(1) பக்கங்களின் எண்ணிக்கை 34

(2) புதுக்கித் திருப்பிய நாள் 4/90

(3) ஆதாரங்குறிப்பவர் சுருக்கொப்பம்

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

15

துறை

அரசாணை எண்.	2755	அச்சகம்
மு. கோப்புத் தாள் எண்.		பலவகை

நாள் : 2 — 10 — 1889 19 .

மடிக்கவோ கண்டபடி கையாளவோ கூடாது

17 sheets

ஆவண. கா-1—18,006—15-6-87.

2755

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following paper:—

Office note from the Examiner, Public Works Accounts, dated Madras, 19th September 1889, No. 1355.

I should be glad if, for reasons stated below, you would obtain the approval of Government to a modification of the dates of submission of the quarterly reports of overdue completion reports.

2. The procedure followed in obtaining information required for these reports is as follows. After audit of the accounts of each month, lists are prepared, and sent to Executive Engineers, showing all works (not already reported complete) on which, according to the accounts just audited, there has been no expenditure for three clear months; and Executive Engineers are asked to state against each work whether it is completed or not, to explain non-submission of completion report if it is completed, &c.

3. The period of three months has been fixed on the following grounds. If a work is being carried out departmentally, it is tolerably certain that there will be some expenditure on it every month; and if it is under execution by contract, there should be expenditure on it at least once in every three months, *if the orders in Code para.* 1367 *(as modified by Standing Order No.* 543*) are observed.* Consequently, if only the rules regarding measuring and paying for contract works are observed, works on which there has been no recorded expenditure for three clear months should, with very few exceptions, be completed works.

4. These rules, however, are apparently not observed as carefully as perhaps they might be, especially, it would seem, during the first few months of the year; and the result is to enormously increase the number of inquiries to be made after examination of the accounts for June. A great rush is made in March; in which month almost every work in progress is measured up and paid for; and then apparently a reaction sets in, and measurements and payments are neglected. This is shown by the fact that the total number of works in respect of which inquiry had to be made after audit of May's accounts (expenditure having then ceased for three months) was 371; whereas the corresponding number for June was 1,071.

5. The result is, in the first place, that the labor of preparing the June inquiry lists is very greatly increased, and that their issue is consequently delayed; and, in the second place, that labor of replying to the inquiries is also greatly increased; and that the replies are proportionately delayed. This is the more unfortunate, because the inquiry lists based on June accounts happen to be the last of the three sets of inquiries on which one of the quarterly reports is based, namely, that due on 1st October. Experience shows that, under ordinary circumstances, there is plenty of time to get replies to the third inquiry list of the quarter, before the submission of the quarterly report; but, under present circumstances, it is not possible to obtain by the 1st October replies to inquiries based on June accounts.

6. Subject therefore to the approval of Government, I propose to postpone, until 1st November 1889, the submission of the next report, properly due on 1st October, and to similarly postpone the following report until 1st March 1890 (giving an interval of four months again) after which I propose to submit the reports every

three months. The effect of the alteration will be that the inquiry lists based on June's accounts will be the first, instead of the last, of the quarter, and that Executive Engineers will have nearly two months more time for replying to them.

7. At the same time, I venture to think that, with closer attention to the code rule regarding measurement of and payment for contract work, there should not be such great differences between one month and another.

ORDER—dated 2nd October 1889, No. 2755 W., Public Works.

The proposals of the Examiner, Public Works Accounts, are approved, but the Government considers that the circumstances which make the change necessary are not creditable to the Executive officers of the department. There is no good reason for the reaction referred to in para. 4 of the Examiner's note, and the last paragraph of the note points to the remedy.

2. The Government trusts that the matter will receive the earnest attention of Superintending Engineers.

(True Extract.)

Captain, R.E.,
Under-Secy. to Govt., P.W.D.

To the Examiner, Public Works Accounts.
To Superintending Engineers.
To the Consulting Architect to Government.
" Chief Engineer for Irrigation.

Exd. J. Moses.
Spare Copies

2755

√

GENERAL.
ACCOUNT.

Govt. of {1889} Madras.

PUBLIC WORKS.

Dated October, 2nd.

Read. *Encl.*

G.O., 2nd Oct. 1889, No. 2755 W.

OCTOBER.

Completion Reports

Proposals of the Examiner, Public Works Accounts, for modification of the dates of submission of the quarterly reports of overdue —, approved.

2755

20TH MARCH 1888, No. 915 W., PUBLIC WORKS.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following paper:—

Office note by the Examiner, Public Works Accounts, dated Madras, 21st December 1887, No. 908.

I have the honor to forward herewith 49 statements showing the works in the Presidency ("Buildings and Roads" and "Irrigation" separately by divisions), on which no outlay has been incurred during the six months ending August 1887, as well as the annual repair works of last year, for which completion reports had not been received in this office up to 30th September 1887, and also two abstracts, one for the Buildings and Roads Branch, the other for the Irrigation Branch, showing the numbers for each period from six months and upwards.

2. I cannot say whether in all cases the works have been completed, though I have reason to believe that a large majority of them have been completed, and, considering that for months there has been no outlay on them, for as you will see from the information contained in the first column of the detailed statements which shows in each case the month in which last outlay was incurred, it would seem that either (1) the works are carried on in a very dilatory fashion in contravention of Code paragraph 1256, or (2) that the completion reports are unduly delayed after completion of work. I may mention that I am daily receiving completion reports, six, nine, or even twelve months or more after the admitted completion of the work.

3. The marked difference between division and division seems to indicate that the delays in question are probably the result of the more or less attention given to the matter by the Executive Engineers concerned.

4. At present statements similar to those enclosed are sent by this office to Executive Engineers periodically, inquiring whether the works are completed, and requesting that, if so, completion reports may be submitted, and in the monthly objectionable items statements to Government the delay in submitting completion reports beyond one month after completion of work is brought to notice.

