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MADRAS RECORD OFFICE.

Government of Madras.

Public Works **DEPARTMENT.**

G.O. No. 2155	Press Mis.
51-52	
Dated 5 . . .	18 . . .

Not to be folded or roughly handled

*Proceedings of the Madras Government, Public Works Department,
3rd July 1869.*

No. 51. Read the following Proceedings of the Government of India in the Public Works Department, (Account,) dated Simla, 1st June 1869, No. 397A. —

Definition of charges for Petty Construction and Repair of buildings to be provided in the Civil Budget Estimate.

Read again the following papers —

Endorsement from the Financial Department, No 339, dated 20th May 1865
Public Works Department Resolution No 925-A, dated 16th October 1865
Financial Department Resolution No 2,787, dated 31st October 1865
Public Works Department Circular No 1 of 1866

Read also the following. —

From the Chief Secretary to the Government of Fort St George, to the Secretary to the Government of India, Home Department, dated Fort St George, 19th December 1868, No. 1,922.

REFERRING to your letter, dated the 15th July last, No 424, I am instructed by His

* Dated 21st August 1868, No 4,368 1,563
Dated 2nd November „ „ 5,929-1,981

Excellency the Governor in Council to transmit copies of two letters* from the Acting Inspector-General of Police, together with statements exhib-

iting the expenditure already incurred for hutting and building, and for the construction of station-houses, &c, together with an estimate of the probable outlay required to complete the remaining requirements of the Police Force in respect of station-houses, hospitals, and offices.

2. It will be observed from the Inspector-General's letter, dated the 21st August last, that the term "hutting and building" is the departmental name for this branch of work, and that the sums which have been hitherto provided in the Police Budget were spent, not only on huts, but also on stations *not requiring skilled labour*. On the other hand, the allotments in the Budget of the Public Works Department have not all been laid out on stations. In some places, as in the District of Malabar, it is not possible for the Police to build huts. The sum of Rupees 6,30,897 referred to in my letter, dated the 20th May last, No 837, was however estimated for hutting alone, to be carried out by the Police Department.

	RS
Stations and Sub Stations	6,44,870
Hospitals	31,600
Superintendent and Assistant Superintendent's Offices.	84,450
Total	7,60,920

3 The outlay still necessary for the construction of station-houses, &c, amounts, according to the Statement submitted, to Rs 7,60,920, and will form a charge against the Public Works Budget

4 The expenditure already incurred on account of huts and stations is Rupees 4,88,483, viz —
By the Public Works Department—

	RS
For huts	1,59,863
For station offices and other buildings	2,40,498
Total ..	4,00,351

By the Police Department—

For huts	52,161
For station offices and other buildings	35,961
Total...	88,122
Total...	4,88,483

5 The aggregate outlay for huts, stations, and offices for the entire Police Force, amounts, as exhibited by the foregoing figures, to Rupees 18,80,400. Of this, Rupees 4,88,483 have already been expended, and the remainder, Rupees 13,91,817, will be spread over a considerable period, and will be debited, as above shown, to the Police and Public Works Departments in the proportion of Rupees 6,30,897 and Rupees 7,60,920, respectively.

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6 Regarding the nature of the accommodation provided for the men, a reference to the annexure to my predecessor's letter, dated 23rd July 1862, No 1,161, will show that it was "a single room 12 feet X 10 feet and a small court yard" The letter referred to was a reply to the letter from the Government of India in the Public Works Department, No 1,965, dated the 22nd May 1862, and in the Resolution of the Government of India, dated the 6th September 1862, No 4,815, in which my predecessor's letter was considered, the Governor-General in Council approved of Colonel Bruce's view that the provision of accommodation for the families of the Madras Police was "exceptional," and that "special sanction" should be accorded for such provision.

RESOLUTION—The Governor-General in Council observes that the whole of the Police lines and buildings required for the Madras Presidency are estimated to cost Rupees 18,80,300, which it is proposed to provide for and charge as follows :—

	Expenditure already incurred.	Amount still required	Total
	RS.	RS.	RS.
In the Public Works Estimates ..	4,00,361	7,60,920	11,61,281
In the Civil Estimates ...	88,122	6,30,897	7,19,019
Total ..	4,88,483	13,91,817	18,80,300

2 The rules under which the large sum of Rupees 7½ lakhs is proposed to be charged in the Civil Estimates, are contained in Chapter X, Section I., paragraphs 11 to 14 of the Code, and are as follows :—

11.—The works which are carried out by Civil Officers are of two kinds, *viz.*, those which are provided for in the Public Works Budget Estimate, the funds for which are obtained through an Executive Engineer in the District, and the accounts of which are dealt with by the Controller of Public Works Accounts under the rules laid down in Chapter XX, Section III, and those for which provision is made in the Civil Estimates, and with which the Public Works Department has no concern.

12—Over the execution of works of the first of these classes, a certain amount of supervision will generally be exercised by some Public Works Officer in the District, the amount of the professional check being regulated by the Local Government or Administration.

13—The second of the classes mentioned in paragraph 11 will include all such works as require no professional skill for their execution, and in supervising which the action of an Engineer would be of no sensible value.

14.—In this sense, the construction and repair of the following works will always be included in the Civil Estimates, and carried out without the intervention in any way of the Public Works Department, unless the Local Government or Administration may see fit to order them to be undertaken by Public Works Officers :—

- Duly authorized shelter for establishments, such as bungalows of a temporary character or huts;
- Police lines and buildings, excepting large Police stations;
- Educational buildings, with the exception of large permanent structures.

