch continued to be dealt with by the Secretary whose designation became Secretary to the Government in the Revenue and General Department.

The Government contemplated the transfer of Agriculture to the Board of Revenue and very large devolution of powers to the Revenue Department which was exercised by the Government itself. The Board of Revenue was required to reduce their official correspondence with the Government to substitute unofficial references and notes by the Members themselves and to give the services of the Board of Revenue.

30. Appointment A January 1910 No. 8-10.
31. Circular No. 1 A dated 10 January 1910 (Appt. A January 1910. 8-10)
Secretary for the purpose of preparation of drafts to Government of India in cases which the Provincial Government was not empowered to dispose of.

The Judicial Department, except Jail and Legislative Sections were transferred on 1.1.1910 to the Chief Secretary.

Later on the Police Branch of the Judicial Department was transferred to the Revenue and General Department. The Medical Branch of the General Department was added to the Financial and Municipal Department.

The Chief Secretary retained Education and transferred Police to Revenue Secretary. Although the various departments were heterogeneous and multifunctional, previous attempts for unifunctional department organization was frustrated now. No principle seems to have been adopted in the distribution of subjects among the Departments.

In 1912, when Assam became a Chief Commissioner's province, the Secretariat contained only two Secretaries—the Chief Secretary and a Second Secretary. The number of Departments was four i.e. Appointment, Judicial, Financial and Revenue. The first three departments were in charge of the Chief Secretary.

32. General B. July 1910 No. 66-78.
33. Circular No. 15A dated 7th November 1910 (Appointment A November 1910 No. 68-70.)
The Appointment Department dealt with the following branches:
(a) Appointment (b) Political (c) Education.

The Judicial Department had the following branches under it (a) Judicial (b) Police (c) Legislative (d) Jail (e) General (f) General Miscellaneous (Lunatic etc) (g) General Miscellaneous (Education Census) (h) Registration (i) Military.

The Revenue Department had the following branches:
(a) Revenue (b) Revenue Miscellaneous (c) Immigration (d) Agriculture.

The Finance Department dealt with (a) Finance (b) Local Self-Government (c) Public Works (d) Municipal Miscellaneous (e) Medical (f) Sanitation (g) Separate Revenue.

The distribution of works in the branches was far from satisfactory and caused frequent dislocation and confusion. Although the Chief Secretary was in charge of the Appointment Department, Financial Department and Judicial Department, the Second Secretary was responsible for the education branch of Appointment Department. Similarly, Jail, General, Registration, Military Branches of Judicial Department, Local Self-Government, Municipal Miscellaneous, Medical, Sanitation and Separate Revenue of the Finance Department of the Chief Secretary were actually dealt with by the Second Secretary. In the same way the Chief Secretary dealt with Immigration 35 Branch of the Revenue Department under the Second Secretary. Thus there was confusion in the allocation of subjects to the Departments.

The Chief Secretary desired redistribution and the Registrar of the Secretariat worked out a new scheme. According to this scheme, the Second Secretary's office should have three departments:

1. Municipal and Education.
2. Revenue and Agriculture.

The Municipal and Education Department should deal with the following branches: (a) Education (b) Local Self-Government (c) Municipal Miscellaneous (d) Sanitation (e) General Education (f) Revenue.

The Revenue and Agriculture Department should deal with (a) Revenue (b) Revenue Miscellaneous (c) Agriculture.

The General Department with (a) Jail (b) General (Holiday, Post and Telegraphs) (c) General Miscellaneous (Lunatic, Tour, Diary, Wild Animals, Circuit House) (d) Registration (e) Medical.

The Chief Secretary would have two departments:

(1) Appointment and Financial.
(2) Judicial and Political.

The Appointment and Financial Department comprised (a) Financial (b) Public Works (c) Appointment Branch and the Judicial and Political Department (a) Political (b) Judicial (c) Police including Armed Police (d) Legislative (e) Military including volunteer (f) Immigration.

36. Note by Registrar dated 12 December 1912.
The essence of the scheme was that the Departments dealt with by the Chief Secretary and Second Secretary were kept separate and distinct. Even this arrangement was not satisfactory.

Therefore, the Registrar suggested a redistribution of work between the Chief Secretary and the Second Secretary. He proceeded on two broad assumptions—firstly that Finance must be under the Second Secretary. Secondly, that one and the same department should not be under two. He suggested that the Secretariat should be divided into departments if economy and efficiency were to be obtained. The work might be distributed among the six departments as follows:

The Chief Secretary would be in charge of (1) Police and Political Appointment and Municipal. (2) Immigration, Public Works, Education.

The Second Secretary would be in charge of (1) General and Judicial (2) Revenue and Agriculture (3) Finance and Separate Revenue.

The Chief Secretary accepted the principle that Finance should go to the Second Secretary. But he suggested that Immigration, Appointment and Police and Revenue should be under him. The Second Secretary would then have Finance including Municipal and General Department.

Thus in 1914, the Chief Secretary was entrusted with the administration of Appointments, Police, Political, Judicial, Revenue including Forest and Agriculture.

The Second Secretary dealt with Finance, Separate Revenue, Co-operative Societies, Municipal, Medical, including Jails and Sanitation, Immigration miscellaneous.

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37. Note by G.F. Smith on 14 March 1914.
38. Note by W.J. Reid on 24 March 1914 to the Second Secretary H.W. Botham.
The Commissioners, the Deputy Commissioners and the other officers were directed that applications for administrative approval of the schemes prepared by the P.W. D. should be addressed to the Secretary concerned, e.g., a project relating to a Police building should be addressed to the Chief Secretary, while one relating to a Medical building would be sent to the Second Secretary.

