

- (1) Number of pages _____
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MADRAS RECORD OFFICE

Government of Madras

Public Works DEPARTMENT

G.O. No.	1067 (9)	Press
B.P. No.		Mis.
Dated	28.4.	1876.

Not to be folded or roughly handled

*Proceedings of the Madras Government, Public Works Department,
28th April 1876.*

Read the following papers:—

No. 420. From the Controller of Public Works Accounts, dated 27th January 1876.

ABSTRACT.—Forwarding Appropriation Return showing the state of the grants up to the 19th January 1876.

No. 420-A. Note by Chief Engineer for Irrigation, dated 28th February 1876, No. 264.

No. 420-B. Note by Hon. R. S. ELLIS, C.B.
(Here enter dated 15th March 1876.)

No. 420-C. Note by Sir W. ROBINSON, K.C.S.I.
(Here enter dated 20th March 1876.)

No. 420-D. Note by His GRACE the Governor.
(Here enter dated 27th March 1876.)

No. 421. ORDER THEREON, 28th April 1876, No. 1,067.

IRRIGATION, No. 34.

Account.

His GRACE the Governor in Council is of opinion that the rules of the Government of India regarding appropriations to individual works, before any

expenditure is incurred, should be carried out in their entirety in the Irrigation Department, and that the system hitherto in force which was prescribed in G.O., Nos. 2,972 and 1,093, of the 16th December 1872 and 12th April 1873, be abandoned from the commencement of the current official year.

2. From the 1st April of the current year therefore, the Budget grants for the several heads of charge referred to will be at the disposal of District Engineers, who will make efficient arrangements for utilizing them. District Engineers will be held strictly responsible that these grants are either fully worked out or surrenders made in time to admit of the money not required being made available for expenditure as and where the Government may direct, and they will in making surrenders report fully but concisely on the causes of short outlay.

3. The Examiner of Public Works Accounts will be requested to draft a Standing Order to give effect to the system now directed to be introduced.

(True Extract.)

Colonel,

Offg. Under Secy. to Govt., P.W.D.

To District Engineers.

To the Chief Engineer for Irrigation.

" Examiner of Public Works Accounts.

Exd. E. C. Shunker.

Spare Copies

Singapore Branch

Appropriation Return showing the State of the Grants according to advices received by the Comptroller up to the 13 January 1876 as per Budget Register.

Part I Grants for Main heads of Service.

Years	Amount		Additions		Deductions	
	at Credit	as per last Return	made	April	made	at Credit
Capital						
	Extraordinary Works	34,7092		34,7092		34,7092
	Establishment	125,008		125,008		125,008
	Tools and Plant	6,300		6,300		6,300
	Total Extraordinary	54,000		54,000		54,000
Ordinary	Works	60,700	5,000	612,700		60,700
	State Contingency on Unsanctioned Engagements Works	8,000		8,000		8,000
	Establishment	14,700		14,700		14,700
	Tools and Plant	30,000		30,000	12,400	17,600
	Total Ordinary	193,300	5,000	798,300	12,400	785,900

Part II Appropriations against Minor Works Grant 4.

Heads	Balance of Grant un- appropriated as per last Return	Additions and Reductions by Transfer		Appropriations		Total	Balance of Grant un-appropriated
		Balance	as modified	Minor Notes	Major Notes		
Ordinary	43365	5000	48365	29466	3761	33227	15138
Revenue							
Miscellaneous							
Total	43365	5000	48365	29466	3761	33227	15138

Oct. III. Operations against Grant for Papers and Tools and Pont.

Grants	Balance of Grant		Additions and Reductions by Transfer		Balance as modified	Appropriations during the month	Balance of Grant un-appropriated
	un-appropriated as per last Return	Additions	Total	Reductions			
Revenue	2,65,905		2,65,905		2,65,905	2,19,351	46,554
Miscellaneous	40,526		40,526		40,526		40,526
Total	3,06,431		3,06,431		3,06,431	2,19,351	87,080
Sp. for. Plant							
Extraordinary	63,047		63,047		63,047		63,047
Ordinary	65,486		65,486	5000	60,486	188	60,298

Statement of unauthorized Appropriations

Particulars	Amount	Remarks by Controller	Orders of Local Government
Strongybet District Minor new works	8346		
Do Repairs	35037		
Harwood District Minor new works	5799		
Harwood District Repairs	2000		
South Street District Minor new works	2005		
Do Repairs	4516		
Spergon District Minor new works	3820		
Do Repairs	73690		
Hamwell District Repairs	2374		
Richmond District Repairs	8057		
Reserve at the disposal of Government	790		

These sums represent the excess appropriations over the allotments

In Government Order No. 2360 dated 10th December 1875, £3600 was granted for the new works to the Harwood District, Harwood District were appropriated by Government from a sum of only £2000. There is thus an excess appropriation of £1600.

John George
27 January 1876

To the Secretary to Government
Public Works Department

London

Controlled New P.M. Accounts

Appropriation returns for December from the following Districts were not received in time to include in this return.

187

N^o 264
From
The Controller of P. W. Accounts

To
The Secretary to Government
Public Works Department
Fort Saint George

Date 27th } January 1876
Rec^d }
N^o 264

Irrigation Branch

Forwarding Appropriation Return
showing the state of the grants up
to the 19th January 1876.

N^o 420

FORMER CASES.
Current No. 327 of 1876

"
"
"
"

LATER CASES.
Current No. of 1876

"
"
"
"

N^o 264
Chief Engineer for Irrigation.
Controller has in a Note dated
stated his objections to the tenor
ter, on an appropriation return
uary last submitted by him
the Chief Engineer for
As, I dissent from his con-
gether, it becomes necessary
to show clearly what the
decided upon are and what
re,
the system of appropriations as
ked under the rules of the
tment is suitable or necessary.
the system of periodical allot-
is by the Chief Engineer for
Agricultural repairs and
is of value as a practical
arrangement.
the system and arrangements
Department should be sub-
the Executive and administra-
ents of the Public Works De-
partment

N^o 420
Cir-22-476 Ptd. 28.4.76
H. G. Hunt 12.4.76

P. W. 1876 Deph
M. WORKS FORM No. 3.
Current No. 714
From

The Controller
of P. W. D.

