M.R.O. 1—77,000—8-6-37.

(1) Number of pages 22

(2) Date of repair

(3) Initials of the Referencer

MADRAS RECORD OFFICE.

Government of Madras.

[illegible] DEPARTMENT.

G.O. No. [illegible]	Press / Mis.
[illegible]	247-248
Dated [illegible]	18 74.

12/13

Not to be folded or roughly handled

No. 247. Read the following letter from R. E. NORFOR, Esq., District Engineer, South Arcot, to Colonel G. W. WALKER, R.E., Secretary to Government, Public Works Department, dated Trivanellore, 1st April 1874, No. 1 :—

I have the honour to submit, for instructions, certain correspondence from the President, Local Fund Boards, and the Head Assistant Collector addressed to the Officer in charge of No. 2 Range relative to the accounts connected with the construction of a road from Merkanum to Pondicherry.

One copy of letter from the President, Local Fund Boards, to the Acting Head Assistant Collector, No. 127, dated 23rd March 1874.
One copy of letter from the Head Assistant Collector to the Assistant Engineer, No. 2 Range, No. 103, dated 26th March 1874.
One copy of letter from the Assistant Engineer, No. 2 Range, to the District Engineer, South Arcot, No. 216, dated 19th March 1874.

2. The President quotes certain Orders of Government embodied in G.O. of the 17th February 1874, No. 269, as his authority for calling for the accounts in question ; this Order has not reached my office, nor have I seen it, although I understand such an Order has been passed in the Financial Department.

3. There can, of course, be no possible objection to the accounts called for being furnished as soon as they have been got together ; but what I would respectfully submit for the consideration of Government is the course adopted by the President to obtain from the Range Officer direct records from his office relating to the execution of work done from so far back as 1869, long prior to the Local Fund Act of 1871 coming into force. It seems to me that if the President wished to see these accounts he should have applied to me for them and obtained them through my office ; his not doing so is of itself, I think, a breach of etiquette. I would, however, also refer you to the President's letter which is addressed to the Head Assistant Collector ; the manner in which the demand is made is singularly wanting in courtesy, and the channel through which the request is communicated is also open to serious objection. I should wish to know if the President of the Local Fund Board had any right to direct Mr. Kough, in his capacity as Head Assistant Collector, to call upon Captain Graham to produce these accounts, leaving alone the fact that he has ignored my existence altogether. I think it is an unmerited reflection on Captain Graham to call in Mr. Kough's assistance to obtain accounts that have never been refused. I have looked through the Local Fund Act and cannot find that the President has any authority to address the Range Officers direct except in cases of emergency as provided in Rule XLII., although it has been the practice in this district and I have not raised any objection to it ; at any rate, I think comments on public works should be made in a becoming spirit.

4. I would remark further that the President has, in my opinion, acted hastily and prematurely in calling for these accounts. In letter, No. 38, of the 18th February 1874, he brought to my notice, or rather called upon me to explain, how it was that he saw only five mile-stones placed on the road when the Progress Report stated that all nineteen were *placed*. The copy of the Range Progress Report received in *my* office showed that nineteen were *collected*, not placed. The remark in the copy of Progress Report sent to the President, Local Fund Board, was evidently a clerical error, and Captain Graham has since explained that the whole

nineteen stones which were at the quarry and elsewhere being figured and painted at the time have subsequently been placed in position. Captain Graham was, however, called upon by me to explain how it was that his Progress Report showed a larger quantity of gravel paid for than was provided in the estimate; he was asked to send in his reply in time for me to place his explanation before the Board at their last meeting on the 20th instant. I fully intended to have attended this meeting, but came in from the district too late in the day to be present at the sitting, and was not aware that the hour had been changed from 12 noon to 8 A.M. However, Captain Graham appears to have sent in his reply just in time, the cover being addressed to me, to be opened by the President in the absence of the District Engineer. In his reply Captain Graham gives the following explanation as taken from the extract of the Board's Proceedings :—

"When there are good hard tracks to gravel pits a cart will take half a cubic yard each trip, but when the tracks to pits are through heavy sand a cart cannot, or will not, take more than seven-eighths of that quantity. Therefore from all such pits, when we pay for 100 cubic yards, we are supplied with only seventy-five cubic yards—a very great difference, and affects our estimates seriously. Therefore the 34,321 cubic yards received and paid for are in reality not more than 25,740 cubic yards by actual measurements."