The number of departments remained as before, four. But the periodical redistribution of subjects did not result in achieving unification or even any satisfactory degree of homogeneity in the four departments. For example, the Military Branch included such subjects as Defence Force and the Finance Department dealt with Military Branch. The Chief Secretary suggested that Military Branch should be transferred to the Political Department under the Chief Secretary. The Chief Secretary had till then the Forest Branch. It was suggested that Forest including elephantibelal should go to the Finance Department under the Second Secretary.

In 1918, another redistribution of Secretariat work took place.

The Chief Secretary was given Appointment, Police Political including titles, Barber, Military, Judicial, Legislative, Revenue including mines, minerals etc. Agriculture Explosives.

The Second Secretary was entrusted with Finance, apart from Revenue, Co-operative, Local Boards, Municipal, Medical, Jails, Sanitation, Education including Books, Ecclesiastical Gazetteer, Industries, Trade and Commerce, Priority, Immigration, Registration, Forests, Miscellaneous including Lunatics, Holidays, Livery, Dak Bungalows.

43. Ibid.
44. Ibid.
In 1920 there were four Departments in the Assam Secretariat. The Chief Secretary was in charge of the Appointment, Political and Judicial Department and Revenue and Agriculture Department. The Second Secretary was in charge of Financial and General Department, Municipal and Education Departments. These four departments were not structurally unified but built around a single purpose. They remained heterofunctional, an agglomeration of several not usually kindred sections or branches each with a distinct function but unrelated with other in the same Department.

Nevertheless the tendency was to have all allied subjects grouped as far as possible under a distinct Department. The Appointment and Political and Judicial Department dealt with allied subjects. The Revenue and Agriculture Department went together. The Judicial files were closely connected with either the Appointment or the Political Department cases, and they were more conveniently handled in the Appointment side than on the Revenue. Under this arrangement the Second Secretary was entrusted with all financial and all nation building activities such as Local Boards, Municipal, Medical, Sanitation, Education as well as Industry, Trade and Commerce, Registration and Immigration.

After the introduction of constitutional reforms of 1919, the Assam Secretariat had six departments. They were:

(i) Appointment and Political.
(ii) Judicial and General.
(iii) Revenue.
(iv) Financial.
(v) Local Self-Government and Industries.
(vi) Education.

But the number of Secretaries was only two.

46. Appointment B.January 1920 No.102-105
47. Note by Mahendra Kumar Datta, Registrar, Assam Secretariat, File No. M/62 G of 1918.
Revenue, Education, General and Finance (Misc) departments were allotted to the Chief Secretary. The Second Secretary also received part of the subjects in the departments of Finance and Education. He received Judicial and Local Self-Government and Industries files as well.

1921-1937

The subjects dealt with by the various Departments of the Assam Secretariat in 1921 were as follows:

1. Appointment and Political Department - Appointment, Political, Assam Rifles, Military, Passport, Certificates of Identity. These were to be dealt with by the Chief Secretary directly under the Governor.

2. Judicial and General Department - Administration of Justice, Appointment, Transfer, Powers of Munsifs and Magistrates, Civil Police, Jails, Forms, Arms Act, Explosives, Excise, Wild Animals, Holidays, Newspapers, Printing Presses. All these subjects were under the control of the Judicial Member except the Legislative, but there were a few subjects which were in the portfolio of the Governor himself.

3. Revenue Department - Revenue proper including settlement, Forest, Waters Estate, Government Estate, Mines and Minerals, Fisheries, Books and Maps. Here also were practically all the main subjects in Finance Members portfolio grouped together excepting Finance proper. Only Factories was a subject in the Governor's folio.

49. Finance B March 1924 No. 603-694.

50. Finance A January 1922 No. 177-214.
4. Finance Department. - Account, Budget proper, Re-appropriation, Loan Account, Pension, etc. Local audit, Income Tax, Stamp, Salt, Customs. Here also the subjects were all practically under the control of Finance Member of the Council.

5. Local Self-Government and Industries Department - Municipalities, Local Boards, Agriculture, Veterinary, Industries, Co-Operative Societies, Trade and Statistics, all the subjects in the portfolio of self Government. Ministers were concentrated in one Department, but as the department would not have sufficient work initially, Trade and Statistics was added to it.

6. Education and Sanitation Department. - Education including European Education which was a subject in the Governor's portfolio, Medical, Sanitation, Lunatic, Registration, Ethnography, Census, Circuit Houses, Dak Bungalows, stores, Ecclesiastical, Gazetteer, Printing including Gazette. Here also all the subjects in the portfolio of the Education Minister were brought under a single department, but some of the Reserved subjects (Central) which did not have much work were allotted to this department.

The Legislative Department, which was a combined office of the Secretary in the Legislative Department, Legal Remembrancer, Administrator-General, and Secretary to the Legislative council was left out of consideration for the time being. It was decided that in the interest of efficiency and to avoid complication and confusion, the Legislative Department should maintain its papers separately, so that when necessary the department might be separated without any difficulty.

51. Finance 3 January 1922 No.177-214.
After the introduction of Dyarchy, the Governor distributed the subjects as follows between himself and other members of the Government.

The Governor, European, judicial appeals from the Haga and Lushai Hills and the partially administered portion of the Frontier Tracts, Assam Rifles, Appointment Department including the control of the India and Provincial Services, Central subjects in so far as delegated to the Local Government other than those delegated to other Members of the Government.