No.
Dated 27 January 1876.
Recd. 28

Subject:— Irrigation Branch

Appropriation Return
Showing the state of the
Branch up to 15 Jan'y 76.

GP 28 April 76 1067

ENCLOSURES.

From to
" "
" "
" "

Orders and Proceedings in file.

Depart- ment.	No.	Date.	ENDORSEMENTS.		
			Depart- ment.	No.	Dated.
P.W.D.	242	25/1/76	P.W.D.	242	25/1/76
P.W.D.	3168	7/1/74	P.W.D.	1205	5 May 74
"	176	24/1/76			
"	2972	14/12/72			
"	1073	12/1/73			

Not to be printed.

N^o 264

Note by the Chief Engineer for Irrigation.

The Controller has in a Note dated 17th Instant stated his objections to the tenor of a draft order, on an appropriation return dated 27th January last submitted by him to Government. As ^{the Chief Engineer for} I dissent from his conclusions altogether, it becomes necessary to endeavour to show clearly what the issues to be decided upon are and what they involve.

2nd The issues are,
1st Whether the system of appropriations as at present worked under the rules of the Account Department is suitable or necessary.
2nd Whether the system of periodical allotments of funds by the Chief Engineer for Irrigation for Agricultural repairs and Minor new works is of value as a practical administrative arrangement.

3rd Whether the system and arrangements of the Account Department should be subordinated to the Executive and administrative requirements of the Public Works Department.

Have we an objection in this? Must we not conform to the course prescribed by P. of India? M.
I will be in India in the first week of May.

This is beside the question as marginal notes further on - M.

N^o 120

Department or whether the latter are to be subordinated to the former.

3-1st As regards the system of appropriations, Public Works are, in connection with this subject, of two kinds. Those which are provided for by special Budget grants and those which have to be carried out from lump sum grants.

The primary object of the system of appropriations is by the Controller said to be, not to ensure that there should be duly sanctioned funds to meet expenditure, but to permit Executive Officers to make proper arrangements for spending the money allowed them on the limited number of works which can be carried out from the money available.

In other words appropriations are made to inform Executive Officers what they have to spend.

Now it is apparent that, without the appropriation system, Executive Officers know perfectly well what they have to spend on Budget works, and no appropriations on their account need be made.

The Budget entry is the appropriation. If the lump sum grant is high the appropriations are small. If the lump sum grant is low the appropriations are large.

unless additional funds be granted, and this can be done only by order of Government. Next there are the works to be provided for out of lump sum grants, and the appropriation system requires that when an estimate for works of this kind has been sanctioned and District Engineers direct the work to be undertaken, they shall at the same time make an appropriation of funds. They have scores of such estimates to deal with, and they can, with regard to most of them, make only a very rough guess as to the rate at which the works will progress and consequently as to the money which they will individually absorb. They are often without the means of knowing whether particular works can or cannot be undertaken throughout the season at all. The reasons for this are well known to professional officers, and all that need be said here is that the character of the season, the abundance or otherwise of labour, the willingness of the villagers to assist are influencing causes.

Don't think this is a fair judge

The appropriations made must necessarily there-
fore be rough approximations, often subsequent-
ly found to be incorrect. On the other hand
District Engineers can tell pretty well
from month to month, or at any rate
for somewhat longer periods what sums
the agency and labour available will
enable them to spend in particular Ranges
or Taluqs, and they can provide funds
accordingly with a reasonable proba-
-bility of their arrangements being suitable.

As regards the total amount available
for a District for, say, Agricultural repairs,
the Budget gives information. Recently
moreover the Budget has been made to
show in more or less detail the distri-
-bution of the grant within Districts to
particular groups of works, but in Tank
Districts the grants for the most part
remain lump sums as before.

The District Engineer then can inform
his Range officers what division of lump
sums he has made between them, and
he may either so divide the whole amount
or reserve a portion if he chooses, and
he

he knows that if his expenditure be rea-
-sonably up to the average during the first
9 months of the year he will get all
the money provided for his District in
the Budget.

Advancing a step further, the Range
officers therefore know what they have
to spend, and they can with still
greater facility determine, according
to circumstances, how the sums at their
disposal should be distributed to

Taluqs or otherwise.
Appropriations or allotments then to
Districts, Ranges, Taluqs or agents can
be based upon data which are of
value, while appropriations to indivi-
-dual works of the class referred to
are useless for any purpose whatsoever
and must clearly lead to confusion,
fruitless labour, and, if the rules be carried
out, to the stoppage of works not because
there is no money available, but because
Rupees allotted to one work are not capable
of being spent on another work without a
transfer

transfer of appropriations, while on the other hand if one sanctioned work for any reason cannot be gone on with, another sanctioned work having no specific appropriation cannot be undertaken until the appropriation for the former has been regularly transferred. The rules of course are not attended to, and it is to be hoped, until they are altered that they never will be. Nothing can, it is thought, be simpler than to allot to a disbursing officer so much money, and to tell him that until he gets more money allotted he must not spend more, nor incur liabilities in excess of his means to meet them. He would also be told what works of those sanctioned were deemed most important, and then he would be left to do his best and to get on with his work when and where practicable. Generally if an Executive Officer has 20,000 Rupees to spend on repairs he must have sanctioned estimates

Why with these estimates before him should he not appropriate

But he should not, but only under circumstances, he does know this.

He has to see that his money is properly applied

estimates amounting to Rupees 25,000 or 30,000 on which to lay out his money as circumstances require, and to appropriate funds to individual works is a useless and mischievous restriction upon a freedom of action which is essential to secure the desired results.

Nothing could be more delightful, were it at all possible, than that every Executive agent should know what he can spend and on what works from one year's end to another, but, as the facts are widely different arrangements which are suitable to the impossible should be conformed to the actual circumstances.