5. On this the Board passed the following resolution :—

"12. Resolved, Mr. Wiffen not voting, that, in the opinion of the Board, the state of matters disclosed in Captain Graham's letter is very extraordinary, and they request the President will ascertain from the District Engineer whether such a practice prevails with his knowledge in any other part of the Circle."

This I received on the 25th instant from the President under cover of a letter, No. 125, of 23rd idem, calling upon me to furnish the information required. On the 27th instant I inspected this road and had intended to send in my report in a day or two. I think the President would have done well to have awaited my reply and, if he was not satisfied with my explanation, he might then have called for the accounts in a proper manner and through the proper channel. Captain Graham's explanation is not as clear as it might have been, but I perfectly understand it, and can explain matters—the fault lies in the framing of the estimate for the work and the manner in which the rate for cartage has been computed. It is an understood thing in this district that a cart carries half a cubic yard of gravel, or laterite, or sand, as the case may be, that is, two carts go to a cubic yard and the rate paid for cartage is 1 Anna and 3 Pies per mile per cart-load ordinarily understood to mean half a cubic yard, making in this way 2 Annas and 6 Pies per mile per cubic yard as the rate for cartage. The same data has been taken in preparing this estimate, and this is where the mistake lies. The instance quoted by Captain Graham that, under certain conditions, a cart ordinarily understood to carry half a cubic yard will only carry seven-eighths that quantity is by no means singular. When Range Officer I have myself found this to be the case, and the difference has always been the same, viz., that instead of getting one cubic yard for every two cart-loads we only got three-fourths. Mr. Wiffen has also reported to me the same results where the material has to be carted over heavy sand, therefore the rate

in the estimate, instead of being calculated at two carts per cubic yard per mile, should have been at $2\frac{1}{2}$ carts per cubic yard per mile. The usual rate here per cart per mile is, as I have said, 1 Anna and 3 Pies $\times$ $2\frac{1}{2}$ = 3 Annas and $1\frac{1}{2}$ Pies per cubic yard per mile and not 2 Annas and 6 Pies as the estimate provides. It comes to the same thing in the end. Captain Graham has to lay on the road 28,880 cubic yards of gravel as per estimate, and to do this he really pays for 36,100 what is nominally called cubic yards but in reality three-fourths cubic yards, paying the same rate as allowed in the estimate. Captain Graham is certainly wrong in dealing with the matter in the way he has done. He should have properly taken the gravel for what it actually measured and increased the rate, and, if it was necessary to increase the rate, sanction for the same should have been obtained. This Captain Graham omits to do as savings in the estimate, it is said, will cover the extra rate paid.

6. Being obliged to address you on this matter I may as well at the same time ask instructions on another point which has been raised by the Local Fund Board. At a meeting of the Cuddalore Circle Board held on the 27th February last the following proposal and resolution thereon was passed :—

"Lakshmana Reddy and Vijayabala Nainar request that Local Fund Overseers may be directed to submit to the Local Fund Board members resident in their respective taluqs copies in Tamil of their Monthly Progress Reports sent to the Range Officers.

"8. Resolved that the District Engineer be requested to issue orders to the different Local Fund Overseers accordingly."