5. As, however, these measures have quite failed to secure the prompt submission of completion reports in accordance with Code paragraphs 308 and 1301, it seems desirable to try whether other measures would not be more effective. In my office note No. 662, dated 18th October 1887, I have already suggested that the non-submission of completion reports known to be due should be dealt with in a separate periodical statement apart from the objectionable items statement; but it is necessary for this purpose that information of the completion of work should be available, and, to supply this, I would suggest that the Executive Engineers should be required to submit themselves quarterly statements of completed works, supplemented by lists of works on which, though not completed, there has been no outlay for six months, with full explanation (as regards the latter) of the reason of suspension of work. The quarterly statements would no doubt give a certain amount of trouble in those divisions

X 3

GENERAL.
ACCOUNT.

Govt. of {1889} Madras.

PUBLIC WORKS.

Dated October, 2nd.

Recd. *Encl.*

G.O., 2nd Oct. 1889, No. 2755 W.

OCTOBER.

Completion Reports

Proposals of the Examiner, Public Works Accounts, for modification of the dates of submission of the quarterly reports of overdue —, approved.

2755

20TH MARCH 1888, No. 915 W., PUBLIC WORKS.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following paper :—

Office note by the Examiner, Public Works Accounts, dated Madras, 21st December 1887, No. 908.

I have the honor to forward herewith 49 statements showing the works in the Presidency ("Buildings and Roads" and "Irrigation" separately by divisions), on which no outlay has been incurred during the six months ending August 1887, as well as the annual repair works of last year, for which completion reports had not been received in this office up to 30th September 1887, and also two abstracts, one for the Buildings and Roads Branch, the other for the Irrigation Branch, showing the numbers for each period from six months and upwards.

2. I cannot say whether in all cases the works have been completed, though I have reason to believe that a large majority of them have been completed, and, considering that for months there has been no outlay on them, for as you will see from the information contained in the first column of the detailed statements which shows in each case the month in which last outlay was incurred, it would seem that either (1) the works are carried on in a very dilatory fashion in contravention of Code paragraph 1256, or (2) that the completion reports are unduly delayed after completion of work. I may mention that I am daily receiving completion reports, six, nine, or even twelve months or more after the admitted completion of the work.

3. The marked difference between division and division seems to indicate that the delays in question are probably the result of the more or less attention given to the matter by the Executive Engineers concerned.

4. At present statements similar to those enclosed are sent by this office to Executive Engineers periodically, inquiring whether the works are completed, and requesting that, if so, completion reports may be submitted, and in the monthly objectionable items statements to Government the delay in submitting completion reports beyond one month after completion of work is brought to notice.

5. As, however, these measures have quite failed to secure the prompt submission of completion reports in accordance with Code paragraphs 308 and 1301, it seems desirable to try whether other measures would not be more effective. In my office note No. 662, dated 18th October 1887, I have already suggested that the non-submission of completion reports known to be due should be dealt with in a separate periodical statement apart from the objectionable items statement; but it is necessary for this purpose that information of the completion of work should be available, and, to supply this, I would suggest that the Executive Engineers should be required to submit themselves quarterly statements of completed works, supplemented by lists of works on which, though not completed, there has been no outlay for six months, with full explanation (as regards the latter) of the reason of suspension of work. The quarterly statements would no doubt give a certain amount of trouble in those divisions

X 3

in which delay is rife, but this additional trouble would be an incentive to punctuality, and in divisions in which punctuality is observed the trouble would be very trifling.

6. I should mention that the statements now forwarded were originally prepared up to September 1887, and, as they are forwarded only as an illustration of the delays complained of, it has not been thought necessary to revise them thoroughly to date, consequently, though all works have been expunged for which completion reports have been since received, no additional works have been entered.

ORDER—dated 20th March 1888, No. 915 W., Public Works.

Communicated to Superintending Engineers for serious attention.

2. The number of completion reports in arrears for more than six months at the end of September 1887 is shown in the annexed statement. As suggested by the Examiner the marked difference between some divisions and others seems to indicate the degree of attention paid to the matter by Executive Engineers concerned. The divisions most in default are Kistna East, Nellore, Presidency, Kistna West, Bellary, Chingleput, Madura, Ganjam, Godávari East, Coimbatore, Godávari West, Nílgiris, Kurnool and South Arcot, and the Executive Engineers of those divisions—particularly of the first three—should be warned that the Government expect them to make special efforts to clear off the arrears brought to notice.

3. If the Government were not averse to add to the numerous returns already prescribed by the Public Works Code, they would be disposed to at once adopt the Examiner's suggestion that Executive Engineers should be required to submit quarterly statements of completed or suspended works. In separate proceedings,* however, the Examiner has been authorised to report in a distinct periodical statement the non-submission of completion reports known to be due, and the Government will await the results of this measure (to be reported by the Examiner after due trial) before they take further steps to expedite the preparation and submission of completion reports.

No. 916 W., dated 20th March 1888.

(True Extract.)

(Signed) H. R. MEAD, Colonel, R.E.,
Joint Secy. to Govt., P.W.D.

To the Chief Engineer for Irrigation.
To Superintending Engineers.
To the Consulting Architect to Government.
" Examiner, Public Works Accounts, with forty-nine enclosures.

Exd. J. Moses.
Spare Copies

2755

ANNEXURE.

	Irrigation Branch.	General Branch.	Total.
Ganjam	25	12	} 53
		16	
Rushikulya	...	7	8
Vizagapatam	1	12	44
Godávari, East	32	...	24
Godávari, West	24	1	10
Godávari, Central	9	2	117
Kistna, East	115	5	72
Kistna, West	67	6	111
Nellore	105	1	9
Buckingham Canal	8	42	66
Bellary	24	5	23
Kurnool	18	3	8
Cuddapah	5	24	24
Nílgiris	...	3	27
Coimbatore	24	2	2
West Coast	...	5	9
North Arcot	4	4	22
South Arcot	18	12	65
Chingleput	53	103	104
Presidency	1	1	5
Trichinopoly	4	2	3
Tanjore	1	2	8
Negapatam	6	8	63
Madura	55	...	6
Tinnevelly	6	6	6
Consulting Architect	...		

