M.R.O. 1—77,000—8-6-37.

(1) Number of pages 8

(2) Date of repair 12-8-39

(3) Initials of the Referencer

MADRAS RECORD OFFICE.

Government of Madras.

Financial DEPARTMENT.

G.O. No. 548 Press / Mis.

43-44.

Dated 29-11- 1865.

43-44 5/5

Not to be folded or roughly handled

Proceedings of the Madras Government, Financial Department, 29th November 1865.

No. 43. Read the following Extract from the Proceedings of the Government of India, in the Financial Department, dated 31st October 1865, No. 2787.

Read the following :—

No. 925*a*, dated SIMLA, 16th October 1865.

Proceedings of the Governor General of India in Council, P. W. DEPT.

Charges for petty works and repairs in the Civil Estimates and Accounts.

Read Endorsement from the Financial Department, No. 339, dated 20th May 1865, forwarding, for opinion of the Public Works Department, a letter from the Deputy Auditor and Accountant General, North-Western Provinces, on the interpretation of Financial Department Resolution, No. 170, dated 17th June 1865.

Read again Financial Department Resolution, No. 170, dated 17th May 1865, laying down rules for the adjustment of charges for land taken up for public purposes, and for buildings constructed without the intervention of the Public Works Department.

OBSERVATIONS.—His Excellency the Governor General in Council observes that the Financial Department has forwarded, for the opinion of this Department, a letter from the Deputy Auditor and Accountant General, North-Western Provinces, inquiring what are the heads of service under which grants-in-aid for Public Works not debitable to the Public Works Budget allotment, under operations of the Financial Resolution above cited, are to appear in the Civil Budget Estimate.

2. His Excellency in Council observes that, as the rules now stand, there should be no Public Works charges of any kind incurred against the Civil Budget Estimates, except for grants-in-aid to works not constructed by State Agency. But the discussion which has arisen in the Financial Department on this reference has suggested for consideration whether the present mode of dealing with petty Public Works charges incurred by the agency of the Civil Department, and the system of dealing with grants-in-aid, may not usefully be modified.

3. His Excellency in Council is of opinion that the question really at issue is the proper definition of the term "*Public Works*" as regards the Budget Estimate.

4. As rules are interpreted at present, a grant-in-aid by the State to the building of a Church does not bring the expenditure into the category of "Public Works;" while the money spent by a Deputy Collector on a watchman's hut on a Customs line is a Public Works charge.

5. In the first case, where professional skill is necessary, and when the Government has certainly some concern in the stability of the structure, and where therefore the skill of its Engineers might be usefully called into play, to see that the work is on the whole properly carried on, the disbursement is left entirely to other Departments, and there is no precaution taken to see that care is exercised to prevent waste.

6. But in the second case, where no skill is requisite, and where the action of the Engineers is probably of no sensible value, the complicated process is gone through of causing the money to be drawn by the Executive Engineer and paid by him to the Civil Officer, who is to disburse it, and then requiring the accounts to be rendered (in a form different from those required of the Civil Officer for his own accounts) to the Controller of Public Works Accounts. In all this it appears that Civil Officers are harassed with unnecessary work, and Engineers employed on matters in which their special training is of no use,—all this, in order to carry to theoretical precision a definition of "Public Works," which might with great advantage be altered.

7. It only leads to extra expense to employ the Public Works Department to construct huts and small temporary buildings which require no skill, and which the Civil Officers themselves can get done more cheaply and quite well enough, and it seems to be still more objectionable, when the Civil Officers are to superintend *such* buildings, to complicate matters by making them obtain funds from, and render accounts to, the Public Works Department.

8. The Commission on Public Works Accounts laid down the principle that when the Civil Officers undertake the supervision of *Public* Works, they should act as disbursers to the Executive Engineers, receiving funds from them, and rendering accounts to them. The arrangement was not carried out precisely as recommended, but the Executive Engineers supply the money, while the Controllers receive the accounts. This appears quite proper, and is in fact a necessity, so long as the item "Public Works" means such works as require professional skill, and for which it would be well for the Engineers to assist the Civil Officers by occasional visits, and by furnishing plans and specifications. It helps to fix some share of the responsibility on the Executive Engineer, who must know of proceedings for which he advances money.

9. In like manner, when the Government makes a grant-in-aid to a Church or such like buildings, it will be well to make the grant with certain conditions, such as approval of the design (as regards stability and cost), and making the work subject to inspection during its execution. To this end it would be well to treat such disbursements as Public Works charges, and to pay them through the Executive Engineer.

10. But for huts and simple temporary buildings, this process might be avoided by excluding them from the definition of Public Works.

