M.R.O. 1—20,002—12-8-65.

(1) Number of Pages 12.

(2) Date of repair 11-6-68.

(3) Initials of the Referencer

MADRAS RECORD OFFICE

GOVERNMENT OF MADRAS

Revenue DEPARTMENT

G.O. No. / B.P. No.	964	Press / Mis.
Dated	13-5-1875	196 .

Not to be folded or roughly handled

Proceedings of the Madras Government, Financial Department,
27th April 1875.

Local Funds—Budgets.

No. 271. Read the following Proceedings of the Board of Revenue, dated 19th March 1875, No. 655:—

Read the following letters:—

From W. McQUHAE, Esq., President of the Local Fund Boards, Madura District, to J. GROSE, Esq., Secretary to the Board of Revenue, dated Madura, 25th November 1874, No. 128.

WITH reference to G. O., dated 22nd September 1874, No. 1,593, Financial Department, I have the honor to submit two statements showing the assets, allotments, and expenditure of Local Funds in the Madura Circle for 1873-74 and for the current year up to date.

2. Want of allotments has not been a cause of short expenditure on any work. The Department Public Works had more funds than they could utilize.

3. The annexed memorandum shows that the opening balance of the year exceeded the estimate by Rupees 72,575, while there was an increase in the estimated receipts under nearly every head amounting to Rupees 50,024 as already explained in the Annual Report. Out of the sum of Rupees 1,22,599 thus unexpectedly placed at their disposal, the Local Fund Board were unable to spend Rupees 87,395 within the year.

4. It will be seen from the following statement that the funds available up to the end of 1874-75 have already been fully allotted:—

	Rs.	A.	P.
Actual receipts of 1873-74 including the previous year's balances.	3,99,779	3	5
Estimated receipts of 1874-75	2,10,700	0	0
Total...	6,10,479	3	5
Deduct balances expected to remain at the close of 1874-75 as entered in the Budget of 1875-76	28,000	0	0
Total Assets...	5,82,479	3	5
Allotment for 1873-74	3,12,384	14	3
Do. for 1874-75	2,69,351	3	1
Total...	5,81,736	1	4
Balance...	743	2	1

5. The expenditure of 1873-74, Rupees 2,57,587, fell short of the allotment by Rupees 54,797. The amount unexpended under Grant I. was Rupees 48,867, the whole of which was placed at the disposal of the Department Public Works. The other important allotments not fully utilized are as follows:—

	Rs.
Results Grant	1,996
Diet of patients	556
Contribution to Madura Municipality for the Civil Dispensary	1,900

The last-named sum was not paid with reference to G. O., dated 29th May 1872, No. 705, Financial Department, and the other two items were incorrectly estimated.

6. It is impossible at present to tell exactly what the expenditure in 1874-75 will be, but I believe the balances will be fully utilized within that year.

7. The report for the Dindigul Circle will be sent separately.

ENCLOSURE No. 1.—Memorandum.

ENCLOSURES Nos. 2 and 3.—Statements.

From the same officer, dated 15th December 1874, No. 136.

WITH reference to the concluding paragraph of my letter, dated 25th November 1874, No. 128, I have the honor to submit the report* of the Vice-President, Local Fund Board, Dindigul Circle, with two enclosures, furnishing the information required by Government regarding the assets, allotments, and expenditure for 1873-74 and for the current year up to October 1874.

*Dated 10th December 1874, No. 149.

ENCLOSURE No. 1.

From H. W. BLISS, Esq., Vice-President of the Local Fund Board, Dindigul Circle,
W. McQUHAE, Esq., President of the Local Fund Boards, Madura District, dated 10th December 1874, No. 149.

I HAVE the honor to reply to your letter, dated the 14th ultimo, without number, and calling for the report desired by Government in paragraph 2 of their Proceedings, No. 1,593, dated 22nd September 1874.

2. The information required as to the assets, allotments, and expenditure of the Local Funds of the Dindigul Circle for 1873-74 is contained in the report for that year and accompanying accounts passed by the Local Fund Board in their Proceedings, No. 110, of the 15th August last, from which I will make such extracts as appear necessary for the information of Government.