74

GENERAL.
ACCOUNT.

Govt. of {1888} Madras.

PUBLIC WORKS.

Dated March, 20th.

Recd. *Encl.*

G.O., 20th March 1888, No. 915 W.

MARCH.

Completion Reports

Orders communicating to Superintending Engineers for serious attention office note from the Examiner, Public Works Accounts, with regard to the delay in the submission of —.

2755

20TH MARCH 1888, No. 916 W., PUBLIC WORKS.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following papers :—

Note by Colonel J. Pennycuick, R.E., Superintending Engineer, dated 13th Sept. 1886.
Endorsement by the Chief Engr., Public Works Dept., dated 2nd Nov. 1886, No. 3841 C.
Note by Major D. Campbell, R.E., Deputy Chief Engineer, Public Works Department, dated 1st November 1886.

From the Superintending Engineer,	I Circle,	dated	15th	January	1887,	No.	409 G.T.
„ „ „	II „	„	10th	„	„	„	291 G.T.
„ „ „	III „	„	12th	„	„	„	1986 I.
„ „ „	IV „	„	8th	„	„	„	4 E.W.
„ „ „	V „	„	24th	March	„	„	6395.
„ „ „	VI „	„	15th	January	„	„	1556 T.J.

„ Examiner, Public Works Accounts, dated 5th May 1887, No. 85.
Note by the Chief Engineer for Irrigation, dated 13th May 1887.
From Colonel J. Pennycuick, R.E., Suptg. Engineer, VI Circle, dated 18th July 1887, No. 771 T.J.
From the Examiner, Public Works Accounts, dated 26th August 1887, No. 489.
„ „ „ „ 18th October „ „ 662.
Endorsement from the Chief Engineer on extract from letter from the Superintending Engineer, I Circle, dated 6th April 1887, No. 142 G.D., dated 31st October 1887, No. 73 E.W.
From the Chief Engineer for Irrigation, dated 29th November 1887, No. 219.
„ Examiner, Public Works Accounts, dated 23rd August 1887, No. 475.
Endorsement by the Chief Engineer, Public Works Department, dated 30th August 1887, No. 498 D.
From the Examiner, Public Works Accounts, dated 1st September 1887, No. 501.

„ Superintending Engineer,	I Circle,	dated	4th Feb.	1888,	No.	406 G.L.
„ „ „	II „	„	27th Oct.	1887,	„	283 G.L.
„ „ „	III „	„	3rd „	„	„	1271.
„ „ „	IV „	„	15th „	„	„	411 E.W.
„ „ „	V „	„	24th Sept.	„	„	2636.
„ „ „	VI „	„	7th Nov.	„	„	1469 T.J.

„ Consulting Architect to Government, dated 16th „ „ „ 1074.

ORDER—dated 20th March 1888, No. 916 W., Public Works.

The papers above recorded relate to certain suggestions made by Colonel J. Pennycuick, R.E., Superintending Engineer, having for their object the simplification of the monthly divisional accounts and relief to Executive Engineers in their preparation.

2. Colonel Pennycuick's proposals may be divided under the following main heads :—

I. The withdrawal of accountants from divisional offices, and the compilation in Superintending Engineers' offices by a reduced staff of accountants of the accounts of the whole of the divisions in each circle.

II. The increase of Superintending Engineers' powers of disposing of objectionable items, *i.e.*, increase of powers of sanctioning and condoning minor irregularities.

III. The transmission of the monthly accounts direct to the Examiner by the circle accountant, and the stoppage of all direct correspondence between the Examiner and Executive Engineers.

IV. The discontinuance of the transmission of work vouchers to the Examiner.

25

V. The transfer of the duty of auditing travelling allowance bills from the Examiner to Superintending Engineers.

3. In connection with the abovementioned proposals a further suggestion was made by Major A. C. Smith, Officiating Superintending Engineer, VI Circle, and Mr. G. T. Walch, Superintending Engineer, I Circle, that the objectionable item statement should be made a quarterly instead of a monthly return. This proposal will be referred to below as head VI.

4. Colonel Pennycuick's suggestions have been circulated for remarks to the Chief and Superintending Engineers, to the Examiner, Public Works Accounts, and to a number of selected Executive Engineers, and, after a careful consideration of the replies received, the Government have arrived at the following conclusions.

5. A large majority of the officers consulted consider proposal I to be impracticable; and as the balance of opinion is clearly in favor of maintaining the present practice of compiling the monthly accounts in divisional offices, the Government are of opinion that this suggestion need not be further considered.

Head I.—The withdrawal of accountants from divisional offices, and the compilation in Superintending Engineers' offices by a reduced staff of accountants, of the accounts of the whole of the divisions in each circle.

6. *Head II.*—Colonel Pennycuick suggests that Superintending Engineers should have the power of condonation in all cases coming under the following heads, such cases to be finally disposed of by the Superintending Engineer, and not to be included in the statement of objectionable items, unless at the special desire of the Superintending Engineer:—

Head II.—The increase of Superintending Engineers' powers of disposing of objectionable items, *i.e.*, increase of powers of sanctioning and condoning minor irregularities.

(*a*) All cases of non-submission of completion certificates.
(*b*) All cases of non-submission of work vouchers.
(*c*) All cases of deviations or excesses on sub-heads of estimates.
(*d*) All cases of deviations from sanctioned estimates for component works forming part of a general sanction, whatever be the amount of the individual estimates, provided that the total sanction is not exceeded by more than Rs. 1,000, or 5 per cent., whichever may be the greater.
(*e*) All cases of excess over allotments not exceeding Rs. 1,000 in amount.