The Controller as such has nothing to do with the detailed arrangements for spending money on sanctioned works. He has to see that the works are duly sanctioned, and that for the expenditure incurred there were sanctioned funds available. If funds be allotted by Ranges all that is necessary for him to

to see is that the Range expenditure is within the allotments made to the Range; if the allotments be further subdivided for Taluqs, he may, if the Taluq expenditure exceed these, properly call the District Engineers or the Range Officers attention to the fact; but is clearly immaterial to the control Department what the expenditure in particular localities may be, if the total be duly covered by the allotments. It is not moreover a matter for his judgment whether the grant for a Range for the year be spent in 6 or 9 months or in any other portion of the year. The entire responsibility for such proceedings rests with the District Engineers, and with the Chief Engineer who may have the general control over him in respect of such expenditure.

To sum up then,

1. Appropriations as prescribed by present rules are,

1. useless to Executive Officers because they convey no information not previously available.

2. Mischievous, because they are restrictive where no restriction is required, because they impose labour on officers and office establishments which results in no advantage whatever, and because these rules are so framed as to necessitate their constant non-observance.

B. Appropriations can be made under rules which would be reasonable in themselves, easy of attention, involve but little labour, and secure full conformity to the necessary rule that besides a sanctioned estimate there must be some sanctioned money, not always or necessarily sanctioned for a specific work but for a particular class of work.

C. The proposal made by the Accountant General Public Works Department and brought forward by the Controller that lump appropriations may be allowed for works costing less than 200 Rupees is a clumsy expedient based on no principle, and involving more trouble than it would

tran would save. The net result would be a
han reduction in the dimensions of the ap-
cam propriation returns sent to the Control-
wor lers Office, but in the Districts, where
can some of these smaller works would
-pri be under several Executive Agents, it
-lar would afford no relief whatever. In
are one month twenty such works, say
-fop would have had a lump appropriation,
-iev then would come a dozen more some in
be one direction and some in another, But under any
off and these would have to be separately Man they
-tho considered though in the Controller's re- must be considered
-ted turn one addition to the appropriation
-cur would be made. The plan will not
to bear examination, and the suggestion
wh has been made solely from the point
-dee of view of an Accounts office, which,
won not unnaturally, finds itself swamped
get with the paper results of its own rules.
pro 1. The second issue refers to the present
Off arrangement for supplying District Engi-
-rep neers from time to time with funds for
Repairs

102
Repairs and minor new works. It was ini-
-tiated, not by this office, but by Govern-
ment to ensure the expenditure of the
funds available by preventing money
being kept in a District where it was
not wanted, and by enabling the Chief
Engineer to take the initiative with faci-
-lity for increasing the allotments to
Districts which needed money, and could
spend it advantageously. The Controller's
sketch of the arrangement itself and of
its results is based chiefly on imagina-
-tion.
The present practice is to place at the
disposal of District Engineers, before the
commencement of the year, from $\frac{1}{4}$ to $\frac{1}{3}$ of
the annual grant. Afterwards funds
are allotted with reference to actual
expenditure up to a certain date, and
expected outlay to a date a month later, at
and the applications should be and are
generally made two or three weeks before
any of the money asked for is wanted.
The results have fully answered the
primary intentions of Government, and
besides this they have to a considerable
extent

then and under
what order of
does Mr. Millers
mean that he
did not get Gov-
-tation this
systems. This means
entirely about -

B
I cannot enclose
this, I find it impossible
to do so. I am sorry
to hear that you
want to be
sent. Ref 15.

Is this not better
than what is described
as "doled out"?
This is because the funds
all went to the subsequent
allotments and Districts
monthly - RLL

trans extent put a stop to the former greater
concentration of expenditure in the last
can 2 or 3 months of the year, a practice which
was an evil as it was clearly impracticable
can - cable to supervise properly an outlay
-pre in that period of 3 or 4 times the average
-lar of the preceding 9 or 10 months.

are It has obliged District Engineers
-for frequently to notice how their works were
-ier progressing. It has enabled this office
be to provide for a large amount of work
off which, under the previous arrangement
the of placing the full grant at the District
-ter Engineers disposal at once, would practically
-cu have been impossible.

to District Engineers are perfectly aware
-w- that if their works progress satisfactorily
de- rily they will duly receive allotments
-w- to the full extent of the Budget grant.

Those who are in a position to spend
ge more, and whose Districts need such
pr help, frequently obtain additional al-
-lotments, and those who from whatever
Of circumstances do not get an average
re amount of work done have no money
to retain usefully. The principle of the
arrangement

arrangement is clearly good. Its appli-
-cation need not, it is thought, be restrict-
-ed precisely to the details at first pre-
-scribed, but it may be left to the Chief
Engineers' discretion to allot more money
at once and at longer intervals accord-
-ing to his knowledge of Districts and
of the establishments for the time being
in them. No practical difficulty has
been experienced except towards the
close of the year when, from some Dis-
-trict Engineers being too late in making
their applications for funds for the last
two months, money could not be
-reserved for them lest it should not
be utilized. Here however the want of
funds within the amount of the District
grants has usually been the result
of a low average expenditure in the first
three quarters of the year, and a proposed
excessive outlay in the last quarter. It
is by no means entirely to be regretted
that the system has made it difficult
to find money for such hasty work at
the end. The Controller proposes to sub-
stitute

to substitute a system of cure for one of
prevention. He says give all or nearly
all the money at once, and allow it to
be fully appropriated to individual works.
Then see whether it is being spent, and
if not transfer it at discretion. Now
money once placed at the disposal of
District Engineers should not be taken
away without first communicating with
them and ascertaining what their capa-
city for expenditure may be. The reference
to the District Engineer involves references
to Range Officers and to their subordinates
and in the mean time nothing can be
done. It would probably be useless to
ask the question much before Decem-
ber, and not far short of useless to ask
it then. Instead of this office being in
direct communication with District
Engineers, and getting from them informa-
tion in the simplest form just when
it is of use, it would have to wait until
it received a statement from the Controller con-
taining much information that would not need
to be acted upon, and a little that, if noticed,
would be of use. That is if it were re-
ceived.