3. The assets of 1873-74 were—

		RS.
1. Balance—		
Road Fund	78,550	
Endowment Fund	5,818	
General Fund	4,914	
		89,282
2. Allotments from General Revenues—		
Provincial Fund	44,970	
Special Fund	12,896	
		57,866
3. Rates and Taxes		85,332
5. Contributions from other Circles and Municipalities—		
From Dindigul Municipality for share of Educational Inspectorate.		42
6. Endowments and Donations		3,438
7. Miscellaneous		1,306
Total...		2,37,266

4. The allotments and expenditure of that year were—

	Allotment. RS.	Expenditure. RS.	Per cent. RS.
GRANT I.—*Public Works*—			
New Works—			
Communications	77,459	55,540	71·7
Sanitary and Miscellaneous	7,960	1,643	20·6
Repairs—			
Communications	51,185	49,118	95·9
Sanitary and Miscellaneous	3,933	3,380	85·9
			Difference.
Establishments—			
Department Public Works Supervision	25,510	27,866	+ 2,356
Petty Establishments	1,570	2,187	+ 617
Charges in connection with Tolls and Ferries	450	33	— 417
Tools and Plant	1,000	679	— 321
Contingencies	250	...	— 250
Road Fund Reserve	11,970	...	—11,970
Total Grant I...	1,81,287	1,40,446	...
GRANT II.—*Education*—			
Inspection	2,870	2,289	— 581
Results Grants	6,450	3,970	— 2,480
Miscellaneous	1,500	173	— 1,327
Total Grant II...	10,820	6,432	...
GRANT III.—*Sanitary Services.*—			
Hospitals and Dispensaries	3,890	3,557	— 333
Vaccine Establishment	3,230	1,769	— 1,461
Sanitary Establishment and Cleansing Tanks and Wells	1,500	316	— 1,184
Markets	...	180	+ 180
Choultries	4,100	2,920	— 1,180
Public Bungalows	130	37	— 93
Miscellaneous—			
Contributions to other Circles, &c.—			
To Rev. E. Chester's Dispensary at Dindigul	1,430	1,137	— 293
Total Grant III...	14,280	9,916	...
GRANT IV.—*Miscellaneous*	1,230	1,369	+ 139
Miscellaneous Debt Accounts	...	13	+ 13
Grand Total...	2,07,617	1,58,176	...
General Reserve...	1,660	...	— 1,660
Balances—			
Road Fund	1,060	63,584	+ 62,524
Endowment Fund	2,150	5,911	+ 3,761
General Fund...	...	9,595	+ 9,595
	2,12,487	2,37,266	...

5. Government remark that the great increase in the unexpended balances in the Circle is most unsatisfactory. This is no doubt the case if the opening and closing balances of 1872-73 are compared, but in 1873-74 it was the other way. The closing balance was less than the opening by Rupees 10,192.

6. To show how the totals of allotments and expenditure on "Public Works—New Works" in 1873-74 above given is arrived at, I enclose a statement showing the allotments made to each

work in the Budget, or subsequently, as also the dates on which the estimates for each work were called for, submitted and sanctioned, and the work begun.

7. The expenditure in 1873-74 upon repairs was less than the allotment, but not by so large a sum as to require any particular explanation.

8. The report for 1873-74 contains the following remarks on the remaining items under Grant I., which appear to call for notice :—

"21. The share of contribution to the cost of Department Public Works General Establishment was Rupees 27,866 against an estimate of Rupees 25,510. This makes the actual cost of supervision just 26·4 per cent. on the expenditure by the department. It is explained, however, that of this sum of Rupees 27,866, Rupees 1,649-8-2 are charged on account of the year 1872-73, having been omitted (how it is not stated) to be charged in that year. Deducting this sum, therefore, the charge for the year under report is Rupees 26,217, or 24·86 per cent. on the expenditure by the department, and adding the same sum to the preceding year's charge, it becomes Rupees 22,234, or 27·93 per cent. on the expenditure by the Department Public Works in 1872-73.

"22. In their report for 1872-73 (paragraph 23, which is quoted in the margin) the Local Fund Board protested against the high charge for supervision (Rupees 20,584, or 25·9 per cent.) there shown, which is now considerably increased as shown above. Of that protest no notice has been taken, but the Local Fund Board feel bound to renew it and to press it upon the attention of Government. It is not, in their opinion, just that they should be charged for such services as the Department Public Works General Establishment performs for them more than five-sixths (so far as they can calculate) of the total cost of that portion of that establishment which is employed in the Circle.