The Finance Member—Finance Member was in charge of the Finance Department, stamps, Local Fund Audit, scheduled and sanctioned taxes, Borrowing, Land Revenue, including Court of Wards, Finance Relief, Forests, Land Acquisition, Industrial Matters, Factories, Boilers, Settlement of Labour Disputes, Labour Welfare, Protection of wild birds and animals, Government Press, Central Subjects, such as Financial, Emigration from and immigration into British India and Inter-provincial migration, Commerce, Banking and Insurance Trading Companies and other Associations.

The Judicial Member was in charge of the administration of Justice, Administrator-General and other Trustees, Public Works, Internal Supply, Irrigation and Canals, Drainage and embankments, Water storage, and Water-power, Electricity, Factories, Smoke nuisance, Inlands waterways, Civil Police, Control of Vehicles, Betting, Cruelty to animals, Poisons, Public performances, Control of newspapers, books and printing presses.
criminal tribes, European vagrancy Prisons, cattle trespass, Travo-trove, election to Legislatures, Regulation of professional qualifications, Legislative Department, Communications, Shipping and Navigation, Ports, Telegraphs and Telephones.


The Minister for Local Self-Government: was in charge of Local Self-Government, Medical Administration, Public Health, Non-Muslim Pilgrimage in India, Registration of deeds, Registration of births, deaths and marriages, Non-Muslim Religious and Charitable Endowments, Education, Agriculture, Development of Industries, Law and measures, Libraries and Museums.

The activities of the various department increased. The following figures show a considerable increase in receipts, issues and in council questions and resolutions over those of 1923. The following summary of per cent of increase in four departments, Revenue, Education, General and Finance speak for itself.

54. Deposit 4 April 1926 No. 86-91.
### Receipt Issues Council Council

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Percentage InCREASE

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Percentage Increase

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Percentage Increase

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Percentage Increase

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Percentage Increase

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Percentage Increase

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Percentage Increase

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Percentage Increase

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Second Secretary's department percentage increase

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The figures of the Departments under the Chief Secretary show a large increase. The following causes combined to increase the work of the Second Secretary and his under Secretary:

New settlement in several districts, relaxation of financial stringency, the preparation and examination of numerous schemes in several departments, the activity of the League of Nations particularly with regard to the opium question, Calcutta University, the Reformed Government with different members and Ministers desiring to review past policies and to initiate new policies, new council and series of Committees, select and otherwise.

55. Deposit A. April 1926 No. 89-91
The need was felt for redivision of work and the appointment of a new Secretary. A new department should have been constituted initially on the introduction of Dyarchy on the basis of Reserved and Transferred subjects for the sake of efficient control and management of departments.

A scheme for the departmental re-organisation came into force in 1927 under which the Second Secretary became Secretary in the transferred Departments with subjects like Education, Medical, Local self-Government, Excise, Agriculture and Industries. The new Secretary was assigned Finance and Revenue together with Income Tax, stamp, Court Fee and other small subjects that could be conveniently dealt with by him. The essence of the scheme was that the Chief Secretary was relieved from the charge of the Finance Department and wholly dealt with appointment, Political, Judicial, Jails, Forests, Forms and Irrigation.

Under the various financial rules, the Finance Department had to do a good deal more than they were required formerly.

Subsequently the Finance Department was re-organised into (i) Budget and Accounts including statistical (ii) Finance (Establishment). The net result was an increase of one Head Assistant, two Upper Division and seven Lower Division Assistants. Because of increase of work in the Finance Department, it was split into two in 1928 namely Audit and Budget. The process of internal adjustment continued. The Local Self-Government Department got divided, owing to the work in all Branches, into Education, General and Judicial. The Medical Department had to be created in 1932.

56. Deposit A. April 1926 No. 89-91.
57. Appointment A. December 1927 No. 19-43.
58. Appointment A. December 1927 No. 19-43
59. Establishment A. September 1929 No. 11-2
60. Finance A. June 1925 No. 2265-2320.
to cope up with increased pressure of work in the Secretariat.

The Co-operative Department was organised in 1923 and became a distinct entity like Industries and Agriculture Departments, under the Secretary of the Education and Local Self-Government in 1937. During the Second Great World War, to deal with the scarcity conditions the Supply Department was organised in 1943.

1937-47

The Assam Secretariat was divided into the following departments in 1937: Home, Judicial and General, Finance, Revenue, Education, Local Self-government, Legislative and Public Works. One or departments were placed under a Secretary to the Government. The number of departments was greater than the number of Secretaries who were only three to begin with. The organization of the Secretariat into the above departments was for the convenience of its internal working.

61. Finance Audit B, September 1932 No. 31.
64. Assam Government Handbook 1937 Part II.
HOME DEPARTMENT

The Home Department was organised in 1937 with the introduction of the provincial autonomy. Before 1937 the Judicial Department and the Appointment Department performed the functions of the Home Department. Since its constitution in 1937 the Home Department had dealt with the following subjects as an administrative department of Assam Government:

Public order, Preventive detention for reasons connected with the maintenance of public order, Police including railway and village Police, Provincial Public Services except leave, transfer and posting of Sub-Deputy Collectors, Public Service Commission; All matters concerning succession of headmen, tribal or village rights in the partially excluded areas, Half Yearly Departmental examination, Extradition Arms, ammunition, explosives, Pilgrimage outside India, General Administration Report, Holidays, Civil List, Circuit House, Burial grounds, Inns, Theatres, dramatic performances and cinematograph films for exhibition etc.

