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Govt. of 1887 Madras.
FINANCIAL.

214. 11/22 Jan/87

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G.O., 18th January 1887, No. 61.

B. 214 11/22-1-87

JANUARY.

B. 11/21

Let. Engrs for Design.
Ch. S. J. ...

22/1/87

Finance Committee.

Ordering that the Government of India be addressed relative to the sum of three lakhs required in addition to the twenty lakhs proposed by the — for the provincialization of minor irrigation works.

21/1/87

With order

GOVERNMENT OF MADRAS.

FINANCIAL DEPARTMENT.

READ—the following paper :—

G.O., dated 17th January 1887, No. 138 W., Public Works.

Read—the following papers :—

From J. WESTLAND, Esq., Officiating Secretary to the Government of India, Department of Finance and Commerce, to the Chief Secretary to the Government of Madras, dated Calcutta, 5th January 1887, No. 40.

With reference to your letter, No. 1198, Financial, dated the 19th November 1886, submitting observations on the Finance Committee's note regarding the future Provincial contract with Madras, I am desired to inquire what sum of 3 lakhs is referred to in paragraph 11 as required on account of establishment charges.

2. The enclosed statement shows the whole of the figures of 1885-86 quoted by the committee, the corresponding budget estimates for 1886-87, and the method in which the committee proposed to deal with them.

3. It will be seen that the allotment of 20 lakhs proposed by the committee covered the heads A, B (b), B (c), and C, and was nearly equal to the actual expenditure on those heads *including Establishment* during the past years.

4. The statement of the details, with reference to which the grant of 12 lakhs under B (b) was proposed, is on page 45 of the committee's note, and it shows that the past expenditure (Rs. 11,05,968 in 1885-86 and Rs. 10,86,006 in the budget of 1886-87) included establishment charges.

5. I am desired therefore to inquire what the establishment charges are which the Government of Madras says have been left out of account in the committee's figures, and where they were shown in the actuals of 1884-85, 1885-86, and the budget of 1886-87.

ENCLOSURE.

		1884-85.	1885-86.	1886-87, Budget.	
		RS.	RS.	RS.	
<i>Irrigation Minor Works—Imperial.</i>					
Class A	{ Capital	12,320	1,30,014	63,000	Grant of Rs. 68,500 a year for three years. Provincial allotment at Rs. 50,000. Special arrangement in the nature of borrowing money. Provincial allotment at Rs. 12,00,000. Do. at „ 3,50,000 Do. at „ 4,60,000.
	{ Revenue	57,900	1,17,565	56,000	
	{ (a)	1,87,069	3,34,975	7,00,000	
Class B	{ (b)	14,07,726	11,05,998	10,15,606	
	{ (c)	3,44,809	3,50,472	3,43,694	
Class C		4,15,130	3,91,306	3,50,000	
Deduct English Stores ..		650	2,424	20,000	
Total ..		* 24,24,300	..	† 25,08,300	

* See Finance and Revenue Accounts, 1884-85, page 15.

† See enclosure of Financial Department, No. 544, dated 30th April 1886.

Note by the Secretary to Government, Public Works Department.

The sum of 12 lakhs, which it has been proposed by the Finance Committee, should be allotted yearly, for "Works for which neither Capital nor Revenue Accounts are kept," was not arrived at, as the Government of India suppose, by taking the average expenditure on this class of works including charges for establishment in past years, and it is evident that any proposal based on the grants of past years could not be accepted in a scheme for Provincialization of these works, because the grants have always been insufficient for the efficient maintenance of the works, which have from long neglect so deteriorated that the "Tank Restoration Scheme" has now been set on foot to remedy the evil.

This 12 lakhs is an approximation to a maintenance allowance of 8 annas an acre for land irrigated by this class of works, the actual amount at this rate being over 12½ lakhs. The rate was fixed from a consideration of the actual cost of maintenance per acre on the larger systems of irrigation in the presidency, and it may not be out of place here to state that in the preparation of some late projects 12 annas an acre has been allowed for maintenance, and that in one of the large systems the charges last year were in excess of 1 rupee per acre, and these charges did not include establishment.