This was forwarded to me by the President with letter, No. 30, of 3rd March, requesting me to issue orders to all the Local Fund Overseers under me directing them to send Tamil copies of their Progress Reports to each individual Local Fund member in their taluqs. This request I informed the President I could not accede to as Local Fund Overseers employed under the orders of this department were under the immediate control of the Range Officers, and that I considered any communication between the Overseers and Local Fund members, except through the Range Officers, objectionable. I pointed out further that Rule XXXV. of the Local Fund Act provides that Range Officers should furnish the President of the Local Fund Board with an extract from their Progress Reports containing all that relates to Local Fund works and that I am not in possession of any subsequent orders of Government requiring anything further. I observed also that I had no doubt the members of the Local Fund Board would very naturally wish to know what was going on in their taluqs, and that Rule LXX. of the Local Fund Act had been obviously framed with a view to meet this object. This rule provides that a general report of works shall be compiled from the Progress Report, sent to the President, and laid before the Local Fund Board at their monthly meetings, but this has hitherto *never been done*. If this rule is observed the members would have the opportunity of scrutinizing the Progress Reports. In reply to this the President requested me to reconsider my decision in reference to the Overseers furnishing the members of the Board with copies of their Progress Reports, pointing out that I had probably not received the orders of Government in the Financial Department, dated 17th February 1874, No. 269, to the effect that Local Fund Boards being responsible for the financial and administrative condition of their Circles ought individually and

collectively to have full and free access to such accounts of the Public Works Department as relate to Local Fund works. He further in this letter desires me to order all the Local Fund Overseers to send him and the Vice-President monthly copies of the account of materials at site.

7. As I have already said, the Order in the Financial Department quoted by the President of the Local Fund Board has not reached my office while the requisitions made by the President are altogether opposed to the orders that *have* been passed in reference to Progress Reports, &c., and also in contravention to the Local Fund Act itself.

8. Rule XXXV. of the Local Fund Act provides that Range Officers will send in cover, superscribed "Progress Report," an extract from their Progress Report containing all that relates to Local Fund work to the office of the President of the Local Fund Board not later than the 10th of the month. G.O., No. 1616, of the 20th June 1873, clearly lays down that not more than one copy of the Range Progress Reports should be furnished to the Collector of the district and *ex officio* President of the Local Fund Circles in it.

9. By the Rules* of the department Overseers are strictly prohibited keeping or furnishing Progress Reports at all even to their Range Officers. With the above-quoted instructions before me, and in the absence of any orders of Government abrogating their previous rulings, I do not feel justified in acceding to the request of the Local Fund Board without first addressing Government. If Local Fund Boards are vested with authority to increase at their pleasure the office duties of the Overseers employed under the orders of this department, their efficiency as Overseers for supervising purposes will be very materially and seriously affected. Their office duties are already heavy, and the Controller, seeing this, has endeavoured to lighten them as much as possible. The call that is now made will add very considerably to the office work of the Overseers, and there seems to be really no limit to what may be hereafter required of them in the way of accounts, reports, &c.

* Manual of Public Works Accounts, Sections 20 and 31, and G.O., dated 18th April 1868, No. 1165.

10. Since the Local Fund Act has come into force these Local Fund Overseers have double and treble the work to do—I mean out-door, supervising work, and, as this department is held responsible not only that allotments are fully expended but properly and advantageously expended too, I would respectfully submit that it will be quite impossible to expect to get any satisfactory work out of men overburdened with office work, liable to be called away at any moment by any member of the Board feeling inclined to look into his accounts, detained perhaps for days dancing attendance on the members instead of attending to his work; in fact, the Range Officer's and District Engineer's control over the Overseers is simply nominal: they are really under the orders and control of every individual member of the Board. The inconsistency of this state of things is apparent. I don't know whether it is on the strength of this recent Order or not, but the Officer in charge of No. 3 Range informs† me that the Vice-President in his absence ordered the maistry of the Chellumbrum Road to spread a quantity of sand that had been collected on the road-side, and that this sand had not been inspected or taken account

† No. 474, dated 26th March 1874.

Proceedings of the Madras Government, Financial Department,
26th June 1874.

of by the Range Officer. If this sort of interference is to be allowed I really do not see how this department can be held responsible or how it is possible to work with any system or satisfaction.

From J. H. GARSTIN, Esq., President of the Local Fund Boards, South Arcot District, to C. KOUGH, Esq., Acting Head Assistant Collector of South Arcot, dated Kuringipady, 23rd March 1874, No. 127.

I have the honour to request that you will call on Captain Graham, the Range Officer of No. 2 Range, to produce before you all the detailed accounts of the expenditure on the road from Merkanum to Pondicherry from May 1869, the period of its commencement, up to the end of February last, and that you will send them to me on receipt.