The Home Department was directly under the Chief Minister. This Department worked directly under the Chief Secretary assisted by a Joint Secretary, Deputy Secretary and an Under Secretary. The Home Department worked with one Head Assistant and 4 Upper Divisions and 5 Lower Division Assistants.

On the Police side, the Inspector-General of Police was the head of the Department under the Administrative control of the Home Department. He was an ex-officio Joint Secretary in the Home Department.

66. Civil List 1946.
Publicity was not a Secretariat Department. In 1941 a Publicity officer, Suli Khan Chowdhuri, was appointed in connection with war efforts and placed under the Chief Secretary. In 1945 the post was upgraded and designated as Director of Publicity. T.E. Hayley was the first Director under the Chief Secretary.

The Home Department was organized as follows:

- Chief Minister
- Chief Secretary
- Joint Secretary
- Deputy Secretary
- Under Secretary
- Head Assistant
- 4 Upper Division Assistants
- 5 Lower Division Assistants

**JUDICIAL AND GENERAL DEPARTMENT**

Since 1874, there had been a Judicial and General Department in the Assam Secretariat. The Police was one of the subjects allotted to Judicial Department prior to 1937.

The function of the General Department was of general nature i.e., mainly the co-ordination of the activities of Government in various Department. The removal of prisoners from one unit to another form and control of News Papers, Books and Printing presses were its special functions. It was under the Chief Secretary.

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68. Civil List 1941.
69. Civil List 1945.
70. Appendix I Assam Secretariat Manual 1939.
The Judicial Branch of the Judicial and General Department has the following subjects to administer. The Administration of Justice, Constitution and Organization of all Courts except Federal Court, Jurisdiction and powers of all Courts except Federal Court, Prisons, Reformatories, Borstal Institution, Forests, Protection of wild animals, money lending and money lenders, Betting and gambling, criminal laws, criminal procedure, Marriage and Divorce, Trusts, Bankruptcy and Insolvency, Transfer of Property etc.

The Judicial and General Department of the Assam Secretariat worked under the control and supervision of the Chief Secretary. It was under the Inspector General of Prisons. He was the Head of the Department.

Forest was under two Conservators of Forests—Senior and Junior. The Forest Department generally dealt with the preservation of forests and wild life and exploitation of its resources.

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In 1903, the Account and Statistical Branch of the Assam Secretariat was reconstituted as Financial Branch which was organised as Finance Department when Assam was a part of Eastern Bengal.

The functions of the Finance Department were set out in the Devolution Rules Nos. 37 to 43. Those instructions, so far as Assam was concerned must be read with Business Rules Nos. 14(2) and 31. A careful study of these functions of the Finance Department would show that while many of these rules imposed final responsibility upon the Finance Department, the majority were functions of advice.

No member of the Governor's Executive Council or Minister could disregard the advice of the Finance Department without referring the matter to the Governor. The decision then was the decision of the Government i.e., either the Governor in Council or the Governor and his Ministers and the Finance Department must accept the decisions.

The Finance Department had however, certain special responsibilities under the Devolution Rules, otherwise it occupied the same position as other department. The function of a Department was only to advise. The decision or orders were issued by the Government when the departments disagreed, the matter went before the Government for final decision.

Sir Frederick Gauntlett, Auditor-General of India appearing before the Reforms Inquiry Committee i.e., Mudiman Committee, refuted the complaints that there was excessive control by the Finance Department.

74. Finance B. June 1925 No. 1647.
75. Finance Estab. B. June 1925 No. 1646-1648.
46. The Statesman - August 26, 1904.
On the other hand, he said, the Treasury Control in England and in other countries was far stronger than in India, where the Finance Department merely gave advice.

The Finance Department was given definitely a special position in the Government of India Act 1935. In exercise of the power conferred on him by Sub Section (2) (3) and (4) of Section 59 of the Government of India Act 1935, the Governor of Assam, after consultation with his ministers, made the Assam Executive Business Rules. Under the Business Rules, no Department could, without previous consultation with the Finance Department, issue orders affecting the Finances of the Province or (a) it could not alter the number or grading or cadres of posts or the emoluments or other conditions of service of posts or (b) involve any grant of land or assignment of revenue or concession, lease or license of mineral or forest rights or a right to water power or any easement or privilege in respect of such concession or (c) in any way involve any relinquishment of revenue. Further no proposal which the Finance Department did not concur, could be proceeded with unless a decision to that effect was taken by the Council of Ministers.

The functions of the Finance Department was to make funds available for the activities of the various departments of Government and to ensure the lawful and efficient use of the fund allotted. The Finance Department was generally concerned with receipts and expenditure.

76. The Statesman August 30, 1924
77. Letter No. D 512P dated 4th Feb. 1937 from Finance Member Govt. of India, Sir James Grigg to Assam Governor Sir Michael Keane. Fin(a) Audit June 1939, No. 1205-1231.
of the Provincial Government. It was responsible for all matters relating to financial procedure, and the application of the principle of sound finance, all matters relating to budget procedure and the form and contents of the annual financial statement. It was also responsible for the ways and means position of Assam. The Executive authority could delegate the power to sanction authority only after consultation with the Finance Department.

The Finance Department was in charge of the accounts relating to loans and advances granted by the Assam Government. The accounts relating to Provident Fund Deposits and Advances and Flood Insurance Fund were maintained by the Finance Department. It had to examine and report on all proposals for the increase or reduction of taxation, for borrowing by the Government. It took all the steps for raising loans from the market on behalf of the Government.

