

सी. विश्वनाथ

सचिव

**C. VISWANATH**

SECRETARY

Tel : 011-23742133

Fax : 011-23742546

E-mail : secy-arp@nic.in



सत्यमेव जयते

भारत सरकार,

कार्मिक, लोक शिकायत तथा पेंशन मंत्रालय,  
प्रशासनिक सुधार और लोक शिकायत विभाग,  
सरदार पटेल भवन, संसद मार्ग,  
नई दिल्ली-110001

GOVERNMENT OF INDIA  
MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES & PENSIONS,  
DEPARTMENT OF ADMINISTRATIVE REFORMS  
& PUBLIC GRIEVANCES,  
SARDAR PATEL BHAVAN, SANSAD MARG,  
NEW DELHI-110001

D.O.No.K-11022/43/2015-ARC(Pt)

September 8, 2016

Dear Secretary,

All Government of India Ministries, Departments and Offices need to have a unified, compressive Manual pertaining to their activities. The manual should essentially contain a brief background of the office, the organisational structure, its business processes, channels of submission of files/papers, clear defining of the decision making levels, laid down Administrative & Financial powers of officials concerned, Allocation of Business Rules of the organisation and the Officials/Sections handling the subjects, along with their telephone numbers & e-mail addresses, acts/rules/policies being dealt and Inspections being carried out by the office, which should include formats for inspections, the periodicity of inspects and methods for appraisal of inspection results.

2. DAR&PG has engaged the services of Shri C.L. Meena, a retired IAS officer to prepare guidelines for preparation of Manuals. The guidelines for preparation of Manuals has been deliberated at length in DAR&PG in consultation with 8 select Ministries/Departments namely (i) DOP&T; (ii) Department of Expenditure; (iii) Department of Posts; (iv) Department of Telecommunications; (v) Department of Industrial Policy & Promotion; (vi) Department of Commerce; (vii) Department of Agriculture, Cooperation & Farmers' Welfare; and (viii) Railway Board (Ministry of Railway). Based on the discussions, DAR&PG has finalized Guidelines for preparation of Manuals. A copy of the same is enclosed.

3. I request your Ministry/Department to undertake the exercise of preparing Manuals based on the guidelines and wherever required in consultation with stakeholders and citizens. A similar exercise should also be carried out by the Public Sector Undertakings, Attached/Subordinate Offices under the administrative control of your Ministry/Department. These manuals may be made available on the website also.

With regards,

Yours sincerely,

(C. Viswanath)



Secretaries of all the Ministries/Departments

अधिकार

887/16  
जाये किया गया  
ISSUED

130

**DEPARTMENT OF ADMINISTRATIVE REFORMS & PUBLIC  
GRIEVANCES**

**Subject: - *Guidelines for preparation of Manuals.***

1. Define Manual

1.1 It is necessary for any organisation (in the case of Government a Ministry or a Department or an Attached/Subordinate Office, Autonomous Bodies and Public Sector Undertakings) to have a Manual clearly indicating the methods and procedures which are to be applied while discharging its functions. The efficiency of an organisation, to a large extent, depends on evaluation of adequate process & procedures and the ability of its employees to follow them. Manual is an authoritative and handy work of reference to guide the officers in their work which explains how to put the presented information into practice and step by step guidelines for particular topic which serves as a reference note and instruct how to resolve the problems as they occur. It is a booklet that gives practical instructions on how to do something or how to use something.

1.2 The Manual of organization should essentially contain the following information:-

- (i) General Information – name & structure of the organization; the work/business allocated to it; names, designations, contact numbers of the and work which they deal of the important functionary of that organization.

- (ii) Acts, Rules, Regulations, Memorandums, Policies, Data/Statistics, relationship in the organisation and the standard practices/method of inspections & monitoring of the work of the organization.
- (iii) Instructions indicating the administrative and financial powers of various functionaries for facilitating quick decision making.
- (iv) Simplification of process & procedures.

## 2. AIM of Manual

- (i) To maintain synergies between department/organization's goals, procedures of work and functionaries entrusted with the responsibility of dis-charging them.
- (ii) To provide details and clarifications as to who has to do what with and in what time frame, report to whom in which format.
- (iii) To serves as a valuable guide and an effective tool to achieve qualitative improvement in the offices.
- (iv) To increase productivity in work and make the administration more responsive.

## 3. Classification of Manuals

3.1 The Manual is normally classified into following six categories:-

- (i) Organizational Manual
- (ii) Policy Manual
- (iii) Administrative Manual
- (iv) General Manual
- (v) Reference Manual

(vi) Subject Specific Manual

132

4. Organisational Manual

- (i) Manual includes organizational structure, duties, rights and powers of the officials and staff.
- (ii) It also covers hierarchy of the organization including relationships between officials and departments.
- (iii) The number of decision making levels (it should not exceed four)
- (iv) It stipulates the do's and don'ts of the organization.