It was on this point we did not agree with the committee; they insisted that the 12 lakhs (or 8 annas an acre) should include establishment charges, and we demurred to this. In a note, the undersigned submitted to Sir Auckland Colvin, the following remarks were made:—

"In discussion with the committee, I pointed out that this allowance of 8 annas an acre, which was based on actual results in maintenance of the large systems of irrigation, did not make any provision for establishment charges, and I could not recommend the Government to accept their proposals unless the usual establishment charges were added," or I eventually said "unless 3 lakhs were added, making the total assignment under all heads 23 lakhs."

It would manifestly be unwise for the Government to provincialize these works with an inadequate grant for maintenance, as a disastrous season might cripple them altogether, and for want of funds to repair special damage the revenue might be seriously impaired, but there is, as shown in the letter to the Government of India to which they reply, a further reason for requiring that establishment should be specially provided for, the scheme for Provincialization was to include borrowing the money required for Tank Restoration, the expenditure on which, for works alone, was expected to produce an increase of revenue of 6 per cent. The committee treated this part of the subject as if it was understood the expected increase was 6 per cent. on expenditure on Works, Establishment, and Tools and Plant; whereas the addition of the latter charges would really reduce the percentage of increase of revenue so that there would be little margin over the 4 per cent. to be paid for interest even if the full anticipations were realised.

Thus, as pointed out in paragraph 13 of Chief Secretary's letter, No. 1198, dated 19th November 1886, all charges for establishment, both under Restoration and Maintenance, were ignored.

From what has transpired since the committee left Madras, it appears that some misapprehension still exists as to the work to be done in Tank Restoration (hitherto called the Tank Maintenance Scheme), and as it is probable that this misapprehension is shared by the Government of India, it is suggested that the accompanying note, which was drawn up by Colonel Pennycuik, Acting Chief Engineer for Irrigation, to make the subject clear, should be forwarded to the Government of India.

It will be seen that Colonel Pennycuik agrees with the undersigned in considering that the Provincialization scheme, proposed by the Finance Committee, should not receive the approval of Government without the addition of 3 lakhs to the suggested yearly grant of 20 lakhs.

17th January 1887.

(Signed) J. O. HASTED, Col., R.E.,
Secretary to Govt., P.W.D.

ENCLOSURE.

Note by the Acting Chief Engineer for Irrigation.

I agree entirely with Colonel Hasted as to the inadequacy of the total provision of Rs. 20,00,000 proposed by the Finance Committee as the basis of the next Provincial contract, and also as to the necessity of leaving the Local Government entirely free as to the manner in which provincial or provincialized revenue is to be expended.

It appears to me, however, desirable to insist still more strongly on the erroneous conclusions which the Finance Committee have formed as to the nature and object of the work which is now being done under the designation of "tank maintenance."

In paragraph 275 the Committee propose to define ordinary repairs as "repairs undertaken because the embankment has burst, or is in a dangerous state, or to clear the channels—repairs in short whose object is to prevent the land revenue from falling off," while under "Tank Restoration" they would class work done as "part of a general scheme for improving a whole series of tanks increasing the storage of water, and thereby increasing the land revenue arising from it;" and they are evidently under the impression that the greater part of our tank maintenance work comes under the latter head.

The essential part of each definition is in the words italicised, and if after "channels" in the first quotation we add the words "the construction of weirs to protect the tank against breaching and of sluices to enable the land to be properly irrigated"—an addition that would probably not be objected to by the Committee themselves—the definitions may be accepted as fairly complete.

Now so far from any considerable portion of our tank maintenance expenditure having been incurred on work coming under the second head, I have no hesitation in saying that 99 per cent. of it has been entirely under the first head.

I was myself in charge of the tank maintenance work for more than half of the period during which the scheme was in operation, and I rigidly refused even to consider any proposals for increasing the storage of water or for extension of irrigation in any form.

The irrigating capacity of a tank depends primarily on the level of the waste weir or "full tank level," and in all cases our first step has been to ascertain what that level is for each tank; in the great majority of cases it is fixed by custom or topographical conditions, and would not be raised even if we wished to raise it; in no case that I can call to mind has it actually been done.