7. (*a*) The Government do not consider it desirable that Superintending Engineers should have the power to dispense with completion reports. If a Superintending Engineer has an opportunity of inspecting a completed work before the Executive Engineer, there is no objection to the report being signed by the former officer, but in no case of ordinary works can the completion report be dispensed with altogether. In some cases, however, objects of expenditure are technically classed as "works," though they are not "works" in the ordinary sense of the word, and in such cases completion certificates are probably unnecessary. The Secretary to the Code Committee will submit a draft standing order specifying the cases in which completion reports need not be submitted.

(*b*) The question as to the necessity for a work voucher, or as to the propriety of dispensing with it, is one for the Examiner's consideration. There is no objection to a Superintending Engineer suggesting to the Examiner the propriety of dispensing with the work voucher when there appear to be special circumstances to justify such a course, but it must be understood that the decision rests with the Examiner.

(*c*) Except in the case of productive or protective works, Superintending Engineers are already vested, under paragraph 267 (*a*) of the Public Works Code, with power to sanction deviations. With reference to productive or protective public works, the Government resolve to delegate to the Chief Engineers the powers vested in them under paragraph 1515 of the Public Works Code; and in individual cases, when it may appear advisable, the Chief Engineer may delegate similar powers to the Superintending Engineer concerned. As regards condonation of excesses on sub-heads of estimates, it is observed that such excesses are not usually reported to Government. To save correspondence, however, between Superintending Engineers and the Examiner, the former officers may, when possible, sanction some definite increase of

the faulty item of an estimate by a corresponding reduction of contingencies or of some other item.

(*d*) This proposal is approved by the Government, but in order to secure a guarantee for the due fulfilment of the stipulated condition as to excess over total sanction, some part of the estimate provision for unforeseen requirements will be placed at the disposal of the Superintending Engineer concerned as a reserve fund to be afterwards credited with all ascertained savings and debited with all additional or excess sanctions. Should the estimate in such cases contain no separate provision for unforeseen requirements, the reserve fund may be formed by diverting a portion of the provision for contingencies of each component item, reducing to a corresponding extent the estimates for the latter.

(*e*) Under paragraph 1966 of the Public Works Code, excesses not exceeding Rs. 500 over budget appropriations need not be reported as objectionable, because such small excesses will usually be counterbalanced by savings on other items, and will not appreciably disturb the equilibrium between the budget grant and expenditure. It is not likely that the Government of India will sanction the proposal to raise the limit to Rs. 1,000, and this Government are not disposed to recommend its adoption.

8. Colonel Pennycuick further advocates the following alterations in paragraph 352 of the Public Works Code:—

Before *C* insert—"also with the approval of the Superintending Engineer."
In *C* (1)—*For* Rs. 500 *substitute* Rs. 1,000.
In *C* (2)—*For* Rs. 500 *substitute* Rs. 1,000, and *for* Rs. 10,000 *substitute* Rs. 20,000.
In *C* (3)—*For* Rs. 10,000 *substitute* Rs. 20,000.
In *C* (1), (2) and (3)— omit the sentences excepting productive public works.

The Government see no objection to this proposal, and will submit it for the sanction of the Government of India.

9. *Head III.*—The proposal under head I having been negatived, this suggestion partially falls through. Paragraph 378 of the Public Works Code, however, contingently provides for direct correspondence between the Examiner and the divisional accountant on routine account matters, and the Government have had under consideration the question of giving effect to the rule generally. With certain reservations as to the responsibilities of Executive Engineers, the Examiner is of opinion that it would be a desirable arrangement to bring the rule into force, and the majority of the Executive officers consulted on the point are in favor of adopting the proposal. The replies received on the subject will be forwarded, in original, to the Examiner for further consideration and for submission of specific proposals as to the conditions under which direct correspondence between himself and divisional accountants may be allowed. In his office note, No. 501, dated 1st September 1887, above recorded, the Examiner draws attention to the necessity for some definite understanding as to the position, duties and responsibility of a divisional accountant, more especially if the provision of paragraph 378 of the Public Works Code be brought into force. This point also will be further considered by the Examiner in connection with the proposals above called for.

Head III.—The transmission of the monthly accounts direct to the Examiner by the circle accountant, and the stoppage of all direct correspondence between the Examiner and Executive Engineers.

10. *Head IV.*—In view of the remarks made by the Government of India in their letter recorded with G.O., No. 2681 W., dated 31st October 1884, this Government do not consider it desirable to re-open this question at present. Moreover, under existing rules, the number of cases in which work vouchers are necessary is small.

Head IV.—The discontinuance of the transmission of work vouchers to the Examiner.

11. *Head V.*—The officers consulted on this point are divided in opinion as to the propriety of leaving the final audit of travelling allowance bills to Superintending Engineers. Several officers are of opinion that the present system involves a double audit, but the Examiner has

Head V.—The transfer of the duty of auditing travelling allowance bills from the Examiner to Superintending Engineers.

clearly explained that this is a misapprehension. The duties of the Superintending Engineer and the Examiner with respect to travelling allowance bills are distinct. The Superintending Engineer as *Controlling officer* allows or disallows a journey. The Examiner has nothing to do with the propriety of such journey, and the Superintending Engineer, on the other hand, has nothing to do with the amount of the claim to travelling allowance based on such journey. The latter comes within the province of the Examiner as *Audit officer*. There is no more double audit in such cases than when a Superintending Engineer sanctions a work and the Examiner audits the expenditure. On a full consideration of the question, the Government are not disposed to disturb the present practice.

12. *Head VI.*—In connection with this proposal, which has the approval of the Government, the question of making the disposal of objectionable item statements less of a routine matter has been under consideration. In a lengthy note, the Examiner, Public Works Accounts, has submitted certain suggestions in view to rendering the statement more practically effective in removing irregularities than it now is, and those suggestions may be briefly stated as follows.

Head VI.—The objectionable item statement to be made a quarterly instead of a monthly return.

13. The irregularities at present included in the monthly objectionable statements are:—

(1) Irregularities in respect of estimates.
(2) Irregularities in respect of appropriations.
(3) Non-submission of completion reports.
(4) Miscellaneous irregularities.