2. The accounts I most particularly wish to see are the Overseer's monthly accounts of work done and paid for, with all vouchers and receipts for money paid to head coolies, road coolies, mile coolies, maistries, and contractors.

3. You may quote the Orders of Government as embodied in G.O. of the 17th February 1874, No. 269, giving all members of Local Fund Boards free and full access to all accounts connected with Local Fund works and my orders as the authority under which you make the demand.

From C. KOUGH, Esq., Head Assistant Collector of South Arcot, to Captain F. GRAHAM, Assistant Engineer, No. 2 Range, South Arcot, dated Tindevanum, 26th March 1874, No. 103.

With reference to the enclosed copy of letter, No. 127, from the President, Local Fund Board, I have the honour to request that you will be good enough to forward to me the detailed accounts called for for transmission to the President.

From Captain F. GRAHAM, Assistant Engineer, Tindevanum Range, South Arcot, to R. E. NORFOR, Esq., District Engineer, South Arcot, dated Tindevanum, 19th March 1874, No. 216.

With reference to your instructions of the 11th instant regarding the new road from Pondicherry to Merkanum, I have the honour to inform you that the exact distance between the two places is nineteen-and-a-half miles and the distance from Kottacooppum to the latter place eighteen miles. About ten years ago, the late Overseer (Ellison), on preparing a survey, took up the old cart-track and made the distance between the latter points nineteen miles, for which an estimate was prepared. On marking out the road the old cart-track was avoided and a much straighter line used, which reduced the distance to eighteen miles. I thought it better to number the mile-stones from the Government House at Pondicherry than from our boundary at Kottacooppum.

2. Work commenced in May 1869: eight miles of road were formed, and three of these miles were tunnelled and gravelled by the following December—when all new works in the Presidency were stopped—at a cost of Rupees 11,000.

3. The supposed deficit continued the following year. No grant was made for the upkeep of this bit of new road, and the gravelled miles were again reduced to sandy track, and the formation of the other miles partly washed away.

4. All this work had to be gone over again in 1871-72, when a grant of Rupees 12,000 was expended and five miles gravelled and tunnelled.

5. A further grant of Rupees 5,000 was given in 1872-73 and two miles of road completed, and during the current year the balance of the estimate, Rupees 21,000, has been allotted, and probably the remaining eight miles will be completed, but will not be in a fit state for traffic until heavy showers of rain have fallen.

6. Hand-watering a new road is useless ; the sand and gravel are very hot, the sun soon takes up the water, and the gravel is merely caked over the sand : good showers only are beneficial for a new road.

7. In former years during the construction of this road we had much rain, and the miles then completed were soon fit for traffic and are still good. This year we had little or no rain, and the miles formed are not yet fit for traffic, nor will they be until we have had rain, and even then not so good as other miles, as much gravel will be trodden under foot and blown away, for it is impossible to keep off all cattle and carts from a newly-made road, block it up as you may.

8. The estimate provides for 28,880 cubic yards of gravel, and yet it would appear that up to the end of last month 34,321 cubic yards had been carted. This is easily explained. When I estimated for a cubic yard of gravel I thought I should be supplied with a full cubic yard for the money. Where there are good hard tracks to gravel pits a cart will take half a cubic yard each trip, but where the tracks to pits are through heavy sand a cart cannot, or will not, take more than seven-eighths of that quantity ; therefore, from all such pits when we pay for 100 cubic yards, we are supplied with only seventy-five cubic yards—a very great difference, and affects an estimate seriously. Therefore the 34,321 cubic yards received and paid for are in reality not more than 25,740 cubic yards by actual measurement.

9. I was enabled to pay for so much more gravel than was allowed in the estimate by the discovery of two additional gravel pits, which, of course, reduced the cost of cartage.

10. In future estimates for new roads over loose sandy tracks of country it will be necessary to provide for each mile 2500 cubic yards of gravel instead of 1760.

11. I am sorry that my reply to your requisition on the matter has been so long delayed. I met with a bad accident on the 13th instant from the effects of which I am still suffering.