This cannot
be used without
numbers.

received in time. The past has not rendered the
the Chief Engineer for Irrigation hopeful that
that in the future he will be able prudently
to look to the Controller, rather than to the
Districts, for information on which to take this
action. He gets ^{from the former} a good many statements, of
more or less bulky, with which it might
perhaps or possibly be reasonable to expect
him to deal were they fairly complete or
not out of date, but, to take statements
of objectionable items for instance, what is
the use of lists of works on which expendi-
ture has been incurred without estimates,
in excess of estimates, without appropri-
ations or in excess of appropriations, when
numbers of them exhibit neither the informa-
tion regarding them on record, nor the ex-
planations of the District Engineers, and
when probably they indicate rather the
past history than the present circum-
stances of the works. The Controller's office
wastes a good deal of time in preparing
them, and the undersigned did, until he
learnt the folly of so doing, waste a good
deal of time in looking over them.

245 5 The 3rd issue involves the questions
 whether the Public Works Department is
 an institution created for the benefit of ^{this is not the}
 the Accounts office, as a sort of field for ^{section at times}
 the exhibition of the marvellous ingenuity ^{should not have}
 with which accounting can be elaborated ^{found a place in}
 until there is but little place left for ^{a business-like}
 aught else, or whether the system and ^{disposition on a}
 arrangements of the accounts branch should ^{particular subject}
 be strictly subordinated to the welfare ^{of the accounts —}
 and efficiency of the Department as an ^{disposition of}
 instrument for doing work. What the ^{of Public Works}
 answer should be cannot, it is thought, ^{be decided by}
 admit of much doubt, what in effect the ^{of place is rather}
 answer has been, judging by facts, is that ^{in general no country}
 accounts are every thing; and it may be ^{expressed — and}
 added that so far the accounts have come ^{marked by a kind}
 to nothing. Vast accumulations of informa- ^{of antagonisms to}
 tion on paper have remained undigested ^{another department}
 and undoubtedly the digestion of much of ^{which seriously im-}
 it was impracticable. There has been a ^{poses the business}
 talk that Executive Officers will be relieved ^{of business — This}
 of much of the office work due to accounts ^{also marked his}
 when contemplated reforms are introduced. ^{writing on subject}
 It may be so, but a believer in such results ^{connected with the}
 I consider ^{By Rev. & others}
 it has them as

Some members of all sorts of descriptions of work, which go
 to make up the whole, is wanted, and this
 will not lighten the burden. Members of
 the Department are driven for their own
 relief to get as much work done by con-
 tract as possible, because it saves so much
 accounting, though most good Executives
 know that work can be done of better
 quality and at a lower cost Departmen-
 tally. Who can be expected to set ^{to work} to make
 good bricks when he contemplates what
 is involved in the way of accounts if he at-
 tempts it: a premium is accordingly set
 upon bad bricks which can be purchased
 from a Contractor without any such trouble.
 Every one knows that if bricks are made
 Departmentally, an account must be kept of
 the several items of expenditure incurred,
 and the simpler and more complete the
 forms of record the better, but to require
 the brick yard to possess a record is one
 thing, and to send that record fair copies
 to the Department is another.

it would be hard to find. Not only is the
 cost of irrigation works to be recorded, but an
 arbitrarily designed classification of the cost
 of all sorts of descriptions of work, which go
 to make up the whole, is wanted, and this
 will not lighten the burden. Members of
 the Department are driven for their own
 relief to get as much work done by con-
 tract as possible, because it saves so much
 accounting, though most good Executives
 know that work can be done of better
 quality and at a lower cost Departmen-
 tally. Who can be expected to set ^{to work} to make
 good bricks when he contemplates what
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 upon bad bricks which can be purchased
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 Every one knows that if bricks are made
 Departmentally, an account must be kept of
 the several items of expenditure incurred,
 and the simpler and more complete the
 forms of record the better, but to require
 the brick yard to possess a record is one
 thing, and to send that record fair copies
 to the Department is another.

ever so many times to all sorts of offices
where it is not wanted is another and
very different matter.

The accounts of many works were better
kept 15 years ago than they are now; the
accounts of other works, possibly of the
majority were badly kept and reform
was necessary, but this reform has taken
a wrong direction, and so far it has pro-
duced no good results and many bad
ones. District Engineers know very much
less than they used to know of what
the works in their Districts cost, and of
the propriety of that cost whatever it may
be. It would seem that a doctrinaire
notion has invaded the Account Depart.

ment that all compilation of accounts in
a District is an evil, and a District Engineer
or a Range Officer equally is to wait for the
Controller to tell him what his works are
costing, and he will probably obtain some
archaic information of high value for
history, but hardly of much use for work.

The undersigned believes that all such
to use and compilation of facts as is necessary
for

One of the main
points of the
reform was
to get the
works
into the
hands of the
District
Engineers
and to get
them to
keep the
accounts
themselves
and to
be able to
tell the
Controller
the cost of
the works
and the
propriety
of that cost
whatever it
may be.

as
an
example
in
the
future

Is this the
matter before
you in dealing
with this
paper?