The Finance Department was responsible for preparing the estimate of the total receipt and disbursement of the Province in each year, and watching the state of provincial Government's balances. It had to prepare the annual financial statement of estimated receipts and expenditure to be laid before the Assam Legislature. For the purpose of such preparation, it examined and advised on all schemes of new expenditure for which it was proposed to make provision in the estimates for any scheme which had not been so examined.

81 Rule 15 Part III.
82 Rule 16 Part III.
83 Ibid.
The Finance Department placed the report of the Audit authorities before the Committee on Public Accounts and the Legislature. It advised the Departments responsible for the collection of revenue regarding the progress of collection and the methods of collection. It decided the units of appropriation. The Appropriation Accounts were prepared by the Finance Department.

The Finance Department of the Government of Assam performed on behalf of the Finance Department of the Government of India the following functions:

(i) Administration of Fundamental Rules and Subsidiary Rules in respect of services controlled by Governor in Council as the agent of the Governor-General in Council.

(ii) Safe custody of money standing in the Public Accounts.

(iii) Administration of rules governing deposit transactions.

(iv) Administration of rules governing transactions in connection with Local Funds.

(v) Exercise of General financial power in the administration of Central subjects.

(vi) Administration of Central Excise vis-a-vis Excise duty on Matches, duty on Sugar, Motor spirit, Kerosine.

(vii) Deduction of Income Tax from pay, pension etc. of Government servants and furnishing returns in connection therewith to the Income Tax authorities in respect of offices of the Central Government.

84. Rule 17, Part III, the Assam Executive Business Rules.

85. Finance Audit B.M., March 1937 No. 128-130.
The Finance Department was controlled by the Finance Minister since the introduction of the Provincial autonomy. Immediately under him was the Finance Secretary. The Finance Department was divided into two Branches: Audit and Budget—each under a Head Assistant. In the Audit Branch there were 3 Upper Division and 3 Lower Division Assistants while in the Budget Branch, the number of assistants were 4 and 6 respectively.

The Finance Department was organised as follows:

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+-----------------+-----------------+
| Finance Minister | Secretary        |
+-----------------+-----------------+
|                 |                 |
| Head Assistant  | Head Assistant  |
| (Audit)         | (Budget)        |
|                 |                 |
| 3 Upper Division| 4 L.D. Assistants|
| Assistants      |                 |
|                 |                 |
| 3 Lower Division| 6 L.D. Assistants|
| Assistants      |                 |
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The Audit Branch did not have any administrative function. Its main function was advisory. To some extent it regulated the financial policy of Government of Assam.

The Budget Branch was responsible for the preparation and compilation of annual financial statement of Receipt and Expenditure, detailed estimates and demands for grants, Budget Memorandum, Supplementary Demands, for grants, Budget Surrender Statement, ways and means and cash balances, Resources, Cash Balance investment and withdrawal and loans.

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86. Finance (A) Audit B. June 1936 No. 566.
89. Ibid.
After the enactment of the Assam Sales Tax Act 1947, the Assam Professions, Trades, Calling and Employment Taxation Act 1947, the Amusement and Betting Tax Act 1939, and the Assam Agricultural Income Tax Act 1939, the Finance Department became an administrative department.

The Assam Agricultural Income Tax Act 1939 came into force with effect from 1 April 1939. Pending arrangement for the administration of the Act, the Government of India, Income Tax Department, agreed to administer the Act and collect revenue until 31 December 1942. The administration of this Act was taken over by the Finance Department, Government of Assam in 1943.

The Assam Sales Tax Act 1947 was brought into effect in 1947. As it was the intention of the Government to centralise the administration of all taxation Acts under one authority, the Finance Department was organised in June 1947 and the Commissioner of Taxes was made responsible for control and supervision and administration of taxes. The administration of three other Acts viz. The Assam Profession, Trades, Calling and Employment Taxation Act 1947, The Assam Sales of Motor spirit and Lubricants Taxation Act 1939, and The Assam Amusement and Betting Tax Act 1939, became also the responsibility of the Commissioner of Taxes under the control of the Finance Department. The Finance Department became the administrative Department in respect of the following Heads of Departments: (i) Commissioner of Taxes and (ii) Secretary Board of Agricultural Income Tax.

91. Ibid Page 45.
The Revenue Department had always been an integral part of the Assam Secretariat since 1874. Prior to 1874, there was such a department under Sheristanadar in the office of the Commissioner of Assam. The administration of land revenue had always been the most important function of Assam Administration. It had the following branches: (a) General Revenue (b) Forests (c) Fisheries (d) Mines and Minerals (e) Excise and Registration (f) Courts of Wards' Estate (G) Debt conciliation Board. The Forest Branch was separated from the Revenue Department in 1937.

From the beginning, the Revenue Department was a part of the Finance Department. It was an administrative department dealing with the administration of land revenue. It was mainly concerned with the assessment and collection of land revenue, distribution of land, relief measures against natural calamities, acquisition and requisition of land, survey and land records, village grazing reserves, land reclamation, rehabilitation of landless people, administration of notified fisheries, administration of Courts of Wards and Collection of crop statistics, mauzadars, mahajinders and gaon buraz, creation of circles and sub-circles mauzas and gaon buraz lots. The principal revenue administrative officers were the Commissioner of the Division, the Deputy Commissioner, the Extra Assistant Commissioner, and the Sub-Deputy Collector. So far as Land Records and Survey work was concerned, the Revenue Department operated through the Director of Land Records. The Commissioner was in charge of revenue administration in his division.

SECRETARIAL ORGANIZATION AND FUNCTION. GOVT. OF ASSAM 1968. PAGE 112.
He was the channel of communication between the district officers and secretariat.