11. It is, however, not very easy to make a definition which will apply in every case; and the matter will be greatly simplified if the attempt at precision be given up, and it be at once admitted that there must be some latitude in practice.

12. The rule that it seems desirable to adopt is, that—

"The following classes of works shall not be considered as Public Works in the sense of "requiring to be provided for in the Public Works Budget Estimate and disbursed under the "Public Works Department rules, unless they are to be executed by the agency of the Public "Works Officers, but their construction or repair may be provided in the Civil Estimates under "each Department, as Petty Construction and Repair.

"Duly authorized shelter for Establishments—whether bungalows of a temporary character "or huts.

"Police Lines and buildings, except large Police Stations.

"Educational buildings, with the exception of large permanent structures.

"Any buildings, permanent or temporary, of which the cost is under Rupees 1000 each, "but alterations, additions or repairs to buildings in charge of the Public Works "Department, and borne on the Returns of that Department as recognized State "buildings, will not come under this class of works.

"But grants-in-aid to such works as, though constructed by private agency, would, if "carried out at the expense of the State, be Public Works, will be Public Works charges; "as also grants-in-aid to local funds, with the object of assisting in such constructions, would "fall into the Public Works Estimates."

13. If this be approved, the rules for land may stand as they are, and no further alterations will be necessary in the rules for Public Works Accounts.

14. It will be observed that these rules in some degree leave the provision for works in the Budgets dependent upon the agency by which they are to be executed, and with reference to paragraph 11 of this Resolution, this opening for discretional action seems desirable.

15. As regards the mode of exhibiting these items in the Civil Budget Estimate, His Excellency the Governor General in Council is of opinion that arrangements would be made for readily ascertaining the total expenditure incurred in the Civil Department on the works now under consideration; so that, when for statistical purposes it is required to know the total expenditure on constructive works of all kinds, the sum may be found by adding the amount set forth in the Civil Estimates and Accounts to the Public Works Estimates and Accounts.

16. In this view, there might be a special head in the Civil Estimates termed "Petty Construction and Repairs of Buildings."

Proceedings of the Madras Government, Financial Department,
29th November 1865.

Ordered, that the foregoing, together with the original Office Notes, be forwarded to the Financial Department, for further consideration and orders.

No. 2787, dated Fort William, 31st October 1865.

RESOLUTION—By the Government of India, Financial Department.

In approving of the rule in paragraph 12 of the foregoing Resolution, the Governor General in Council directs that all charges for Public Works, which, under that rule, are to be shown in the Civil Estimates, shall be distinctly exhibited there in the Budget Estimate of the Department concerned, separately from other items. Any expense of the kind which does not appertain to any Department, such as to the Medical Department, to the Police, Education, or Revenue Departments, or to Jails, &c., will be shown distinctly under Miscellaneous, or Grant 26.

Ordered that copies of the above be sent to the several Departments and Local Governments and Administrations, to the Comptroller General of Accounts, to the several Accountants General, and to the Deputy Accountants General in independent charge.

(A true Extract).

(Signed) R. H. HOLLINGBERY,
Asst. Secy. to the Government of India.

No. 44. ORDER THEREON, 29th November 1865, No. 548.

Communicated to the Public Works, Revenue, Judicial, and Educational Departments

(True Extract).

Chief Secretary.

To the Public Works Department.
„ Revenue do.
„ Judicial do.
„ Educational do.

Exd. J. H. Burns.

hibited there in the Budget Estimate of the Department concerned, separately from other items. Any expense of the kind which does not appertain to any Department, such as to the Medical Department, to the Police, Education, or Revenue Departments, or to Jails &c., will be shewn distinctly under Miscellaneous, or Grant 26.

Ordered, that copies of the above be sent to the several Departments, and Local Governments and Administrations; to the Comptroller General of Accounts; to the several Accountants General; and to the Deputy Accountants General in independent charge.

(An Extract)

Assistant Secretary to the Government of India.

[Exd. W. C. Mitter.]
482 7-11-65.

No. 548 — 29 November 1865—

Communicated to the Public Works, Revenue, Judicial and Educational Departments

To P. W. Department }
" Revenue — " — }
" Judl — " — } desp. 24/12
" Edcl — " — }

43.44.

List 11 Decr

Pro: of Govt.
Letter No. 1865
Extract Proceedings of Govt. in Pub. Dept. No. 2583

Dated 31st Oct 1865
Recd 5th Decr 1865

F. N. 34 of 68

Noted 5.86

Desiring the names of Public Books to be excluded from the Public Books Schedule in the Civil Estimate.

Noted on Order