"23. The charge for Petty Establishment was Rupees 2,187, or Rupees 617 in excess of the Budget provision. Of this sum, Rupees 346 is stated to be on account of Petty Establishment for 1872-73, but omitted (how it is not stated) to be charged in that year. The overcharge for the year under report is thus reduced to Rupees 271, and that for the preceding year increased to Rupees 1,323 (*vide* paragraph 24 of the Local Fund Report for 1872-73 marginally quoted).

"23. The share of contribution to the cost of Department Public Works General Establishment was Rupees 20,584 as against an estimate of Rupees 24,940. This makes the actual cost of supervision just 25·9 per cent. on the expenditure, which, in the opinion of the Local Fund Board, cannot be accepted as satisfactory. They are fully aware that in this country supervision, to be effective, must be European and highly paid; but when they find that it costs here more than five times as much per cent. as similar professional services do in Ireland, a poor country and not unfairly comparable with a well-to-do Indian district, they consider it too costly and capable of considerable reduction."

"24. The expenditure on Petty Establishment was Rupees 2,547, or Rupees 977 in excess of the Budget provision. The Local Fund Board have requested, in separate proceedings, that they may be informed of the reason of this. They now desire to draw the attention of Government to the fact that the Controller of Public Works Accounts seems to have passed this expenditure in excess of the estimate without comment. They consider that this is an irregularity which should not be permitted."

"27. The entry of Rupees 33 only, as paid to the establishment maintained for the collection of tolls at the Andipatti Pass, is manifestly inaccurate, the sum actually paid having been about Rupees 40 *per mensem* during the year. The Local Fund Board are charged considerable sums as contributions towards the expense of Offices of Account in Madras, and think that in return those offices should be efficient and should furnish correct accounts, which at present is very far from being the case."

9. Upon educational expenditure the Local Fund Board remarked, in their report for 1873-74, as follows :—

"29. One Deputy Inspector and two Inspecting Schoolmasters were employed in the Circle during the year. The subjoined statement (here omitted) of schools under inspection and examined shows that but little progress has been made as compared with the preceding year. This is due to the fact that education seems to have been falling back rather than advancing in the Pulni Taluq, and has remained almost stationary in the taluqs of Dindigul and Tirumangalam. Only in the Periyacolam Taluq does any considerable advance appear to have taken place.

Proceedings of the Madras Government, Financial Department,
27th April 1875.

3/964

What is the reason of this unsatisfactory state of things it is difficult to say. The annual report of the Deputy Inspector of Schools is most meagre, and gives the Local Fund Board no information. They find, however, that the Deputy Inspector only spent 82 days, or about a quarter of the working days of the year, in inspecting schools, and contented himself with spending ·47 (or less than half) of a day in the inspection of each school he did inspect, and are of opinion that the perfunctory manner in which this officer has evidently discharged his very important duties is the most probable cause of the little progress education has made during the year.

"30. The cost of inspection was only Rupees 2,289 against an estimate of Rupees 2,870, owing to the Deputy Inspector having been paid at a lower rate than was provided in the Budget."

10. The Local Fund Board made the following remarks upon vaccination in their report for 1873-74 :—

"40. One Circle Superintendent of Vaccination, four first-class vaccinators on salaries of Rupees 18, and six second-class vaccinators on salaries of Rupees 10 were employed in the Circle during the year under report. The total expenditure incurred under this head was Rupees 1,769 against an estimate of Rupees 3,230. The difference is due to the Circle Superintendent of Vaccination having drawn only acting pay for a considerable time, to the many vacancies in the staff of vaccinators which from time to time have occurred, and to the debiting of the pay of the Hospital Assistant at Kodaikanal to Grant III. (*a*) instead of to this head, under which he was budgeted for.

"41. Excluding Dindigul Municipality, the number of cases of vaccination in the Circle during the year was 6,492, of which 5,505 were reported to be successful, 370 unsuccessful, and 617 unknown. The number of successful cases in the two preceding years was 9,822 and 11,445 respectively. The average cost of each case was 4¼ Annas, as against nearly 3¼ and 2½ Annas in the two preceding years.