According to present practice all irregularities of the abovementioned four classes falling under each service head are included in a single statement for each circle, separate statements being usually submitted for the different classes of funds. The Examiner suggests that only the first three classes of irregularities be included in the objectionable item statement; that each class of irregularity be dealt with separately in a specially adapted form; that one statement for each circle and for each class of irregularity be submitted for all funds dealt with in the General Branch, and one for all dealt with in the Irrigation Branch; that the statements be submitted quarterly instead of monthly as at present, except that the statement dealing with appropriations be submitted more frequently during the last quarter of the year; and that the due dates of the three quarterly statements be fixed so that the statement for some one class should be due every month.

14. In view to reduce the number of irregularities, the Examiner suggests that, in the case of works begun on emergency without estimate, the Superintending Engineer should be empowered to grant a provisional sanction, within his powers, and for a limited time, on a rough estimate of the expenditure, pending submission of detailed plans and estimates, and that when the expenditure is likely to exceed the Superintending Engineer's powers, a similar provisional sanction by Government should be applied for.

15. With respect to miscellaneous irregularities the Examiner proposes that they should no longer be included in the objectionable item statements, but that they should be separately and individually reported after due inquiry when necessary; that in cases of a plain breach of some distinct rule, whether by way of commission or omission, the matter should be reported to Government at once, a copy of the report being sent to the Executive Engineer, with a request that a full and clear explanation may be submitted to Government through the Superintending Engineer and the Examiner, such explanation being due within a specified time; and that failing the arrival of the explanation within the prescribed time, its non-receipt should at once be reported, and the further disposal of the matter left entirely to the Government. The Examiner further proposes to keep a register of miscellaneous regularities, and to submit to Government a half-yearly abstract or statistical statement showing their numbers and increase or decrease.

16. The Government have also had under consideration the question whether any other periodical statement may be submitted less frequently than at present, and the

Examiner suggests that the monthly divisional return of grants, expenditure and balances, in so far as it extends beyond a bare application for credit, may be made a quarterly statement, if not done away with altogether, together with the budget register and connected procedure in divisional offices, leaving to the Examiner the responsibility of making the check which the present practice is intended to secure. The monthly application for credit would of course remain.

17. The Examiner is also of opinion that all practical purposes would be perfectly well secured, and the audit in some respects facilitated, if detailed accounts, *i.e.*, accounts supported by schedules in full detail, were submitted bi-monthly instead of monthly, the difficulties both in divisional offices and in the central office of accounts being considerably enhanced by the impossibility of disposing of one set of accounts before the next is due. The Examiner anticipates no difficulty in furnishing the Financial Department with monthly abstract statements in sufficient detail and sufficiently accurate, without insisting on the mass of detail now required.

18. The Examiner's several proposals under head VI are approved by the Government, and he may at once take into consideration the question of adapting the objectionable item statement form for the report of irregularities separately by classes instead of by funds. He may also at once proceed to put into force his suggestions with respect to reporting miscellaneous irregularities. The proposal with respect to making the objectionable item statement a quarterly return, as well as the Examiner's suggestions regarding the monthly return of grants and expenditure and the divisional monthly accounts, will be submitted for the consideration of the Government of India.

19. The Government are much indebted to the Examiner for the exhaustive manner in which he has dealt with these questions, and for his suggestions with respect to reducing clerical work in divisional offices.

(Here enter No. 917 W., dated 20th March 1888.)

(True Extract.)

(Signed) H. R. MEAD, Colonel, R.E.,
Joint Secretary to Govt., P.W.D.

To the Chief Engineer for Irrigation.
To Superintending Engineers.
To the Consulting Architect to Government.
" Examiner, Public Works Accounts, with Current Nos. 7616, 7891, 8264, 8755, 9100 and 9309 of 1887, and 1413 of 1888.

Exd. J. Moses.
Spare Copies

GENERAL.
ACCOUNT.

Govt. of {1888} Madras.

PUBLIC WORKS.

Dated March, 20th.

Read. *Encl.*

G.O., 20th March 1888, No. 916 W.

MARCH.

Monthly Divisional Accounts

Orders on certain suggestions for the simplification of the — and the reduction of clerical work in divisional offices.

275

9TH FEBRUARY 1889, No. 366 W., PUBLIC WORKS.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following paper:—

Office-note from the Examiner, Public Works Accounts, dated Madras, 5th February 1889, No. 157.

With reference to G.Os., Nos. 915 W. and 916 W., dated 20th March 1888, I forward, herewith, the first set of quarterly reports of completion reports overdue.

2. It will be seen that the general result is as under:—

Circles.	Number of Completion Reports overdue and time overdue.							
	Six months.	Seven months.	Eight months.	Nine months.	Ten months.	Eleven months.	Twelve and more.	Total.
I Circle	1	7	3	33	6	8	46	104
II Circle, excluding Gudivada and Nellore ..	1	4	3	18	4	..	12	42
III Circle	1	..	..	5	1	1	7	15
IV do.	1	1	..	2	..	..	1	5
V do.	1	3	18	25	8	6	38	98
VI do.	8	5	6	14	1	6	19	59
Total ..	13	20	30	97	20	20	123	323

3. Comparing this with the number (889) reported in my office-note, dated 21st December 1887 (G.O., No. 915 W., dated 20th March 1888), this result seems very satisfactory; but though very considerable progress has, I believe, been made in working off the arrears of completion reports long overdue, any direct comparison between these two figures would be altogether misleading.

4. In the first place, the report made in December 1887 was based on unavoidably imperfect information. It afterwards appeared that, owing to defective system of registry in my office, a number of completion reports reported as still due had actually been received, and though I am satisfied that the exaggeration thus caused was more than counterbalanced by the circumstance mentioned in para. 6 of my note of December 1887, yet the fact remains that the figure (889) can only be taken as an approximation.

