M.R.O. 14—10,000—21-4-32.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 2452, Press Mis.

382-383

Dated 19 12 — 1860.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department,
19th December 1860.

No. 332. Read the following Proceedings of the Madras Government, in the Financial Department, dated 23rd November 1860, No. 580 :—

Read the following Extract from the Proceedings of the Government of India, in the Financial Department, dated 26th October 1860, No. 11,004.

Read the following letter from the Civil Finance Commission, to C. H. LUSHINGTON, Esq., Secretary to the Government of India, Financial Department, No. 152, dated Fort William, 12th October, 1860.

SIR,

Our attention has been drawn to the very heavy annual payments for temporary establishments throughout India ; and we trust that the financial importance of the matter will justify our bringing it to the special notice of Government.

1858-59.	Temporary Establishments.			Total.		
	RS.	A.	P.	RS.	A.	P.
India	18,58,207	0	0			
Bengal	6,18,642	0	0			
N. W. Provinces	21,90,325	0	0			
Madras	3,00,000	0	0			
Bombay.....	8 35,512	0	0			
Punjab	2,89,271	0	0			
				61,00,957	0	0

2. The figures for 1858-59 are the latest which are available to us in a complete shape ; so far as they have been ascertained, they are given in the margin,* by way of illustration. Their aggregate is very great, amounting to no less than 61,00,957 Rupees. This year was indeed one of partial disturbances ; but on the whole it ought not to be very different from the usual average. It may be contrasted by means of the figures given in the margin,† with the years 1855-56 and 1856-57, which certainly were average years.

Temporary Establishments in	1855-56.			1856-57.		
	RS.	A.	P.	RS.	A.	P.
India	5,21,708	0	0	14,81,844	0	0
Bengal	2,93,895	0	0	5,13,792	0	0

3. That the charges (though in varying ratio) occur in *all* Provinces of India, is evident from the abstract given in the preceding paragraph. That they occur more or less in all branches of the service, will be manifest from the subjoined abstract.

1858-59.	General.			Judicial.			Revenue.			Miscellaneous.		
	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.
Bengal.....	1,79,819	0	0	2,65,942	0	0	1,60,749	0	0	12,132	0	0
N. W. Provinces...	4,76,609	0	0	12,57,282	0	0	4,43,177	0	0	22,256	0	0
Punjab.....	24,447	0	0	1,64,842	0	0	99,982	0	0	0	0	0

4. On analysing the amounts, we have found that, from the temporary nature of the charges, the particular establishments for which they were incurred, have in many cases been discontinued. And many charges are such as must inevitably recur annually. But it often happens that as fast as some charges are discontinued, they are replaced perhaps by a like expense in other directions. And after making all allowances for emergent establishments and for unavoidable special business, there remains the fact that the Government is spending many lacs of Rupees every year in *supplementing* the *fixed establishment* by temporary establishments, for the performance of the *ordinary* civil business of the country.

5. Now it is known, that originally the fixed establishments were supposed to be equal to the business to be done. And notwithstanding the increase of business which is constantly occurring, it is probable that if application were formally made to Government to augment the fixed

establishment to an extent proportionate to the temporary establishment, such application would be refused. But however this may be, it would appear that heretofore little difficulty has been experienced in procuring temporary establishments; and thus the limits of establishment imposed by Government are often exceeded. That the civil business of the country is fast increasing in bulk and quantity, is but too true, and the possibility of simplifying and abridging it, is becoming a matter of urgent importance. But we have already submitted our views on this point in our letter, No. 63 of the 10th ultimo, to your address. We will only repeat here the expression of our belief that work may in most Civil Departments be so shortened and simplified as to cause a large financial saving.

7. In reference to this topic, we would quote the following passage from a report by the Civil Finance Commission which sat in 1829, and which, though referring to contingent charges, appears to us to be very opposite to the expenditure for temporary establishments:—

"We shall of course progressively examine in detail the several offices in each of the "Departments, with the view of ascertaining, as far as possible, the particular causes which may "in each case occasion the disbursement, and of considering how far it may be susceptible of "reduction by general or special rules. Our present impression, however, is that economy "under this head of charge must mainly depend on the zeal and care of the several function-"aries who are in charge of the different offices, stimulated and directed by the efforts of the "controlling authorities; for though the aggregate sum amounts to nearly half a million sterling, "it consists for the most part of small items very difficult if not impossible to be checked, "excepting by those under whose immediate eye the disbursement is made. Further, we "apprehend that, generally speaking, public officers are by no means sufficiently alive to the "importance of attending carefully and constantly the object of keeping down their contin-"gent disbursements, nor aware how much may be done with little trouble if the necessary check "be only applied in time. It occurs to us consequently that considerable and immediate advantage "might result if your Lordship in Council were to cause a letter circular to be addressed "to the several heads of offices, pointing out the importance of the aggregate charge, and urging "upon each the necessity of his using his best endeavors to confine the expense incurred in his "Department, however apparently inconsiderable."

8. We are sanguine that from a careful analysis of the past expenditure, we shall be able to deduce rules and checks for effectually restraining the tendency, in temporary charges, to grow beyond just limits. Meanwhile, however, such is the fugitive character of the expenses, and such their dependence as to amount, on the thrift and vigilance of Executive Officers, that large sums would be saved if the Supreme Government were to direct an immediate and special revision of the temporary establishments existing at this time. A careful comparison of like charges in different districts, might reveal undue irregularities in expenditure. Such a comparison the Commission will presently institute as to past expenses. But we apprehend that the immediate action of Government, in the way of special revision, would doubtless produce large savings.