Organization of the Revenue Department.

Minister for Revenue administration.

Revenue Secretary.

1 Head Assistant.

2 Upper Division Assistants.

3 Lower Division Assistants.

Revenue Field Service

Revenue Secretary

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Commissioner of Division.

Deputy Commissioner.

Extra Assistant Commissioner.

Sub-Deputy Collector.

Till the formation of the Province of Eastern Bengal and Assam in 1905, Public Instruction was a Branch of the General Department. In 1905, the Education Department was established and placed under the Chief Secretary. But with the reconstitution of Assam as a separate administration in 1912, Education became a Branch in the Appointment Department and the Second Secretary was in charge of it. In 1914, the Education Department was placed under the Second Secretary along with the Municipal Department.

The Education Department became separate and distinct only after the introduction of the Reforms of 1921. The Chief Secretary was allotted this Department generally, excepting European Education. But with departmental reorganisation in 1927, Education Department became the exclusive charge of the Secretary, Transferred Department.

After the introduction of Provincial autonomy in 1937, the Education and Local Self-Government Departments were placed under one Secretary. Since then the work in the Education Department increased considerably.

In November 1937, a Deputy Secretary was appointed to be in charge of Education and relieve the Secretary to a certain extent.

97. Letter No.3634 F(A) dated 9.11.1937 from A.V. James to the Comptroller Assam.
The administration of the Department of Public Instruction was entrusted to the Director of Public Instruction who was the Head of the Department and was responsible for the administration of

(a) University Education: the Department directed administration and controlled the Government Colleges and held such control on Aided Colleges as could be reasonably enforced.

(b) Secondary Education: the Department controlled Education in the Government and Aided High and Middle English Schools through the agency of Inspectors to and held public examination at the end of Middle stage.

(c) Primary, Middle, Vernacular Education.

(d) Special Schools: Sanskrit and Islamic education under Assam Sanskrit and Assam Board respectively.

(e) Development Schemes:

The Education Department was in charge of the Department of Historical and Antiquarian studies which functioned as a regular Government Organization. It was established in 1928 for the promotion of historical studies in Assam.

98 Government of Assam, Descriptive Memoirs of Departments 1936.

The Heads of Departments under the education Department were (i) the Director of Public Instruction (ii) Director of Historical and Antiquarian studies.

Education Department had two Secretariat Branches viz. Education (General) Department (ii) Education (Technical and Miscellaneous) Department. The Head Assistant had under him 3 Upper Division and 5 Lower Division Assistants in the Education Department. It was organized as follows:

- Education Minister
- Secretary
- Deputy Secretary
- Head Assistant
- 3 Upper Division Assistants
- 5 Lower Division Assistants

100. Ibid.
LOCAL SELF-GOVERNMENT DEPARTMENT.

In the Eastern Bengal and Assam Secretariat the Finance Secretary looked after the municipal Department. The Municipalities and Local Boards were under the Municipal Department.

The Municipal Boards, Local Boards, Medical, Sanitation, Services, sounds and education were dealt with by different departments. After the reconstitution of Assam as a separate province, the Finance Department was entrusted with the responsibility for the administration of Local Self-Government, Medical and Sanitation in 1914. With the introduction of Dyarchy in 1921, the department of Local Self-Government became important. Therefore it was placed under a minister for Local Self-Government. The department became unifunctional only in 1937.

The Local Self-Government Department functioned as an administrative Department. It was responsible for the constitution, dissolution, supervision and abolition of Municipal Boards, Local Boards, mining settlement, and other local authorities and village Panchayats. The Department distributed grants to Local Bodies for several purposes. It granted loans to the Local Bodies for the improvement of water supply and Communications and for other purposes covered by various local Acts. It administered the Assam Local Self-Government Act 1915.

The Local Self-Government Department was under a common secretary who was assisted by a Deputy Secretary. It had four Upper Division and eight Lower Division Assistants who worked under the supervision of one Head Assistant.

103. The Assam Secretariat Manual 1939 Provisional Issue Appendix I.
The Secretariat organization of Local Self-Government was as follows:

Local Self-Government Minister.

- Secretary, Education and Local Self-Government.
- Deputy Secretary.
- Head Assistant.
- 4 Upper Division Assistants.
- 8 Lower Division Assistants.

The Agriculture, Industries and Medical Departments were under the control of the Secretary, Education and Local Self-Government. The Director of Industries was made ex-officio Additional Secretary in Local Self-Government (Industries) Department in 1943.

The Department of Industries was created in 1918.

The Industries Department was responsible for the development of Industries in the Province particularly sericulture and weaving which played a vital part in the economy of the people. It was an administrative Department with a Director of Industries at the Head under the overall policy direction of the Secretary, Local Self-Government Department.

107. Civil List 1943.
LAND RECORDS.

Since 1882, a department which in 1886 received the name of the department of land Records and Agriculture existed. A department of Agriculture was however, established in 1907 under the Govt. of eastern Bengal and Assam with a Director in charge. With the reformation of Assam in 1912, the Department of agriculture was again amalgamated with that of Land Records.

AGRICULTURE.

The Department of Agriculture was responsible for the agricultural development including agricultural education and research, protection of crops against pests and prevention of plant disease, improvement of stock and prevention of animal disease, veterinary training and practices. The activities of the Department of Agriculture fall mainly under two heads: (i) normal activities such as general Agriculture Branch (ii) The Browmore Food Campaign under the administrative control of the Director of Agriculture. The Veterinary Branch was under the administrative control of Director of Veterinary Department whose earlier designation was that of a Superintendent.