5. Policy Manual

- (i) Manual contains basic policies of the organization.
- (ii) It describes the overall limitations within which managerial & Administrative actions can take place.
- (iii) The main objective of the manual is to inform all decision-makers regarding their limits.

6. Administrative Manual

- (i) Manual consists of administrative structures, systems, procedures, method of work of each department and subordinate officers in the organization.
- (ii) Manual also spells out the duties, rights and responsibilities of the department concerned.

- (iii) It also gives the performance records, returns to be prepared from time to time.

7. General Manual

- (i) Manual helps the department/office to explain the policies, rules, regulations to be employees/associates and helps them to eliminating misunderstanding.

8. Reference Manual of Multipurpose Manual

- (i) Reference Manual mainly containing information organized in a summary manner.
- (ii) Manual helps the management to explain the policies, rules and regulations to all departmental staff.
- (iii) Manual also helps in eliminating misunderstanding between the management and employees.

9. Subject Specific Manual

- (i) Manual consists of administrative structure, system, procedures, methods of work of each department in the organization.
- (ii) Manual also spells out the duties, rights and responsibilities of the officers and subordinates

10. Manual Covers

- (i) Structure of the organization.
- (ii) Management of Registry.

- (iii) File management.
- (iv) Form and procedure of the communication.
- (v) Drafting of communication
- (vi) File management and file numbering system
- (vii) Record room and security of documents and files
- (viii) Checking on delays
- (ix) Citizens Charter and service delivering
- (x) Grievance Redressal
- (xi) R.T.I
- (xii) Inspection and monitoring

11. Mission Statement

- (i) The policies and procedures should be consistent with the mission statement. If, there exists no statement – one should be prepared.
- (ii) Identify the objective to be met and also should collect all the policies and procedures prevailing in the department.

12. Purpose of a Manual

- (i) Manual should provide officials with all the basic guidelines about how to perform their duties.
- (ii) Manual should give an explanation about how to perform specific tasks.
- (iii) Guides the general procedures and policies that govern the way in which the office is managed. This should describe in detail the

responsibility and duties of a specific employee or officer. The hierarchy of position should be explained so that no boundaries are crossed.

- (iv) Manual should also outline how one is expected to conduct themselves in the organization.
- (v) Manual should help the employees/officers in their day to day working in staying consistent and reducing confusion and error.

13. Drafting a Manual

- (i) Study of working of the department and its offices.
- (ii) Plan out the scope and actual purpose.
- (iii) Consultation with the officials in the department whose input will be needed to develop the manual.

14. Information Collection

Before drafting a manual of following information may be collected.

- A. Duties and responsibilities of officers and subordinates in the department.
- B. Targets given to each Officer including-
  - (1) Touring
  - (2) Inspection
  - (3) Disposal of Citizen Centric Services
- C. Acts & Rules, Regulations, Resolutions, Office memorandums and Circulars issued by the department from time to time.
- D. Departmental/Organizational chart (set-up/hierarchy).

- E. Citizen Charter, if any.
- F. Incentive policy
- G. Time limits for disposal of citizen centric services.
- H. Instructions regarding day to day monitoring of work.
- I. Office Procedures
- J. Monthly statements of information & progress reports
- K. Annual progress Statements
- L. Right to Service Delivery
- M. R.T.I
- N. Formats in which information is called for by the Controlling Officer
- O. Job Chart, if any
- P. Awards, if any
- Q. E-Governance updates
- R. On-line file processing or communication (e-office).
- S. Registry – online.
- T. Attendance system –Biometric or Card System.
- U. On line monitoring of subordinate offices.
- V. Any restructuring of Organization (attempted or planned).
- W. List of activities.
- X. Instruction regarding training and refresher courses.
- Y. Qualifying examinations prescribed.



Z. Co-Ordination with other organization if required.

15. Chapters of a Manual

- (i) Preface or Acknowledgement
- (ii) Mission Statement
- (iii) Index
- (iv) Description of the organization with its objectives
- (v) Organizational hierarchy chart of the Organization
- (vi) Duties of the concerned Offices; Officers/Employees
- (vii) Act, Rule & Regulation pertaining to the organization.
- (viii) Supervision and control system
- (ix) Recruitment and training of the officials
- (x) Monitoring (monthly & annually)
- (xi) Monitoring formats
- (xii) Inspection (Monthly & annually)
- (xiii) Inspection formats and questionnaire
- (xiv) Monitoring and review of Inspections
- (xv) Important aspects; Guidelines for the Inspections
- (xvi) Instructions for "How to avoid mistakes"
- (xvii) Subject-wise-Acts, Rules, Regulations and Resolutions, procedures prescribed to perform the particular duty as per the job chart of the Officer/Organization.