for the practical management of works
should be done on the spot, and that nothing
that a Controller's office can do will be an
effective substitute for the examination of
those facts by the responsible officers per-
sonally. Some of these days we shall be
amused, if not edified, by learning every
detail of the cost of a bridge, which has
not and never had any existence, and then
the accounts system will have reached the
extreme limits of divergence from utility,
and the nearest approach to technical per-
fection at the same time. Before the Code
Committee finally adopt the Controller's
views of what the works system of accounts
should be, it seems to be desirable that
an example, which can be examined in
detail, should be laid before it, and it
would be well to take the Pennair Ancient
extension, which has a sufficient variety
of descriptions of work, and to show what
the accounts which have been kept during
4 to 6 months of last year's (1875) working
season, beginning from the commencement
of the work, were, and what they would
have

we have been had the proposed changes been
w then in force. It will then be seen what
we accounts preceded the entries in the cash
book, and what the intended substitutes
be, are to be, 2^d the course to be followed
ac with each transaction shown in the cash
m book until it has been completely booked,
w 3^d the exact use to which the informa-
a - tion furnished in detail to the Controller's
- d Office is to be put, and 4th the results.
on It is not long ago that the Controller
ly proposed that for the Progress Reports
th which have hitherto been furnished to
th those supervising and administrative
be officers who require them, a skeleton
m tabulated statement useful to a Super-
- m - vising Officer without other documents show-
a - ing what the entries referred to and other
to or subsidiary information, but conveying
Co just such information as a book-keeping
m clerk in his office might need for posting
h ar up the transactions of the month, should
- e be substituted. It was one example out of
a G many of the absurdity of supposing that
to m

what

17
what may suffice for an accountant will
do for any one, and of the too prevalent
idea that if a Controller be satisfied,
the rest of the Public Works mankind
should be content.

Camp at
Achadipully
28th February
1876

Wm Mullins Lieut. Col. R.E.
Chief Engineer for Irrigation

22 Feb 76
28 Feb 76

To The Secretary to Government P. W. D.

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P. W. 1876 Dept

No 1668

7/4
10/68

Dated 28 Feb 1876
Recd 6 March 1876

No 264

Note regarding
Appropriation Returns.

C.

G.O. 28 April 76 No 1067

No 204

Cr. 22-4776 Dtd. 28-4-76
P. W. 12 April

in the Immigration Dept

12-11-17
G.O. 28 April 76 No 1067
The question is
referred to the
Department of
Immigration
which I have marked with
the note A. to the Controller
for his remarks and then
reference has been made
of whether the system of
appropriations for Minor Works
and Repairs should
be made as required by the
Public Works Code of India - or
as they are at present made
The question is argued at some
length in the Minutes of the
Committee of Public Accounts and
the Chief Engineer of Immigration.
The question in
dispute appears only to affect
the Immigration Dept for I believe
that the Controller says that
the system of appropriation
which he advocates is which
is found in other Provinces in India

is with slight differences
carried out in the other
branches of the Madras Public
Works Department. Provincial
Imperial & local small I find
that fact in itself seems to
afford a strong argument
for making the Irrigation
department conform to a
system which is prescribed
by the Govt of India -

The Controller in para 3 explains
the object of making these
appropriations - to permit
the Executive Officers making

proper arrangements for spending

the money allotted them on

the limited number of works

which from the funds at

their disposal they estimate

can be carried on vigorously

& continuously, without stopping

the works on the one hand

& without exceeding the

budget grant on the other

To secure this object the Controller
thinks that appropriations must
be made to provide individual
works and they must be made
before the commencement
of the work to the full amount
of the estimated expenditure
for the year. In para 4
in para 5 the Controller
describes how these claims
can be used for properly
controlling expenditure.
His explanation is clear
and the system seems
to me to afford the Chief
Engineers for Irrigation all
that he claims under his
irregular system, namely
the power of transferring
money which cannot be
spent during the year in
one District to some other
District or Districts where
it can be spent. I find
the system advocated by
Col. Mulla, & which is
in force at present, to far

as I understood it ^{that} after
the lump sums for Minor
works and repairs have been
in the Budget allotted to the
several Districts, ^{the} really there
and keep the whole grant
in his own hands to be doled
out in short periodical allotments
to the several Dist Engineers.
These officers under this system
cannot at the beginning
of the year place out their
expenditure for the year, for
the year for they cannot be
certain what they will get.
Practically they do with appropriation -
for the essential feature of
appropriation is that an
appropriation shall be made
before the work is commenced
for the year. The appropriations
which they make are monthly
and after the work is done
which is a farce it is
for the opinion of the Executive
Officers themselves of the
device of Mr Mullins they

to refer to page 15 of the
accompanying printed report.
It is the complete condemnation
of Mr Mullins' system.
This uncertain system of doling
out funds prevents, I consider,
forethought and systematic
arrangement for works by
Dist Engineers and its only
effect is that the Chief Engineer
for irrigation can make,
at any time of the year, at
his own pleasure allotments
of funds to particular District
officers.
As he must have some kind
of returns to guide him,
it imposes unnecessary labor
on District Engineers - who
make practically valueless
appropriation returns to
the Controller, & special
returns on the same subject
direct to the Chief Engineer.
This is practically making
little or no use of the Controller

And to the practice found
Convenient in other branches
of Public Works. It is
Condemned by the working
Officers of the Country (repre-
sented by the Committee)
and by the Controller.

(Col. Mullins' paper)
Should not be printed &
brought in records for
obvious reasons.

I would suggest that
the Controller be requested
in the terms of Para 17 of
his note to prepare a
Draft Standing Order
for consideration and
that the Chief Engineer
for Irrigation be directed
to conform at once thereto
to the system prescribed
by the Govt. of India.

10/11/76
N. 120 D-
I have read them paper
with much surprise -
Mullins has been
great care & pains in

this matter -
I think the
of a proper system
of appropriation - i.e.

repe. expenditure instead
of after it'd be stopped
at once - and would

let Controller then prepare
Df. order for consideration
The appropriation system
sh'd commence from the
next month -

20/3
M.D.
27/3

[Cr. Wks. Form No. 111.]

KEEP-WITH.
Genl. No. dated 187

GOVT. OF MADRAS. } 1876. N
CONTROLLER, P. W. ACCOUNTS.
Madras, Feby. 17th 1876.
OFFICE NOTE.