5. On the other hand, the present report is based on information received in reply to inquiries made after examination of the accounts for May, July, August and September 1888, and, as far as it goes, it may be taken as correct; but, unfortunately, from two divisions (Nellore and Gudivada), no information whatever has been received at all, whilst from the ten other divisions noted in the margin, no replies have been received to the inquiries made after examination of the accounts for September 1888.

1. Ganjam.
2. Kistna, Eastern.
3. Bellary.
4. Coimbatore.
5. West Coast.
6. South Arcot.
7. Chingleput.
8. Presidency.
9. Tinnevelly.
10. Consulting Architect.

6. The total number of works included in all the inquiries not yet replied to, and, that is to say, the total number of works as to which there is reason to suppose that they may be completed and their completion reports overdue, is 574, as detailed below :—

Divisions.	May.	July.	August.	September.	Total.
Nellore	170	161	29	17	377
Ganjam...	...	...	...	9	9
Kistna, Eastern	...	...	...	1	1
Gudiváda	...	...	113	...	113
Bellary	...	...	...	7	7
Coimbatore	...	...	...	8	8
West Coast	...	...	...	3	3
South Arcot	...	...	...	11	11
Chingleput	...	...	...	35	35
Presidency	...	...	...	5	5
Tinnevelly	...	...	...	4	4
Consulting Architect	...	...	...	1	1
Total ...	170	161	142	101	574

and if it should turn out, which, however, is highly improbable, that completion reports are overdue in all these cases, then the grand total would amount to 897, or eight more than reported in December 1887.

7. In these circumstances, it will be better for the purpose of comparison to exclude in both cases the Nellore, Gudiváda and Kistna, Eastern, divisions, the latter being the division with which Gudiváda was amalgamated at the time of the first report. If this is done and if we suppose, which is probably not far wrong, that completion reports are really overdue in one half the cases for which replies to the other September inquiries are wanting, then the result will be that, excluding the three divisions mentioned above, the total number of completion reports now overdue is 232 as against 661 reported in December 1887.

8. Judging from the rate at which completion reports have been coming in during the last ten or twelve months, I have no doubt that the comparison made in the last paragraph does give a substantially correct representation of the progress made, excluding the three specified divisions, and this progress is, I think, on the whole very satisfactory, more especially as, within the period mentioned, the machinery and arrangements for obtaining and utilizing the required information had to be devised.

9. The most satisfactory feature of the present report is the very large proportion of completion reports overdue for periods really considerable and probably in most cases quite unnecessarily long. Of the 323 completion reports shown in the table in para. 2, as many as 260 have been due for nine months or more. At first sight this may seem the very reverse of satisfactory, but it really shows that current reports are being promptly attended to and that fresh arrears are not accumulating, whilst the old ones are being cleared off. The old cases will probably take some time to clear off owing mainly to the difficulty of getting at the facts and the persons required in connection with them ; but the figures in the above-mentioned table show that, taking six months after completion as the utmost length of time that should ordinarily be necessary for the submission of a completion report when once the old arrears have been worked off, the number of completion reports overdue at any time is not likely to exceed some 50 or 60 instead of being eight or nine hundred as reported in December 1887.

10. With regard to the non-receipt of information from the Gudiváda division, I must explain that the Executive Engineer is in no way responsible for the same. In fact, the information was only asked for from this division a few days ago, considerable difficulty having been found in separating the works for which the

Gudiváda and the Kistna, Eastern, divisions are respectively responsible. This explanation however does not apply either to Nellore or to any of the other ten divisions mentioned in para. 5.

Order—dated 9th February 1889, No. 366 W., Public Works.

The special attention of the Superintending Engineers concerned is called to the following divisions in which a large number of completion reports are in arrears, many of them for several months :—

	Total arrears.
Ganjam	78
Kistna, Eastern	33
Bellary	12
Chingleput	59
Presidency	25
Madura	28

2. In Bellary 7 completion reports are overdue 12 months. In Madura 19 reports are overdue 9 months.

3. The Government trust that the next quarterly report by the Examiner will show a marked improvement in the more punctual submission of completion reports and in disposing of the serious arrears which, notwithstanding G.O., No. 915 W., dated 20th March 1888, still continue in many of the divisions.

(True Extract.)

(Signed) H. R. MEAD, Colonel, R.E.,
Ag. Secretary to Govt., P.W.D.

To Superintending Engineers.
To the Consulting Architect to Government.
„ Examiner, Public Works Accounts.

Exd. A. D. Xavier.
Spare Copies

GENERAL.
ACCOUNT.

Govt. of {1889} Madras.

PUBLIC WORKS.

Dated February, 9th.

Read. *Encl.*

G.O., 9th Feb. 1889, No. 366 W.

FEBRUARY.

Completion Reports

Orders on quarterly reports submitted by the Examiner, Public Works Accounts, of — overdue.

2755

1st May 1889, No. 1163 W., Public Works.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

Read—the following paper:—

Office note from the Examiner, Public Works Accounts, dated Madras, 17th April 1889, No. 519.

In continuation of my office note No. 157, dated 5th February 1889, printed with G.O., No. 366 W., dated 9th February 1889, I beg to forward herewith a set of quarterly reports of completion reports overdue for the period ending 31st March 1889.

2. It will be seen that, as the reports stand, the general result is as under —

Circles.	Number of Completion Reports overdue and time overdue.							Total.
	Six months.	Seven months.	Eight months.	Nine months.	Ten months.	Eleven months.	Twelve and over months.	
I	1	5	1	..	3	2	48	60
II	3	10	16	7	2	2	57	97
III	1	..	2	2	..	..	8	13
IV	6	12	3	1	..	..	1	23
V	4	1	4	8	7	16	56	96
VI	1	2	2	6	3	5	21	39
Total ..	16	30	28	23	15	25	191	328

But a serious mistake has been made, in consequence of which the above figures are very incomplete.