MEDICAL.

The Medical Department looked after Public Health and sanitation, Hospital and dispensaries, registration of births and deaths, prevention of adulteration of foodstuffs and other goods, weights and measures.

109 Memoranda of Govt. of Assam for Indian Statutory Comms. 1928 Page 331.

110 Civil List 1945.
The Medical Department functioned for rendering curative medical aid in Hospitals and Dispensaries and for providing medical and para medical School at Dibrugarh, the only Medical Institution in Assam. The Assam Medical College was opened in 1947. The Assam Government opened also Ayurvedic College at Guwahati in 1945. The function of the Public Health Department was to deal with the preventive aspect and to provide against epidemics. The Inspector-General of Civil Hospital was the Head of Medical Department who was also the Inspector-General of Prisons. At the head of the Public Health Department was the Director of Public Health.

The Industries, the Agriculture, the Medical and Public Health Departments as administrative Departments were under the control of the secretary, Education and Local Self-Government so far as policy framing was concerned. But the secretary in turn was under the control of several ministers. The number of ministers varied according to political situation.

The Co-operative movement was of small dimensions in Assam till 1919. In 1919-1920, it had only one Registrar, two inspectors and one Auditor. In 1923, the Co-operative Department was placed under the same Minister and Head of Department as the Department of Agriculture and Industries. The Secretary, Department of Education and Local Self-Government had overall responsibility in policy matter.

112. Civil List 1946.
Prior to the formation of the Province of Eastern Bengal and Assam, there was no office of Legal Remembrancer in the Province of Assam. The office was created only after the formation of new Eastern Bengal and Assam.

The need was felt for such an officer to act as the secretary to the Legislative Council. In July 1912, the Chief Commissioner Sir Archdale Earle represented to the Government of India for the appointment of a Legal advisor whose duties would be (i) to draft bills for introduction in the Legislative Council (ii) to perform the functions of the secretary to the Council and (iii) to supervise and conduct important prosecutions.

In view of the inauguration of a Legislative Council for new province of Assam, the Government of India agreed to the proposal for the creation of the post of Legal Remembrancer temporarily.

The Legal Remembrancer was also the Administrator-General and of Icial Trustee and Secretary Legislative Council office (Upper House). The creation of permanent post of Legal Remembrancer was sanctioned by the Secretary of State in 1914.

The Legislative Department was a part of the civil secretariat. But in 1929 the Legislative Department was separated from the Secretariat for the purpose of promotion, recruitment etc. of the ministerial officers.

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117. Appointment A August 1916 No.23-46 (Justice Volume).
118. Ibid.
119. Despatch No.32 Public dated 4 December 1914 from the Secretary of State.
The Grades of pay of the ministerial assistants in the Legislative Department were the same as those of Assam Secretariat. This separation for the purpose of promotion recruitment, transfer, appointment etc. had proved conducive towards the efficiency.

Even with the introduction of provincial autonomy in 1937, the Legislative Department continued as a combined Department comprising the offices of (i) the Secretary of the Legislative Department, (ii) Secretary, Legislative Council (Upper House), (iii) Legal Remembrancer, (iv) Administrator-General and (v) Official Trustee. The Legislative Assembly department only was a new creation in 1937 when it was decided by the Government of Assam to reorganise the combined offices of Superintendent and Remembrancer of Legal Affairs, Secretary, Legislative Department, Administrator-General and official Trustee. The Assembly department was considered no better than an Executive Department.

The combined offices of the Secretary, Legislative Department, and Legislative Council were reorganised and constituted into the Secretary, Judicial, Legislative Department and Legislative Council in 1942. It was composed of several wings with functions as detailed below:

(i) The Judicial side was charged with the Superintendence and Control of Administration of Justice and was thus an administrative Department. (ii) The function of the Legislative side was mainly inter-departmental and also advisory in respect of statutory rules and

120 Fin. Audit B. March 1936 No. 322-23.
121 Finance Audit B. December 1936 No. 418-419.
122 Finance Audit B. March 1936 No. 322-323.
123 Civil List (Assam) 1942.
124 Descriptive Memoirs of Department 1956, Government of Assam Page 64.
and notification of other administrative departments. (iii) The function of the Superintendent and Legal Remembrancer who was in charge of Superintendence and conduct of Government litigations in various courts, was both administrative and advisory. The Legal Remembrancer was also the Secretary of the Legislative Department.

Thus, formerly the office of the Secretary Legislative Council and of the Superintendent and Remembrancer of Legal Affairs, were combined into one and placed under a Secretary, Legislative Council. On abolition of the Legislative Council in 1946, the Legislative Department came into existence and the Secretary, Legislative Department became the Legal Remembrancer.

125. Appointment B. September 1927 No. 41-42.

P.W.D. DEPARTMENT.

The Public Works Department which was responsible for most of the construction activity under the Government, extending from roads and buildings of all departments to embankments and drainage schemes, performed a double function as a Secretariat Department as well as a Head of Department. The Chief Engineer who was the administrative and professional head of the Department of P.W.D. was also the Secretary to the Government of Assam in that Department.

The amount of the Provincial assignment of Bengal which was allotted to Assam on its separation in 1874, for the Public Works was fixed at Rs.2,90,000 by the Government of India. Subsequently on the visit of Lord Kortabrook, the Viceroy, to Shillong in August 1874, and after consultation with the Chief Commissioner Col. Kestinge, the assignment for P.W.D. Assam was fixed at Rs.7,00,000 a year. With such limited finance, the amalgamation of the office of the Head of the Department with the Public Works Department Secretariat was inevitable.