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3rd July 1869.*

3. It is true that these rules, as they stand, can be construed so as to justify the arrangement under which the Government of Madras is dividing the outlay on its Police buildings between the Public Works and Civil Budget Estimates. But the Government of India did not contemplate, when the orders of 1866 were issued, that results such as these would have arisen, or that (those orders clearly referring to petty cases) they would have been held to apply to schemes so large, comprehensive and serious in cost as the one under consideration. One practical result of the procedure contemplated would be that the Government of Madras would obtain, under the Police Budget, a grant of 6½ lakhs of Rupees in addition to the Public Works grants of 7 lakhs, these two sums being required to complete the Police buildings said to be necessary. It is not important that the expenditure will be spread over several years so far as the principles involved are concerned. The Government of Madras has a certain fixed sum granted for Public Works every year, and of course if, besides this, a considerable grant is made in the Civil Police Budget for buildings, the virtual Public Works grant is increased *pro tanto*.

4. In the cause of public economy it seems very clear that a system which leads to the division of the outlay on such works as these Police buildings between the Public Works and Police Budget Estimates, must be essentially objectionable. In neither of the controlling Departments of the Government of India, Home or Public Works, does the true scope of the projected operations come under review, neither does the whole outlay appear in the public accounts under one head as it certainly should. It is therefore considered necessary that the Government of Madras should be instructed to provide for the whole of the outlay on these Police buildings in the Public Works Budget Estimate, and that if any grant has been provided in the Civil Budget Estimate for 1869-70 for this purpose, it should be transferred, with the confirmation of the Government of India in the Financial Department, to the Public Works Department, so as to carry out the change at once.

5. The attention of the Government of India having been directed to this subject, an enquiry has been made as to the practice in other Provinces, and it has been ascertained that the sum provided in the Civil Budget Estimates for 1868-69 for Police buildings throughout India amounts to Rupees 4,84,000.*

	RS
*Madras	31,700
Bombay	48,468
Bengal	1,55,100
North-Western Provinces ..	1,25,000
Punjab	82,551
Central Provinces	15,000
Burmah	20,000
Oudh	6,006
	4,83,915

It seems manifest that this is not a proper result of an order which was intended to allow of outlay on works classed as "petty construction and repairs" being brought forward in the Civil Estimates. So far as the Governor-General in Council in this Department is advised, there are two objects gained by this transfer of grants to the Civil Estimates. The first object is that the Public Works grant is *pro tanto* increased without discussion or trouble, and the second is that the requirements of the Public Works Accounts Offices are avoided. But it is not proper that sums reaching 1½ lakhs in some of the Provinces should be allowed to be disbursed without strict audit only to save Civil

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and Police Officers the trouble of rendering suitable accounts. It must be remembered that the audit of the accounts of the Civil Departments is primarily one of salaries and fixed charges or contingencies, and has no relation to the work turned out in exchange for the outlay incurred, which is the basis of a Public Works audit. Practically, therefore, the audit of the Civil Department on outlay of the nature now under consideration must be wholly formal, and therefore little more than nominal; and although such an audit may suffice for charges properly coming under the designation of "petty construction and repair," it manifestly is not suited to cases where large outlay is involved.

6. The Governor General in Council desires therefore that it may in future be clearly understood that the rules referred to are intended to apply only to works and repairs of a really petty character both as to cost and description of work, and that the expenditure of a large sum for a general purpose, though actually disbursed in separate small amounts, shall not be permitted to bring the object under the rules authorizing funds for the same being provided for in the Civil Budget Estimate.

ORDER—Ordered that this Resolution be forwarded to the several Local Governments and Administrations for information and guidance, with a request that a Statement may be furnished, as early as possible, of the details of the provision made in the Civil Budget Estimate for 1869-70 under the head "petty construction and repair," and which should show distinctly the items, if any, that under these orders should be provided for from the Budget grant of the Public Works Department.

Ordered, further, that a copy be forwarded to the Financial Department for information, as also to the Home Department with reference to the endorsement from that Department, No. 185, dated 22nd March 1869.

(Signed) R. STRACHEY, Colonel, R. E.,
Offg. Secy. to the Govt. of India.

No 52.

ORDER THERLON, 3rd July 1869, No. 2,153.

ACCOUNT, No. 3.

COMMUNICATED to the Judicial Department with a view to the Statement referred to in paragraph 1 being furnished, and to its being considered in that Department what items in that Statement should be provided for in the Public Works Budget.

(True Extract.)

(Signed) CHARLES A. ORR, Colonel, R. E.,
Secretary to Government.

To the Judicial Department
" Inspector-General of Police.
To Superintending Engineers.
To the Controller of Public Works Accounts
" Accountant General.
To Major R. B. Kennedy
Exd. S. T. Augustin.

P. H. Dept.

No 2153

Proceedings of the Madras Govt.
under date the 3rd July 1869.
Read the following

From the Off. Secy to the Govt. of India {H.R. No 397 dt 7/1 June/69}

Communicated
to the Judicial Department
with a view to the Statement
referred to in paragraph
furnished, and to its
being considered in that Department
what items in that Statement
should be provided for in the Public Works Budget.

1/ To the Judicial Dept.
2/ Inspector Genl of Police
3/ Superintending Engs.
4/ Controller P.W. Accts.
5/ Acct. Genl.
6/ Major R. B. Kennedy
Recd 5/7/69

Ans 2474

Court of 1869: Madras.

PUBLIC WORKS.

To the Judicial Department

24/11

Dated

1869

G O 32nd July 1869, No 2153

Nos. 81-82

Police Buildings Pro. of the 17th of
April defining the charges for
the Construction and Repair
Police Buildings the pro-
vided in the Civil Budget De-
partment - And other Depar-
ments with instructions -