Transferred to the Financial Department.

OOTACAMUND,
12th May 1874.

(Signed) G. W. WALKER, Colonel, R.E.,
Secretary to Government, P. W. D.

No. 248. ORDER THEREON, 26th June 1874, No. 1079.

The Government consider that the application for the accounts connected with the construction of the road from Merkanum to Pondicherry should have been made through the District Engineer. They observe, however, that the District Engineer states that it has been the practice in the district for the President of the Local Fund Board to address Range Officers direct and that he has hitherto made no objection to it.

2. The Government do not feel themselves called upon to offer any opinion for the present on the matters discussed in paragraphs 4 and 5 of Mr. Norfor's letter.

3. The action of the Local Fund Board in asking that Tamil copies of the Local Fund Overseers' Progress Reports (which it is reported they do not keep) should be sent to the members of the Local Fund Board in their respective taluqs appears to Government to be a somewhat undue development of the authority given in G.O., dated 17th February 1874, No. 269, in which a hope was expressed that caution and moderation would be exercised. His Excellency in Council does not gather from the papers before him that there is any desire to withhold information which can be given without entailing an undue amount of office work on executive officers, and, as it is a matter of importance that individual members of the Local

Fund Board should be encouraged to interest themselves in the proper expenditure of the funds entrusted to their administration, a form containing the requisite information might be devised in communication with the District Engineer and submitted through the Range Officer to the President or Vice-President at such periods as the Board may desire. The duty of forwarding copies of these Returns to individual members of the Board and of translating them, if necessary, will naturally fall on the Local Fund Office, and, as writers are now attached to Local Fund Overseers, the Government do not see any reason to fear that the mere submission of a Return of the kind will produce any of the evils depicted in paragraph 9 of the District Engineer's letter.

4. The inconvenience resulting from interference of the kind referred to in the concluding paragraph of Mr. Norfor's letter should be represented to the Local Fund Board in the first instance.

(True Extract.)

Acting Chief Secretary.

To the Board of Revenue.
,, Public Works Department.

Exd. A. S. Rodgers.

Financial Department

PROCEEDINGS of the MADRAS GOVERNMENT.

Read the following letter from the Dist. Engr. South Arcot. 9/1st April 1879 No 1.

Order thereon dd 26 June 1879 No 1079.

The Govt. Consider that the application for the accounts connected with the construction of the road from Mer. Kanum to Pondicherry should have been made through the Dist. Engr. - They observe however that the Dist Engr. states that it has been the practice in the District for the President of the Local Fund Board to address Range Officers direct & that

Govt. of Madras.

FINANCIAL.

To

THE BOARD OF REVENUE.

&c., &c., &c.

Dated June, 26th.

Recd.

G.O., 26th June 1874, No. 1079.

JUNE.

Nos. 247-248.

South Arcot Circle—Orders passed in reference to the correspondence submitted by the District Engineer of South Arcot respecting a requisition addressed by the Local Fund Board to the Range Officer to produce the accounts connected with the construction of the road from Merkanum to Pondicherry.

that he has hitherto made no objection to it.

The Govt do not feel themselves called upon to offer any opinion for the present on the matters discussed in paras 4 & 5 of Mr. Rogers letter.

The action of the Local Fund Board in asking that Taluq Copies of the Local Fund Overseers Progress Reports (which it is reported they do not keep) should be sent to the members of the Local Fund Board in their respective Talugs appears to Govt to be a somewhat undue development of the authority given to them in G.O. of 17th February 1874 No 269 in which a hope was expressed that caution and moderation would be exercised - His Excellency in Council does not gather from the papers before him that there is any desire to withhold information which can be given without entailing an undue amount of office work on Executive officers and as it is a matter of importance that individual members of the Local Fund Board

Board should be En-
-couraged to interest
themselves in the pro-
-per expenditure of the
funds entrusted to their
administration, a
form containing the
requisite information
might be devised in
communication with
the Dist Engr & sub-
-mitted through the
Range Officer to the
President or Vice
President at such
periods as the Board
may desire. The duty
of forwarding copies
of these returns to
individual members
of the Board and of
translating them if

Rr Co.

necessary will naturally
fall on the Local Fund
Offir, & as miles are
now attached to Local
Fund Overseers the Govt
do not see any reason
to fear that the mere sub-
-mission of a return of
the kind will produce
any of the evils depicted
in para 9 of the Dist
Engrs letter.