To Secretaries. Mr. S.
J. Secy. Genl.
I do not think the issue of this
proposed G. Order will advance
matters - It decides nothing
and another G. O. no 176 of
Jan'y 24th 1876 has already
invited me to submit definite
recommendations for improving
the system of appropriating -
2. The draft G. O.
further appears to me to miss
the object for which appropriations
are made - To prevent the
Expenditure from exceeding the
Budget Grants is not the
primary object aimed at in

Cin. 2274/76. Rtd 28.4.76
L. Secy. 12 apt

appropriating - If this were
the object, it would be easy to
attain it without any system of
appropriations by simply spending
the money to the last rupee &
then stopping all the works -

3. The object of making
appropriations is to permit the
Executive Officers making proper
arrangements for spending the
money allowed to them on the
limited number of works which
from the funds at their disposal
they estimate can be carried on
vigorously & continuously, without
stopping the works on the one hand
and without exceeding the Budget
Grant on the other - If at the
beginning of the year or the
commencement of the work, the Eng.
in charge knows what amount
he has to spend on the work
during the year, he can make

his arrangements accordingly
and he can so fix his labor
and his petty works, etc. etc.
so that on the whole the amount
allowed him shall be thrown
fairly over the year -

4. But if he does not know
what he has to spend, if he is
allowed a fluctuating sum
monthly, and perhaps nothing at
all towards the end of the year,
he can foresee nothing, & can make
no arrangements - A speculative
ardent & sanguine temperament
commences a number of works
on a vague hope of getting more
funds later on; - A less hopeful
nature does not commence the
full number of works he might
It is morally certain that a
number of works will be commenced
without a hope of their being
completed, and that the whole

will be carried on in a series of jerks, and every now & then be stopped altogether -

5. If the system of appropriating is to answer any useful purpose it is evident from the above remarks that approp^{ns} must be made for individual works, and must be made before the commencement of the work & the full amount of the estimated expenditure of the year -

6. The draft G.O. in effect, flings the whole system of approp^{ns} to the winds; - It actually assumes that expend^{re} on works is to go on unregulated till all the money is spent, and that the works are then to be stopped, thus incurring all the loss that inevitably is sustained when works are stopped and labor

disturbed - Such a clumsy financial system appears to me indefensible; of recognised, it would in my opinion act most prejudicially in preventing the Exec. Staff from making proper arrangements for the execution of works -

With these remarks, I will briefly describe the system in force elsewhere for properly controlling expenditure - The Grants for minor works and repairs, after retaining a substantial balance in the hands of Govt. or of the Ch. Eng^r to meet unforeseen requirements, are allotted to the several District Engineers or other sanctioning authorities - From these allotments the District Eng^rs appropriate to individual works, the approp^{ns}

being made once for all in full
for the whole estimated expend^e on
that work during the year - These
specific approp^s are reported
monthly to the Cont^r. the no of
entries in these returns being
limited as hereinafter
described -

8. Each month the Cont^r.
should forward to the Ch. Eng^r.
concerned two returns - The first
(A) would show the total expend^e
& the average monthly expend^e to
date against each grant - The
second (B) would show;

(a) The reserves held by each
District Engineer -

(b) The approp^s & the expend^e
to date against each
individual major work;
and

(c) The approp^s & the expend^e
to date against minor
works repairs in the gross
in each District -

9. From Statement (A) the
Ch. Eng^r. would be able to see
whether the expend^e each month
against the Budget was up to the
average or not; and if not, in
which class the expend^e was
excessive or deficient - From (B),
if the reserve was large, the Ch.
Eng^r. would see that a small
expend^e was caused by works not
having been commenced; if the
reserve was small, he would know
that the works had been commenced
but little progress had been made
with them - From B, he could
further see the progress of the
expend^e on each large work, &
on repairs in the gross in each
District -

10. In this way, the Ch. Eng^r.
would be able to watch the state
of the reserves held by each
District Engineer & to transfer

amounts not capable of being
utilised in one district to
another - He would also be able
to watch the expend. against
Each large work and against
minor works, repairs & in the
total - So the District Engineer
would be left the responsibility of
watching the expend. on individual
minor works & repairs against
the reserve approp^{ts}, and of
bringing back to the reserve any
amount appropriated which
cannot be spent during the year.

11. Beyond this, I do
not see that figures could give
the Ch. Eng^r any further informⁿ.
They would know how much was
spent on each district & on what
works; they would know how
much was appropriated & not
spent, and how much was

in reserve not appropriated
Any further information
regarding the figures would be
obtained from the Cont^r by office
note and it would only be
after the informⁿ in the Cont^r
office was exhausted, that
reference would be made to the
District Engineers -

12. To decrease the number
of entries in the approp^{ts} returns
all works costing less than Rs 200
should be lumped together by
Budget heads, the entry in the
estimate return being considered
the approp^{ts} - at the foot of the

return of sanctioned estimates
an abstract would be given:

Estimates over Rs 200 ---- No (x)
do under Rs 200 ---- No (y)

In the approp^{ts} return, there would

be a single entry

works costing under Rs 200/- ... Rs 100/-

13. I would further suggest that all excesses or savings on approp^s which amount to less than a certain sum, say Rs 20/- be reflected. Roughly, the savings might be held to balance the excesses - at present, it is simply absurd the time of the Dist^t Sig^s being taken up in transferring from one work to another approp^s reckoned in annas and pies - Jithes are paid of milk and annul & Cumin, and the weightier matters of the law are omitted -

14. Comparing this system with present practice, there is not much difference between the

system proposed & the system as it at present exists in the Bldgs & Roads Branch (i.e. Prob^t, Inspect^r, & Store) all

that is necessary in this Branch is to introduce the two rules contained in paras 12 & 13 into the system of reducing the monthly approp^s returns to a more manageable size -

15. But the system in the Irrigation Branch is widely different - The whole grant is kept as reserve by the Ch. Sig^s and is by him doled out in monthly dribbles to the Dist^t Engineers - The Dist^t Sig^s have necessarily to follow the same practice and instead of approp^s once for all for the year, they appropriate for each work monthly which not only

be enormously increases the
work amount of work in connection
with these ~~appropriations~~ but also
makes the whole procedure a
sham and a delusion, as the
appropriations have practically to
be made after and not
before the expenditure.