The activities of the Public Works Department were broadly divided into two groups, administrative and executive. On the administrative side, the set up of the P.W.D. followed the same pattern as in other departments of the Assam Secretariat. The Chief Engineer was the ex-officio Secretary of the Public Works Department. He was assisted by an Assistant Secretary since 1876. The appointment was upgraded to that of an Under Secretaryship in July 1901. The Public Works Department was divided into a number of branches such as Establishment, General and Confidential Account, Building, Communication, Nazarat and Record and Recording Branch.

128. Report on the Administration of the Province of Assam for the years 1874-76, and 1876. Page 34.
129. Assam Civil List 1877.
130. Assam Civil List 1902.
For the purposes of execution of public works, the department was organised into a number of circles, each under the charge of a superintending Engineer. The circles were divided into Divisions and Divisions into sub-divisions.

The P.W.D. Secretariat was divided into the following branches:
(a) Establishment and Communication.
(b) Accounts and Buildings.
(c) Record and Recording.
(d) Issue.
(e) General Branch.

There were only two Head Assistants in the P.W. Secretariat to look after the works of the first two branches. In addition, the establishment and communication branch had 4 Upper Division and 5 Lower Division Assistants; the Accounts and Buildings branch had 4 Upper Division and 6 Lower Division Assistants.

The General Branch had only 1 Lower Division Assistant. There were 2 Lower Division Assistants in the Record and Recording Branch. The Issue Branch had also 2 Lower Division Assistants. There were 3 Typists in the Issue Branch. A stenographer was attached to the P.W. Secretariat. Three Lower Division clerks served as leave reserve. This Secretariat establishment worked under the close supervision and control of the P.W.D. Registrar.

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In 1942, the Public Works Department was organised into two branches, Defence and Provincial works, each headed by a Chief Engineer. Soon the Department was reconstituted with two Secretaries, one in charge of North Assam and the other responsible for Southern Assam Area.

134. Civil List Assam 1942.
SUPPLY DEPARTMENT

The Supply Department was ordered in 1941 as a Branch of the Appointment Department and in 1943 was separated and constituted as a full-fledged Department for the enforcement of control measures to meet the situation following the outbreak of the war on the frontiers of Assam. This new Secretariat Department had a Secretary. Subsequently he was assisted by an Under Secretary.

The Supply Department was entrusted with functions connected with the import and distribution of essential commodities at controlled prices to the consumers. It had to obtain by quotas of wheat and wheat products, sugar, salt from the Government of India, calculated on population basis. It had to arrange the importation of essential commodities through authorized agents and fix the prices. It had to ration essential food stuffs and supply free rations and grant rice concession to Government employees.

In the district, the Supply Department was under the control of the Deputy Commissioner. At the apex was the Director of Supply to Government, Supply Department, who laid down the broad policy.

In 1946, the Government of Assam at the instance of the Government of India took over the entire machinery of procurement of paddy and promulgated the Assam Foodgrains (Foodstuffs) control order, under the Essential Supplies (Temporary Powers) Act 1946.

136 Civil List 1944.
137 The Assam Pay Committee Report 1964 Page 300.
The Procurement Department was then set up with a Director of Procurement at the apex. Both the Director of General Supply and the Director of Procurement were under the overall control of the Secretary in the Supply Department in broad policy matters. Subsequently, the posts of Director of Supply and Director of Procurement were combined together. In 1944, in order to supply cloth and particularly ordinary varieties, the Textile Department with a Textile Commissioner at the Head was set up under the overall control of the Secretary, Supply Department. The Textile Department also controlled the export of raw cotton, an important agricultural product of Assam. Thus the supply department was organized as follows:

![Diagram of department structure]

139. The Assam Pay Committee Report 1964 Page 301.
140. Ibid.
141. Govt. of Assam Descriptive Memoirs of Departments 1986 Page 106.
The Government of India took up the consideration of plans of post-war reconstruction in June 1941 when a Post-war reconstruction committee, with the Viceroy as chairman, was set up with the Members of the Executive Council as members. This led to the creation of the Planning and Development Department under a separate Member of the Viceroy’s Executive Council in June 1944 for organising and co-ordinating post-war reconstruction and planning work. In Assam, a Post-war Reconstruction Department was created in the latter part of 1944 under a Post-war Reconstruction Commissioner, S. C. Roy, a retired Director of Public Instruction, was appointed to that post.

The Department was reorganised as Post-war Planning and Development Department in 1945 with an I.C.S. Secretary as its head in 1945. The Department initially prepared an interim post-war reconstruction plan entailing a total outlay of Rs. 3 crores pending preparation of a regular plan. This plan was approved by the Government of India. The first draft of Assam post-war plan appeared in March 1945 entailing a total outlay of Rs. 26.40 crores and this plan was scheduled to commence on 1 April 1947. This plan was reviewed and in 1946 the plan outlay was raised first to Rs. 41.98 crores and then to Rs. 83.84 crores. This plan was approved by the Government of Assam in 1946.
In 1946, the Secretary was assisted by an Assistant Secretary in the Planning and Development Department. The organization of the Planning Department was as follows:

Secretary to Government (Planning and Development)

- Assistant Secretary
- Head Assistant
- 3 Upper Division Assistants
- 4 Lower Division Assistants

By the end of 1946, the Post-war Plan preparations were almost over and the Department was abolished and its functions were transferred to the concerned Administrative Departments.

144. Civil List Assam 1946.
145. Secretariat Organization and Functions, Govt. of Assam 1966.