- (xviii) **HC/SC judgements if any related to business conductd in organization.**
- (xix) **Guideline for improvement in working of the organization – feedback/suggestions by the employees working in the organization & stake holders.**
- (xx) **Adoption of new technology where ever possible.**
- (xxi) **All other information collected and available to be put up in particular chapter created for the purpose.**

16. Updating Manuals

- (i) All the Traditional departments and offices/organizations may have manuals and Inspection Mechanism.
- (ii) As per guideline already discussed, updating of these manuals can be done after collecting latest instructions and policy decision taken by the department from time to time.

17. How to Write a Manual

- (i) **Knowledge of the subject is a key.**  
Get to know the subject this is key. Itself evident but knowledge is the key to writing successful manual
- (ii) **Talk to experts**  
Inputs of the subject specialists throughout the process. Their knowledge and advice is invaluable.
- (iii) **Try a hands-on-approach**  
If possible doing the thing you are writing about subject at the very least, give you a feel for what the user will want to learn.
- (iv) **Read-up on the subject**

Learn to talk on the subject and become conversant on the same you are writing about.

(v) **Plan your manual lay out.**

- (a) Break it down.
- (b) Follow a logical sequence.
- (c) Use this as our template for your table of contents
- (d) Review your steps – Once you have defined logical sections, review them to make sure everything is covered.

(vi) **Start writing**

- (a) Write the Introduction
- (b) Perform each step as you write

(vii) **Proof read your manual**

Recently the draft by reading it thoroughly and ensure that there are no mistakes.

(viii) **Stat at the top level**

Once you have all the necessary steps detailed, go through your manual to find out category heads – Title them and note their locations.

(ix) **Identify the purpose and scope of the manual you want to develop**

The content of manual generally falls into two categories:

- (a) How to interact with people and
- (b) How to perform specific tasks including the operation of equipment necessary to create, manage and deliver goods and services.

Manual also often include organizational charts, resource directories and sample forms. The complexity of an office manual is based on who the target users will be.

- (x) **Decide on the format presentation that best fits your office needs.**

While manuals are typically thought of as guidelines printed on paper and placed in three-ring binders with subject divider tabs, technology has opened the door to more exciting – as well as more economical – methods of delivering information. Consider, for instance, whether an online procedures manual would make it easier and faster for officials to access information by entering key words. An electronic format might also facilitate the process of updating and revising content as well as incorporating audio content and video demonstrations to enhance learning.

- (xi) **Make a list of all the chapter topics you want your manual to address.**

After preparing the list of topics decides whether you are going to write all of the content yourself or assign the first draft of each section to individuals who are well versed in the subject matter.

- (xii) **Organize procedural steps from the most simple concepts to those that are more complicated:**

Consider whether the inclusion of photographs, drawings, tables or other graphics will supplement the user's understanding of the subject.

- (xiii) **Establish a time frame for completing each section of the new manual:**

If necessary, schedule a block of time each day for researching, writing, reviewing and assembling content.

(xiv) **Have the content reviewed by Higher officials and legal staff prior to dissemination to ensure that its language is clear, orderly and consistent with rules and regulations.**

(xv) **An office manual should always be considered a work in progress and, thus be reviewed on an ongoing basis to ensure that the content is an accurate reflection of the procedures being followed.**

(xvi) **Communication is essential when writing such a Manual:**

Check with the higher officials that policies are accurate and that all necessary guidelines are included.

(xvii) **Involve as many officers and staff as possible in the process of developing a manual:**

While the writing process should be coordinated by one person, allowing others to contribute will help them see the process as a vested interest, and they will be more likely to comply.

(xviii) **The manual writers should be a part of the decision maker's team:**

Ideally, the manual is written first, aimed at being short simple, and understandable. The top officials of the department should be involved in all the steps of drafting of manual.

(xix) **The ideal manual need only be consulted once for any point or activity:**

Someone should be able to read each section of the manual, say "Oh yes, I get it," and never need it again.

(xx) **The manual should be activity-centred:**

Pick the most basic activities and explain how to accomplish them. Make the explanations short and simple, with illustrations. People do not want to read manuals – they want to do their activity. Help them get right to work with minimum reading.

(xxi) **Get out of your own head:**

When begin to prepare the draft of the manual for department the knowledge of the subject should be known in totality. Start at square one by assuming the users will have zero knowledge of the subject matter.

(xxii) **Know the objective:**

Make sure you know exactly what your manual needs to cover in order to avoid information overload or confusion that can come from too many details. This is especially important when the process is complex or has a lot of different parts.

(xxiii) **Outline it first:**

Before jumping in and creating steps, created a high level outline of what the document will cover, including main and subsections. This will help to make sure that the process make sense and that each section of the manual is consistently structured.

(xxiv) **Make it easy to understand:**

Lists are a great way to outline steps for doing something because they can help people move item by item in the way you intend.

(xxv) **Be brief:**

It's tempting to want to explain everything in fine detail since it's material you know so well, but stick with one what the users need to know. Focus on using only as many words as necessary to get your point across.