District Eng^s & Sec^y Officers
never know what they will have
to spend during the year, &
subsequently are frequently
reprimanded for not spending it.
The whole system is so thoroughly
unreasonable that in practice it
breaks down altogether. For example
look at the ~~appropriation~~ Return put up with
this very case. One District Eng^r
alone has ~~appropriated~~ about Rs. 77,000
in excess of his allotments!

16. A little reflection will

show that the check increased
in the Irrigation Br^y is not one
with more stringency than it is
in the Bldgs & Roads Br^y. There
is simply a glamour & a certain
playing with figures which gives
everybody concerned a great deal
of trouble. The Budget Grant

at any date must consist of
three amounts:

- (a) the amount expended -
- (b) the amount appropriated but
not expended -
- (c) the allotments in reserve not
appropriated -

These three known (and unless
they are known obviously nothing
can be done) it is as easy under
the financial system in force in
other Provinces to watch the
reserves & to transfer from one
district to another, as it is here.

to keep the Reserve in one
hand - There is however this
essential difference - In the one
case, you give your District
Officers a fair chance of properly
administering the funds entrusted
to them, and only interfere when
the best arrangements have
obviously broken down - In the
other, you place all your
responsibility in leading
strings - The good ones break the
strings, & the system ^{then} resolves itself
into an unrelenting struggle for
funds - One District, irrespective
of whether it is or is not the
most favorable season for working
sets thro' as much money as it
can in the early part of the
year to establish a claim for

more - Another spends as
little as possible, knowing it will
thereby be saved further trouble -
Every evil of the ~~evil~~ Bridge
System appears to me exaggerated
by being brought home to the
whole staff -

17. In other Provinces, the
irrigation grants are worked up
to, and on the whole, I think,
worked up to better than they
are here; and this too without
the constant and the many
returns that here are required
from the District Engineers - Even
as regards this Province alone
it would be easy to prove that
in working up the grants, the
financial adminⁿ in the Bdly
& Roads Br: has been more
successful than it has hitherto

been in the Inigation Br:

And this success has been
attained without decimal reports
and without turning the Dist.
Eng^s into District Accts -

18. I feel convinced
that if the Ch. Insp^r for Eng^s
will only give the system I
have described a fair trial,
say during the next off year,
he will have no cause to regret
the change -

19. If he will so consent
I will draft a standing order
to include both Branches, laying
down the course of procedure to
be adopted by District Insp^s &c
and defining their responsibilities
and duties in connection with
approp^s. In any case I think
a standing order should issue

in the Bdly Roads Br:
Embodiment the rules contained
in paras 12 & 13 ante -

20. If the Ch. Insp^r for
Inigation will not so consent,
I can see no other course open
but to address Govt on the
subject, and ask that the
matter be referred to the Govt of
India for decision - This however
will give us all trouble, and it
will be difficult to make out
a strong case for maintaining
a different system of approp^s
in two Branches of the same
Administration - The Acct
Genl's views & his orders to me
on this subject I put up for
reference.

Lif
18/2

drunk work in the
 years - Now they
 can appropriate
 money they receive
 going to the same
 naturally spent,
 in the face of the
 best. Orders for
 imitating such
 a ridiculous price
 because it is stiff
 and impracticable.

But it is not
 understood that
 the Joint Secre-
 tary writes that
 formation - And
 he is certainly
 not responsible
 for the rule
 which he
 makes assignments
 to districts, as
 the original file
 of 11:1093 of 12th
 April 1873 will
 show - There
 is nothing in
 that order which
 should prevent

appointments
 being carried
 out by Dis-
 trict Inspectors.
 And the Secre-
 tary concurs
 with the Joint
 Secretary in opi-
 nion that in
 order that order
 it has become
 possible to work
 up the file
 number of dis-
 tricts allotted
 to him in a
 way that leads
 never been done
 before - He is
 regret to see that
 order cancelled
 early when
 4 1/2 out of 15 letters
 allotted for Sec-
 retary were placed
 at the disposal
 of District Inspectors
 in the 1st of
 April, they have

simple funds
to start with, a
warrantable
fund as they
appropriate, as
funds with the
Ch. Sec. for some
purpose their
then demands.
It is they who
are at fault
for not making
appropriation
in full.

I believe of the
that has not
I have no doubt
write the
which I have
also.

26/4
Ci. 24076 Ptd. 28.4.76.
Ch. Sec. 12 Chl.

622044
Office Note
Papers on the system
of Appropriation
of funds for Dr. H. H. Works,
referred to the
Joint Secretary
for disposal in
conformity with
the Orders of
Members of Council.

The Secretary
reports that he
intended the
draft instead
of simply re-
commending the paper
it referred to.
For he has always
held the opinion
that District Sec-
retaries ought
to appropriate
such sums as
they considered
would be spent
on each indivi-

50.16 December
1912 No 2972 +
12 April 1913 No 1093

Scholarship Office
Note - and the
original file
of 50.16 1913
of 12.4.1913

Memorandum
20.12.1913
1913

Memorandum
for the information of the Hon. Mr. Ellis.
There are only two matters on which the members
of Government being apparently under a mis-
apprehension, it seems desirable that I should
submit a few remarks.
The system of allotments of repairs and
minor works by the Chief Engineer
for irrigation was introduced on my re-
commendation last by an order of Government
passed without reference to me. I was at first
opposed to the arrangement, and indeed and
then carried out the order, which had caused
subsequently to consider of material nature in
securing the desired object.
I submit this explanation because though
of no essential importance in connection
with the decision to abolish the system, a
misconception as to the origin of the arrange-
ment has evidently led also to a supposition
that my advocacy of its retention has been
influenced by my partiality for a system
which I had introduced. Such has not been
the case and indeed I myself suggested some
time since that the system should be retained
only

only for those Districts which continued to show inadequate progress on works of this class, and that the rest of the District Engineers should have the District grants placed at their disposal without restriction. This suggestion was negatived.