"42. The figures above given show a progressive and most serious falling off in the efficiency of the Vaccination Department in the Circle, due, so far as the Local Fund Board can tell, to the following causes :—

"1*st*.—The way in which the staff of vaccinators has been changed in apparently the most causeless manner. At the beginning of the year there were some ten men in the Circle, many of whom had been doing duty here for a considerable time, and of course knew, and were known by, the people. No sooner had the year commenced, however, when the scheme of the Local Fund Board for the improvement of vaccination in the Circle had to be brought into effect, than the General Superintendent removed several of the old hands and sent others from distant districts, some of whom remain, while others have resigned or have been transferred elsewhere. For a great part of the year the staff has thus consisted of new hands, and has besides rarely been at its full strength. Many of the hands have also several times been moved within the Circle during the year without apparent reason. The state of the department in the Circle has, in fact, been one of entire disorganization throughout the year in consequence of constant changes, which still continue. The Local Fund Board cannot understand why well could not have been let alone, and the men who were in the Circle at the beginning of the year left here after the formation of each Circle of the district into a separate vaccination charge, an administrative change which need in no way have affected the working hands of the department.

"2*ndly*.—The inefficiency of the Circle Superintendent of Vaccination, who is apparently a most unintelligent and ill-educated man, hardly fit for a 15 Rupees Gumastah's post, much less for a well-paid post at the head of a department whose operations extend over about 4,000 square miles, and affect nearly a million of people."

11. Other items of expenditure in 1873-74 appear to require no special remarks.

12. The assets of the current year up to 31st October are as under, including seven-twelfths of the allotment made by Government from Provincial Funds and actual collections in all other cases:—

1. Balances—		
Road Fund	Rs. 63,584	Rs.
Endowment Fund	5,911	
General Fund	9,595	
		79,090
2. Allotment from General Revenues—		
Provincial Fund	26,233	
Special Fund	9,710	
		35,943
3. Rates and Taxes		65,187
5. Contributions from other Circles and Municipalities—		
From Dindigul Municipality for share of Educational Inspectorate...		543
6. Endowments and Donations		2,956
7. Miscellaneous		1,045
Total...		1,84,764

13. The expenditure of the current year up to 31st October is as follows:—

	Allotment.	Expenditure.	Per cent.
Grant I.—*Public Works*—	Rs.	Rs.	Rs.
New Works—			
Communications	78,947	*a*13,868	17·6
Sanitary and Miscellaneous	15,243	*a*279	1·8
Repairs—			
Communications	46,870	*a*23,442	50·1
Sanitary and Miscellaneous	5,288	*a*1,373	25·9
Establishments—			Difference.
Public Works Department Supervision ...	24,870	*b*14,707	— 10,163
Petty Establishment	*1,570*	*3917*	— *653*
Charges in connection with Tolls and Ferries.	500	*a*235	— 265
Charges for taking traffic accounts in the Circle	750	*a*130	— 620
Tools and Plant	1,100	*a*1,253	+ 153
Contingencies	200	*a*12	— 188
Road Fund Reserve	11,170	...	— 11,170
Total Grant I...	1,86,508	56,216	...
Grant II.—*Education*—			
Inspection	1,150	606	— 544
Results Grants	5,150	1,236	— 3,914
Miscellaneous	200	144	— 56
Total Grant II...	6,500	1,986	...
Grant III.—*Sanitary Services*—			
Hospitals and Dispensaries...	5,040	3,547	— 1,493
Vaccine Establishment...	3,170	1,707	— 1,463
Sanitary Establishment and Cleansing Tanks and Wells...	2,500	334	— 2,166
Markets	...	...	...
Choultries, &c....	3,970	1,867	— 2,103
Public Bungalows	50	40	— 10
Miscellaneous...	1,740	684	— 1,056
Contributions to other Circles, &c....	...	...	...
Total Grant III...	16,470	8,179	...
Grant IV.—*Miscellaneous*	1,580	939	— 641
Miscellaneous Debt Accounts	...	106	+ 106
Total...	2,11,058	67,426	...