3. When drawing up the lists of works embodied in my office note quoted at the head of this note, the registers for 1886-87 were referred to, and the fact that the works relating to previous years referred to in my office note No. 908 of 21st December 1887, printed with G.O., No. 915 W., dated 20th March 1888, were not brought forward into that register was lost sight of, and, with two accidental exceptions, those works were overlooked in subsequent inquiries and consequently in subsequent reports.

4. Completion reports are probably still due for 463 works out of the 889 works reported in December 1887, that is to say, there has been no subsequent outlay, and no completion reports have been received for these works; but I have no distinct admission from the Executive Engineers concerned that the works are completed, and I have therefore not included them in the detailed reports. As regards these works, inquiries will at once be instituted and, as far as may be proper, they will be included in the next report. In the meanwhile it is useless, under the circumstances, to attempt any review of the progress made.

5. As on the occasion of the last report the lists are also incomplete owing to non-receipt of replies from Executive Engineers, as indicated in the following table,

10

which shows for each division concerned the number of works regarding which unanswered inquiries were made in connection with each month's accounts:—

Divisions.	July.	August.	September.	October.	November.	December.	Total number of works.
1	2	3	4	5	6	7	8
Ganjam	..	..	9	14	23	10	56
Vizagapatam	..	..	..	..	..	10	10
Dowlaishweram Workshops ..	..	..	..	..	..	3	3
Godávari Western ..	..	..	..	..	..	9	9
Gudiváda	..	113	..	..	33	5	151
Kistna Western	..	..	..	..	..	12	12
Nellore	161	29	..	21	31	22	264
Kurnool	..	..	..	..	..	13	13
South Arcot	..	..	..	..	..	18	18
Chingleput	..	..	..	17	41	39	97
Presidency	..	..	..	..	9	5	14
Trichinopoly	..	..	..	..	..	11	11
Total ..	161	142	9	52	137	157	658

6. The letter of inquiry written in connection with the accounts of December was issued only between the 7th and 13th of March, and therefore, as regards the more distant divisions at any rate, replies could not perhaps be expected yet; but as regards inquiries made in connection with the accounts for November, October and September, and even as regards December inquiries in the case of divisions which are close at hand, as, for instance, Presidency and Chingleput, there seems to be no reason why, with due attention to the matter, the information necessary for a complete report should not have been furnished in good time. No inquiry is made unless the accounts show that expenditure has been suspended for three months, and by the time the inquiry reaches the Executive Engineer concerned either (1) expenditure must have been resumed, or (2) expenditure must have been suspended for five months or more. In either case the information necessary for replying to the inquiries should be available in the divisional office. I would therefore suggest that Executive Engineers may be instructed to reply more promptly to the inquiries made.

Order—dated 1st May 1889, No. 1163 W., Public Works.

With his note above recorded, the Examiner, Public Works Accounts, submits a set of quarterly statements of completion reports overdue for the period ended 31st March 1889, but owing to an oversight in his office the statements are admittedly incomplete, and the Government is therefore unable to pass orders on the subject. It is hoped that every effort will be made to submit complete statements for the period ending 30th June 1889.

2. The Examiner's note will be communicated to Superintending Engineers with special reference to paras. 5 and 6 in view to all Executive Engineers being directed to reply promptly in future to the Examiner's inquiries.

(True Extract.)

(Signed) R. R. E. DRAKE-BROCKMAN, Lt.-Col., R.E.,
Ag. Joint Secy. to Govt., P.W.D.

To the Chief Engineer for Irrigation.
To Superintending Engineers.
To the Consulting Architect to Government.
„ Examiner, Public Works Accounts, with six enclosures.

Exd. J. Henricus.
Spare Copies

2755

GENERAL.
ACCOUNT.

Govt. of {1889} Madras.

PUBLIC WORKS.

Dated May, 1st.

Recd.

Encl.

G.O., 1st May 1889, No. 1163 W.

MAY.

Completion Reports

Orders on office note from the Examiner, Public Works Accounts, submitting a set of quarterly statements of — overdue for the period ended 31st March 1889.

2755

30TH JULY 1889, No. 2047 W., PUBLIC WORKS.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Account.

READ—the following paper :—

Office note from the Examiner, Public Works Accounts, dated Madras, 17th July 1889, No. 1010.

Herewith I submit (by circles) the quarterly reports of completion reports overdue on 30th June 1889.

2. According to the information available, the total number of completion reports certainly overdue on that date was 499, of which 331 were overdue for twelve months and more. Details are shown by circles in the following table :—

Circles.	Number of completion reports overdue and time overdue.							Total.
	Six months.	Seven months.	Eight months.	Nine months.	Ten months.	Eleven months.	Twelve and more months.	
I	8	4	7	1	..	1	51	72
II	34	16	14	4	6	6	148	226
III	4	1	..	..	1	1	39	45
IV	2	6	..	..	..	..	2	10
V	..	6	13	5	1	..	59	105
VI	7	3	6	1	2	11	22	40
Periyár circle	..	..	1	..	2	..	..	1
Total ..	55	34	39	10	11	19	331	499

3. As far as the I and V Circles are concerned, however, the above figures are very incomplete by reason of the failure of the Executive Engineers of the Ganjam, Chingleput and Presidency divisions to reply in time to the inquiries made by me regarding works for which it seems probable that completion reports are due. The following table shows in detail the divisions from which such replies are wanting :—

Divisions.	Inquiries made after examination of accounts for							Total.
	September.	October.	November.	December.	January.	February.	March.	
Ganjam	9	14	23	10	80	28	53	177
West Coast	..	..	..	..	..	..	7	7
Chingleput	..	..	41	39	72	43	56	253
Presidency	..	..	..	..	116	29	14	160
South Arcot	..	..	..	..	..	..	9	9
Trichinopoly	..	..	..	..	..	..	2	2
Total ..	9	14	64	49	268	93	141	588

4. The Executive Engineer, Ganjam division, has probably very little time just now to give to comparatively unimportant matters of this sort, but in his own interests it would be better not let such arrears accumulate more than can be avoided. As regards the other divisions, it would seem that the Executive Engineers of the West Coast, South Arcot and Trichinopoly divisions should be able to furnish the information in question at least as promptly as the Executive Engineers of divisions in the

I and II Circles, who are at a disadvantage of ten or twelve days in the matter of postal transit time; and as regards the Chingleput and Presidency divisions, it is not easy to understand why they should be respectively five and three months in arrears as compared with other divisions. Para. 2 of G.O., No. 1163 W., dated 1st May 1889, does not seem to have received much attention in these two divisions.