2ndly. It has been apparently assumed that I am opposed to the system of appropriations altogether as regards Repairs and New Works, and so run counter to the views of the Government of India. This is a mistake. All that I have opposed is the manner in which the principle of appropriation has been applied to a particular class of works to which from their circumstances this manner was deemed to be inevitable. I further suggested a modification of the manner which I thought would enable the appropriation system to be conveniently worked, and which would not affect the principle. Had this suggestion been considered acceptable, the effect would have been to place the repairs of the small irrigation works of an Talug or of a single executive agent on the same footing as regards appropriations as the separate items of repair of a single large work e.g. an estimate being sanctioned for repairs to the Madras Water works, one appropriation can be made.

made to cover expenditure on all the items; so, as it appeared to me, one appropriation could be made to cover outlay on a dozen or twenty taluks in the same Talug or other limited area.

This Memo. has not been written with any desire to alter the decision of Government, but merely to prevent misapprehension, and to remove the impression that I am opposed to the carrying out of the principle upon which the appropriation system is based, or of any other principles which Government may deem necessary to the systematic treatment of Public Works expenditure - My objections have had reference only to details which appeared to me to need modification to suit the particular circumstances of the case.

W. 2/4

Public Works Dept.

Proceedings of the Madras Government
Under date the
Read the following

From,

The Controller of
P.W. Accounts

(H.C. No. 11/27 of Jan'y 1890)

His Grace the Governor
in Council observes that, as
long as the appropriation
statements are expected to
show appropriations under
Minor Works and Repairs
to individual works, it will
be practically impossible for
these statements to be of any
value. It is necessary that
the system of periodical allot-
ments to District Engineers by
the Chief Engineer for Irrigation
should be maintained, and
the requirements of the Account
Department should be
conformed

conformed to this system.

It would seem that, were appropriations for works of these classes made monthly

by District Engineers to Ranges or Salagos instead of to indi-

vidual works there would

be no difficulty whatever in

carrying out the rule that

all expenditure should be

covered by appropriations

made from duly sanctioned

allotments.

2. So long as the expenditure does not exceed the allotments, no irregularity of consequence is committed and, as appropriation statements are simply a record of the distribution of allotments, it is desirable that they should be prepared in a manner consistent with the necessities of the case and in such detail as the circumstances will conveniently allow. It is clear that the detail cannot conveniently extend

to

to individual petty works and it should be restricted either in the manner alone or in some other way as the Controller may report to be preferable, taking into account the use which has to be made in his office of the information submitted to him.

3. District Engineers will be careful that expenditure on repairs and minor new works, respectively, is not permitted to exceed the allotments actually placed at their disposal. Independently of appropriation statements, which in their present form are manifestly worse than useless, they must distinctly inform Range officers what amounts have been allotted to their Ranges, and Range officers must allot similarly to their subordinates, who should be required to apply for additional funds in

three

time to admit of the stoppage
of the works on the exhaustion
of the amounts already made
available, should more money
not be forthcoming. Practi-
cally the total District grants
and the sum expended to
a given date being known,
there should be no difficulty
in arranging for the proce-
-dure of just such a number
of works as will turn to the
best account the funds to be
expended within the official
year. In some Districts ap-
-plications to the Chief
Engineer for irrigation for
funds are made several
weeks later than they should
be, and towards the end of
the year the usual result is
that those who are thus
behind hand fail to obtain
the money to which their
Districts are entitled and
which

which cannot be recovered,
in the face of a prolonged
short average expenditure,
at the risk of their lapsing
altogether.

by 1/2

[Signature]

D. Engle
Com. for H. W. H.
Ch. & for J.

25/12

No 1064

Public Works Department.

PROCEEDINGS of the MADRAS GOVERNMENT.

Under date the 28th April/76.

Read the following:—

From the Joint Com. Accts (H.E. No. 727 Jan/76)
 Made by Chief Engr for Bridge (under No. 28 Feb/76)
 Do by Hon. R. S. Ellis C.S. (H.E. 4/15/3/76)
 Do by Sir Wm Robinson B.C.S. (H.E. 4/20/3/76)
 Do by H. J. de Eoer. (H.E. 4/27/3/76)

His Grace the Governor
 in Council is of opinion that
 the rules of the Government of
 India regarding appropriations
 to individual works before any
 expenditure is incurred should
 be carried out in their entirety
 in the Irrigation Department
 and that the system hitherto
 in force which was prescribed
 in G. O. No. 1 dated 1/1/76
 and under which allotments
 are made by the Chief Engi-
 neer for Irrigation for Repairs
 and Minor Pub. Works in the
 first instance to cover the
 anticipated expenditure
 of

of the first 3 or 4 months
of the year, and there-
after with reference to the
expenditure actually incurred,
~~should be~~ abandoned from
the commencement of the
current official year.

2. From the 1st April of the current year
therefore the Budget grants
for the several heads of
charge referred to will be
at the disposal of District
Engineers, who will make
efficient arrangements for
utilizing them. District
Engineers will be held strict-
ly responsible that these
grants are either fully worked
out, or that surrenders are
made in time to admit
of the money not required
being made available ^{where}
for expenditure ^{as the Govt. may direct} ~~in other~~
~~Districts~~, and they will
in making surrenders ^{but concisely}
report fully on the causes
of

of short outlay.

3. The Examiner of Public
Works Accounts will be re-
quired to draft a standing order to
effect to the system now
directed to be introduced.

May 21/14

J. Ensign
C. E. for J. V.
Ex. P. W. D. ✓

Desd 16/5/14

Comp. Mr.

714/1615
Govt. of 1876 Madras.
PUBLIC WORKS.

To *The District Engineer.*

Dated

Issued

Recd.

28 April 1876 No. 167

Nos.

420 & 421

Appropriation Returns

Engineering Branch

Passing orders
on the ——— showing
the state of the grant
up to 17 June/76