4/96U

	Allotment.	Expenditure.	Difference.
	Rs.	Rs.	Rs.
General Reserve...	280	...	— 280
Balances—			
Road Fund	3,240	...	...
Endowment Fund	900	...	...
General Fund...	...	...	...
	4,140	1,17,338	+1,13,172
Grand Total...	2,15,478	1,84,764	...

14. In the above statement the items marked *a* are taken from the monthly progress reports, and are subject to correction on audit by the Controller of Public Works Accounts, and the items marked *b* are seven-twelfths of the budget allotment. Other expenditure is shown according to the treasury accounts.

15. I enclose a general statement of new works for the current year in the same form as that for 1873-74.

16. No other items of expenditure for 1874-75 appear to require particular remark except the following:—

Result Grants.—At the meeting of November 19th grants, amounting to Rs. 1,094-12-0, were made. This raises the expenditure under this head to Rupees 2,330 in eight months, but result grants are always more largely earned and paid in the latter than in the former months of the year.

Cleansing Tanks and Wells.—Work is going on in many places, but is not yet paid for.

Enclosures Nos. 2 and 3.—Statements.

In G. O., 22nd September 1874, No. 1,593, Financial Department, Government, remarking that the great increase in the Local Fund balances of the Madura and Dindigul Circles was most unsatisfactory, called for a special report on the assets, allotments, and expenditure for 1873-74 and for the current year up to date. The above letters will be submitted to Government with reference to this Order.

2. *Madura.*—The estimates and actuals for the two years are shown below:—

	1873-74.		1874-75.	
	Estimate.	Actuals.	Estimate.	Actuals (6 months).
	Rs.	Rs.	Rs.	Rs.
Opening balance	72,000	1,44,575	42,300	1,42,192
Receipts	2,05,180	2,55,204	2,10,700	1,32,587
	2,77,180	3,99,779	2,53,000	2,74,779
Expenditure	2,70,720	2,57,587	2,37,110	72,472
Balance...	6,460	1,42,192	15,890	2,02,307

If the receipts and expenditure during the second half of the year are in the same proportion as in the first, the balance at the close will be Rupees 2,62,422.

But no payments had up to September been made for Public Works Department Supervision.

3. The President, in paragraph 4 of his letter, shows that the assets, except the balance taken to the Budget of 1875-76, have been allotted for expenditure; but he takes the estimate of receipts for the current year, *viz.*, ... es 2,10,700. The actuals, however, appear to indicate that the receipts will reach Rupees 2,65,000. The actuals for 1873-74 were Rupees 2,55,204. Further, the expenditure out of the allotment for works in 1873-74 was only 78·5 per cent.; and at this rate out of the allotment of Rupees 1,79,363 for works in the current year only Rupees 1,40,800 will be spent, and the charge for Public Works Department Supervision will be Rupees 35,200 against Rupees 38,060 allotted. Hence, independently of savings on the other grants, there will probably be Rupees 95,723 unspent, besides the balance of Rupees 28,000, at the close of 1874-75.

	Rs.
Excess receipts	54,300
Short outlay	41,423
Total...	95,723

4. *Dindigul.*—The following are the figures for the Dindigul Circle:—

—	1873-74.		1874-75.	
	Estimate.	Actuals.	Estimate.	Actuals (7 months).
	Rs.	Rs.	Rs.	Rs.
Opening balance	23,270	89,282	33,250	79,090
Receipts	1,48,760	1,47,984	1,44,800	1,05,674
	1,72,030	2,37,266	1,77,550	1,84,764
Expenditure	1,67,160	1,58,176	1,73,130	67,426
Balance...	4,870	79,090	4,420	1,17,338

5. The allotment for 1873-74 amounted to Rupees 2,07,617, and only Rupees 1,58,176 were expended. The allotment for 1874-75 is Rupees 2,11,058, and the amount of expenditure due for seven months is Rupees 1,23,117. The actual expenditure was only Rupees 67,426. If receipts and expenditure proceed in the same proportion as in the first seven months, there will be a balance of Rupees 1,44,814 at the end of 1875-76. The balance taken to the Budget of 1875-76 is Rupees 21,000.