The inconvenience
resulting from inter-
-ference of the kind re-
-ferred to in the concluding
paragraph of W. Rogers'
letter should be repre-
-sented to the Local
Fund Board in the
first instance.

J.L.
7/6

The Board of Revenue
& W. Department

65 L80

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I think it would well express the views of Government on the differences reported in these letters.

It is clearly desirable to encourage Members of the Local Fund Boards in interesting themselves in the proper expenditure of Funds which are entrusted to their administration; and no check can be more effectual over roguery of native Subordinates than the feeling that they are looked after by the native Members of

their

Govt. of India.

1879

Public Works.

Revd. 25 Feby 1879, No. 1179.

To

The Chairman of the Lucknow Municipality &c.

Dated 20th Feby

Nos. 247-248.

Lucknow Local Fund Committee. Letter forwarding resolutions of the Committee and of the Municipality on the Report of the Inspector of Local Funds on the working of the Municipal and Local Fund Committees of the Lucknow District.

Forwarded for information and such remarks as you may think fit to offer.

C 156 a 278

there is responsible Board, who have special facilities of learning whether tricks are being played. At the same time I think that some regulation is required in the interest of order and harmony

As regards calls by the Board on the Range Officer, I would require them to go through the District Engineer as a rule. When under special urgency a direct communication is required & a copy of the communication should be sent to the District Engineer for information

Local Fund Papers are more specially the

Yr. Ltr

servants of the Board and I think that the Board may fairly require any reasonable information in respect to Local Fund work which they are expending. I would therefore approve of their requiring that one copy of their Progress Report and such work be sent to any member whom the Board may desire. If no progress reports are kept, I would require it to be done with this view

Yr. Ltr Sent

Rather it was to the President

I think that Mr. Hofer greatly exaggerates the amount of Office work which would be entailed

178

Entailed by this arrangement.
Be this as it may, the
independent observation
is well worth the a
slightly increased
labour.

2/4/5 JR

19 P

Financial Department.

PROCEEDINGS of the MADRAS GOVERNMENT.

Read the following letter from the
Dist. Engr. South Arcot —
dy 1st April 1874. No 1

Order thereon.

The Govt do not see that
this reference calls for any
particular orders on their part —

I think that as this
was taken to the
District Engineer;
and also that in
calling for Progress Reports
from L. S. Overseers
the A. D. Boards acted
irregularly. It appears
that there are no progress
Reports presented by those

Mr. Norton complains
that the President has been
guilty of a breach of etiquette
in not asking for certain
records through his Officer,
but he subsequently says
that it has been the practice
in the District to address
Range Officers and that he
has not raised any objection
to it. Under these circum-
stances it is obvious that
in objecting now to it he should
~~have intended the Govt~~
address
the President of the

Local Fund Board before referring the matter to Govt.

In the same way it would be premature for Govt to interfere in the other matters referred to in the letter which appear to be still under discussion between the Local Fund Board and the Dist Engr - It is probable that the Local Fund Board will on coming on being furnished with fair copies of the overseers account of the objections thereto and points raised by them as clearly as they have been in the above letter.

The inconvenience connected with interference of the kind referred to in the concluding paragraph of the Chairs letter should also be represented to the Local Fund Board in the

Fund overseers: but as the L.F. overseers are under the direct control of the Range Officer it will appear that any communication addressed to L.F. Boards will pass through the Range Officer.

I do not understand from the Chairs letter that any objection will be raised to printing such expenditure.

The S.O. to be ~~issued~~ expressed accordingly. 2/6/4

first instance.

21/5

Govt. of {187 } Madras.

To

Dated
Recd. } 187 , No.

Nos.

Original Copy Sent

7 to June/14 — 1879

C 22/5
Ab 1/5