9. Till lately, the local Governments did not uniformly obtain the sanction of the Supreme Government to temporary establishments, and accordingly the entertainment, or the annual re-entertainment of these, may have been regulated on principles, or been permitted under circumstances, different from those which the Supreme Government would now recognize, especially in the financial exigency of the present time.

10. By the orders marginally noted, however, the Supreme Government directed that its sanction should be necessary for all temporary establishments. Since that date, all the temporary establishments newly entertained must, we suppose, have been submitted for sanction to the Financial Department; the temporary establishments entertained previously to that date ought, in the ordinary course, to have come under such revision, inasmuch as although entertained previously to the order above cited, their duration could only be for a time. But each recommendation is probably made on its own merits as an isolated case, without reference to the general financial result of such recommendations, when they become numerous. And in cases where the establishments are paid from special funds, the rule is so far relaxed that the *local* Government can sanction as before.

Of 30th March 1860, *Financial Department.*

11. We would therefore enquire whether it is our duty to take up the case of each temporary establishment in each province of this Presidency, one by one, and to collate the whole into one general review, examining wherever doubt may arise as to the original reasons for which authority was granted, and ascertaining from the local authority as to its absolute necessity or otherwise; if such an enquiry were made, we could bring under the notice of Government one combined review of all the scattered temporary establishments now existing, and we believe that such a review would probably lead to reduction. This detailed enquiry does perhaps fall within the scope of the resolution whereby this Commission is constituted; but as such enquiry would require much care and labor, we deem it right first to bring the matter to the notice of Government, and to solicit instructions.

12. We would at the same time suggest that the Civil Auditor of each Presidency be required to submit a half-yearly return in tabular form of the temporary establishments in the various Departments and Districts; to report on the relation which they may bear in numbers and cost to the permanent establishments of the same kind in the same localities; and to point out any disparities in the expenditure for temporary establishments in Districts which in regard to general considerations may fairly admit of being compared together.

Financial Department, Fort William, the 26th October 1860.

RESOLUTION.

1. The Governor General in Council observes, that the chief points for consideration in the above letter are those mentioned in paragraphs 8, 11 and 12.

2. With reference to paragraph 8, His Excellency in Council observes, that no temporary establishment is now permitted to be entertained without the sanction of the Government of India, either previously obtained or given in confirmation of the orders of the local Governments. He however considers that it will be of service to call upon the local Governments to cause an immediate and special revision to be made of the temporary establishments existing at this time; and he desires that this be done.

3. This measure, His Excellency in Council observes, obviates the necessity of the enquiry suggested in paragraph 11.

4. The suggestion contained in paragraph 12 appears to the Governor General in Council to be unobjectionable; and he directs that the Civil Auditors at the different Presidencies be requested to submit the return therein alluded to.

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1. Ordered, that a copy of the above resolution be sent to the Civil Finance Commission, in reply to their letter.

2. Ordered, also, that a copy of the Civil Finance Commission's letter and of the resolution, be forwarded to the Governments of Bengal, N. W. Provinces, Punjab, Madras, Bombay, and the Eastern Settlements, with reference to paragraph 2 of the resolution; and that another copy be sent to the Foreign Department, for communication to the several local Administrations, with reference to the same paragraph.

3. Ordered, further, that, with reference to paragraph 4 of the resolution, a copy of the resolution and of the Civil Finance Commission's letter, be forwarded to the Civil Auditors, Fort William, North Western Provinces, Punjab, Madras and Bombay, for information and guidance.

(A true Extract.)

(Signed) C. HUGH LUSHINGTON,
Secretary to the Government of India.

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Communicated to the Civil Departments of the Secretariat.

(True Extract.)

(Signed) T. PYCROFT,
Chief Secretary.

Proceedings of the Madras Government, Revenue Department,
19th December 1860.

No. 333. ORDER THEREON, 19th December 1860, No. 2,452.

1. Ordered to be communicated to the Board of Revenue and the Chief Engineer with a request that, as directed in paragraph 2 of the resolution of the Government of India, they will take up the immediate revision of the temporary establishments existing at present in their respective Departments, and submit a report thereon, specifying the date of entertainment of each such establishment, the cost of it, the nature of its duties, the necessity for its entertainment, and the period of its probable duration.

2. The Government desire that the above reports may be submitted without delay.

(Signed) J. D. SIM,
Acting Secretary to Government.

Revenue Department

No 2452

Proceedings of the Madras Government
Under date the 19th December/60

Read the following Proceedings of the Madras Govt in the Financial Department

(Here enter 25th Nov/60 No 580)

Communicate a Resolution of the Government of India calling upon the local Governments to cause an immediate and special revision to be made of the temporary establishments existing at present.

Ordered to be communicated to the Board of Revenue and the Chief Engineer with a request that, as directed in para 2 of the resolution of the Government of India, they will take up the immediate revision of the temporary establishments existing at present in their respective Departments

ments, and submit
a report thereon, spe-
-cifying the date
of entertainment
of each such esta-
-blishment, the
cost of it, the nature
of its duties, the
necessity for its
entertainment,
and the period of
its probable
duration
termination.

The Board herein desire that
shall receive the above
report, separately from
all other orders
without delay.

J. D. S.

12 Copies to the Board of Revenue
10 " Chief Engineer

To the Rt. Hon. the Chief Secy

(12)

Revision of Contract
Cattle Diseases Act

Copy No. of the Minutes of
Proceedings of Council
dated 23rd Dec. 1863 & 2 folls.

No 332 v 339.

Copy of Minute of Council
and Clerk's Memorandum of date
upon the undermentioned Petition
of the Contractors for Cattle
Disease Compensation
and Assistant Assessors
thereon -

Dec. 28.