6. The allotment for works in 1873-74 was Rupees 1,40,537, and the outlay Rupees 1,09,681, or 77·9 per cent. Thus three-fourths of the short outlay in that year falls under this head. The allotment for 1874-75 for works is Rupees 1,46,348, and if only the same proportion as in 1873-74 is spent, Rupees 28,870 will be added to the balance at the end of the year.

7. The Vice-President points out that the balances did not increase in the year 1873; and, besides the short outlay and inefficiency of the Public Works Department, the Local Board complain of perfunctory work by the Educational and Vaccine Departments.

8. It appears to the Board of Revenue that the Local Boards have not shown any backwardness or want of energy in proposing allotments, and they entertain

no doubt that the allotments proposed might have been usefully expended, and are in no way in excess of the legitimate requirements of the Circles. The main cause of the accumulation of balances is the short outlay by the Public Works Department, which is most unsatisfactory, but is beyond the control of the Local Fund Boards. The enclosures to the Dindigul report show considerable ground for the complaints which have been made against the Public Works Department. The Local Board of the Madura Circle is, however, open to a charge of inaccuracy in estimate, which might probably have been avoided.

9. Both Local Boards should at once make a careful estimate of the amount of balances which will be at their credit in April next, and should lose no time in submitting Supplemental Budgets if necessary, providing for the utilization of the Surplus Funds which will probably be at their disposal in 1875-76.

(True Copies and Extract.)

(Signed) H. E. STOKES,
Acting Secretary.

No. 272. ORDER THEREON, 27th April 1875, No. 944.

The Government agree with the Board of Revenue in considering that the main cause of the accumulation of balances: the short outlay by the Officers of the Public Works Establishment, and the Chief Engineer will be called on to submit an early report on the subject in view to its being decided whether the remedy is to strengthen the establishment of the district, or merely to insist on a more efficient discharge of their duty on the part of the members of the existing establishment.

2. In reviewing the budget estimates for the current year, the Government passed the usual grant for roads from Provincial Funds on the understanding that the opening balances had been fairly calculated at Rupees 28,000 for the Madura Circle and Rupees 21,000 for Dindigul. From the Proceedings above recorded, it now appears that the probable balances are Rupees 1,23,723 and Rupees 1,44,814 respectively. As it is exceedingly improbable that it will be found practicable to spend those large accumulations in addition to the revenues of the current year, and as money is urgently required in other parts of the Presidency, the Government resolve to reduce the grants, as marginally shown, to the amounts allowed on account of establishment charges in G.O., dated 15th January 1872, No. 30, *viz.*, Rupees 10,850 to the Madura Circle and Rupees 6,970 to Dindigul.

	Rs.
Madura.	
Budget grant...	36,850
Reduced grant	10,850
Saving ...	26,000
Dindigul.	
Budget grant...	44,970
Reduced grant	6,970
Saving ...	38,000

3. The saving of Rupees 64,000 thus effected will be distributed in separate orders in the form of special grants for specific works and not as permanent

additions to the ordinary grants of other circles, so that the reductions now made need not necessarily be repeated in the budgets for 1876-77.

(True Extract.)

W. HUDLESTON,
Chief Secretary.

To the President of the Municipal Commission, Madura.
,, Public Works Department.
,, Revenue Department.
,, Board of Revenue, with enclosures.
,, Accountant-General.
,, Sanitary Commissioner.
,, Surgeon-General, Indian Medical Department.
,, Director of Public Instruction.
,, President of the Local Fund Boards, Madura.

Exd. J. W. Fischer.

5th. delivered at Madras 6th

Bur: 1875 Dept
N. 10-24.

Govt. of {1875} Madras.

FINANCIAL.

To

THE PRESIDENT OF THE
MUNICIPAL COMMISSION,
Madura.

&c., &c., &c.

Des Office

Dated April 27th.

Issued May 7th

Recd. — 12th

Encl.

G.O., 27th April 1875, No. 944.

APRIL.
Nos. 271-272.

Local Funds, Budgets—Orders passed on Proceedings, Board of Revenue, reviewing the report of the President on the assets, allotments, and expenditure of the local funds of the Madura and Dindigul Circles in 1873-74 and for the current year up to October 1874.

A. 964
Lodged &c.
13th May 1875