For many years past, it has been laid down as a principle not to be deviated from except under pressing necessity, that when the repair of a tank is taken in hand, it should be dealt with in connection with the group or system of which it forms a part; that its hydraulic and financial details should be ascertained; that it should be provided with proper waste weirs and sluices and with a bank of sufficient height and strength to render it secure against accidental injury for the future.

This, and this only, is what is being done by the tank maintenance scheme; the work of the latter differs in no degree from that of the ordinary maintenance operations of the department, and in supposing that it does so, the Finance Committee are entirely in error.

The real peculiarities of the tank maintenance scheme are two—

- 1st.—The more systematic and elaborate record of the financial, hydraulic, and topographical particulars of the works dealt with; and
- 2nd.—The more rigid adherence to the principle laid down in the last paragraph but one, which principle has in ordinary work to be sometimes neglected on account of the "pressing necessity" which alone justifies its neglect.

It has frequently been necessary to repair a breach or patch up an embankment with the object of immediate saving of crops, when the funds in hand did not admit of more scientific action, and it is the absence of this necessity which constitutes the main peculiarity of the tank maintenance operations.

The increase of revenue expected from these operations in the fifteen minor basins now being dealt with amounts to only 10 per cent. on the present average revenue, and this is due to the fact that the works in question are not able to irrigate regularly and continuously their full cultivable areas, which, it is hoped, they will do when put into proper repair; similar results are obtained in almost every case where a tank is thoroughly repaired in the ordinary course of departmental operations.

(Signed) J. PENNYCUICK, Lt.-Col., R.E.,
Acting Chief Engineer for Irrigation.

Order—dated 17th January 1887, No. 138 W., Public Works.

Communicated to the Financial Department, with reference to endorsement in that department, No. 34, dated 10th January 1887.

(True Extract.)

(Signed) J. O. HASTED, Colonel, R.E.,
Secy. to Govt., P.W.D.

To the Financial Department,
with original papers returned.

ORDER—dated 18th January 1887, No. 61, Financial.

Ordered that the following letter be addressed to the Government of India:—

(Here enter No. 62, dated 18th January 1887.)

(True Extract.)

H. E. STOKES,
Ag. Chief Secretary.

To the Public Works Department, with letter to the Government of India.

B. No. 214 Wd/22-1-87

Govt. of 1887 Madras.

FINANCIAL.

Recorded.

*(sd) J. O. H.
W.*

Issued

Recd.

Encl.

G.O., 18th January 1887, No. 61.

JANUARY.

Finance Committee.

Ordering that the Government of India be addressed relative to the sum of three lakhs required in addition to the twenty lakhs proposed by the — for the provincialization of minor irrigation works.

18TH JANUARY 1887, No. 62, FINANCIAL.

FINANCIAL DEPARTMENT.

LETTER—from

THE CHIEF SECRETARY TO THE GOVERNMENT OF
FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF FINANCE AND COMMERCE.

SIR,

In reply to your letter, dated 5th January 1887, No. 40, enquiring what sum of 3 lakhs is referred to in paragraph 11 of my letter, dated 19th November 1886, No. 1198, I am directed to forward, for the information of the Government of India, copy of the Proceedings of this Government, No. 61, dated this day, in which will be found notes in the Public Works Department, giving full information as to the demand of this Government for a grant of 3 lakhs in addition to the 20 lakhs proposed by the Finance Committee for the provincialization of minor irrigation works. I am to add that, unless this sum be included, His Excellency the Governor in Council is not prepared to accept the proposed provincialization. A telegram to this effect has been despatched to your address this day.

I have the honor to be,

Sir,

Your most obedient servant,

H. E. STOKES,
Ag. Chief Secretary.

FORT ST. GEORGE,
18th January 1887.

Exd. A. Raitt.

With order

Let. Engr. for Engr.

1887.
FINANCIAL DEPARTMENT.

From the Government of
Fort St. George.

Issued

Recd.

Encl.

Letter, 18th Jan. 1887, No. 62.

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