ORDER—dated 30th July 1889, No. 2047 W., Public Works.

With his note above recorded, the Examiner submits statements of completion reports overdue for the quarter ended 30th June 1889. The circles most noticeably in arrears are the I, II and V, and the Examiner explains that the figures for the I and V Circles are incomplete owing to the failure of the Executive Engineers of the Ganjam, Chingleput and Presidency divisions to reply to inquiries.

2. The report is specially unsatisfactory as regards the Presidency and Chingleput divisions, and shows that the question of the prompt submission of completion reports still requires much attention at the hands of Superintending Engineers and Executive officers generally.

3. The lists submitted by the Examiner will be forwarded to the Superintending Engineers concerned, and the Government trust that the next quarterly report will show better results.

(True Extract.)

(Signed) R. R. E. DRAKE-BROCKMAN, Lt.-Col., R.E.,
Ag. Joint Secy. to Govt., P.W.D.

To the Superintending Engineers, with list for circle.
„ Examiner, Public Works Accounts.

Exd. J. Henricus.
Spare Copies

9755

13

GENERAL.
ACCOUNT.

Govt. of {1889} Madras.

PUBLIC WORKS.

Dated July, 30th.

Read *Encl*

G.O., 30th July 1889, No. 2047 W.

JULY.

Completion Reports

Orders on statements of — overdue for the quarter ended 30th June 1889.

[C. No. 8.] 2755 1P

GOVT. OF MADRAS. } 1889. { P. W. DEPT.

EXAMINER, P. W. ACCOUNTS.

Madras, 19th September 1889.

OFFICE NOTE No. 1355

SECRETARIAT TO GOVERNMENT
20 SEP 89
P. W. DEPARTMENT, MADRAS.

To

W.

I should be glad if for — reasons stated below, you would obtain the approval of Government to a modification of the dates of submission of the quarterly reports of overdue completion reports.

KEEP-WITH Genl. No.

dated 188 .

2. The procedure followed in obtaining information required for these reports is as follows. After audit of the accounts of each month, lists are prepared, and sent to Executive Engineers, showing all works (not already reported complete) on which according to the accounts just audited, there has been no expenditure for three — clear months; and Executive Engineers are asked to state against each work whether it is completed or not, to explain non-submission of completion report if it is completed, etc. etc.

2,000—8-10-88.

3. The period of three months has been fixed on the following grounds. If a work is being carried out —

departmentally, it is tolerably certain that there will be some expenditure on it every month ; and if it is under execution by contract, there should be expenditure on it at least once in every three months, if the orders in code para I387 (as modified by standing order No. 543) are observed. Consequently, if only the rules regarding measuring and paying for contract works are observed, works on which there has been no recorded expenditure for three clear months should, with very few exceptions be completed works.

4. These rules, however, are apparently not observed as carefully as perhaps they might be, especially, it would seem, during the first few months of the year; and the result is to enormously increase the number of inquiries to be made after examination of the accounts for June. A great rush is made in March; in which month almost every work in progress is measured up and paid for; and then apparently a reaction sets in, and measurements and payments are neglected. This is shown by the fact that the total number of works in respect of which inquiry had to be made after audit of May's accounts (expenditure having then ceased for three months) was 37I; whereas the corresponding number for June was I07I.

5. The result is, in the first place, that the labor of preparing the June inquiry lists is very greatly increased, and that their issue is consequently delayed; and, in the second place, that labor of replying to the inquiries is also greatly increased; and that the replies are proportionately delayed. This is the more unfortunate, because the inquiry lists based on June accounts happen to be the last ~~of~~ of the three sets of inquiries on which one of the quarterly reports is based, namely that due on Ist. October. Experience shows that under ordinary circumstances there is plenty of time to get replies to the third inquiry list of the quarter, before the submission of the quarterly report; but under present circumstances it is not possible to obtain by the Ist. October replies to inquiries based on June accounts.

6. Subject therefore to the approval of Government, I propose to postpone until Ist. November I880 the submission of the next report, properly due on Ist. October, and to similarly postpone the following report until Ist. March I880 (giving an interval of four months again) after which I propose to submit the reports every three months. The effect of the alteration will be that the inquiry lists based on June's accounts will be the first, instead of the last, of the quarter, and that Executive Engineers will

15

have nearly two months more time for replying to them.

7. At the same time, I venture to think that, with closer attention to the code rule regarding measurement of and payment for contract work, there should not be such great differences between one month and another.

H/c.

No. 2047 W dy 30-7-89
" 1163 W - 1-5-89
" 366 W - 9-2-89
" 915 W - 20-3-88
" 916 W - 20-3-88

A.W. 30-9-89

No 2755 275 PUBLIC WORKS DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

October 2nd 1889.

READ the following

Office Note of the Inspector General of Public Works, dated 19th September 1889.

The proposals of the Inspector General of Public Works Accounts to have appointed, but the Government considers that the circumstances which made the visit necessary are not likely to recur. There is no good reason for the proposal to appoint a permanent Inspector of the Examinership and the last person of the three posts of

remedy.

2. The procurement trend
that the matter will
receive the consideration
& kindness of Superintending
Engineers.

Recd
30.9.89

Recd
30.9.89

2235

17

Govt. of 18 Madras

PUBLIC WORKS.

Dated

Read. Encl.

G.O. 2nd Oct 1895 No. 2755W

Completion Reports

=

Proposals of the Engr. Dist

Cuddr., for modification

of the dates of submission

of the Quarterly Reports

of overdue ——,

approved

190
12

17