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G.O., No. 86 L.

DATED 16 . 1 . 1897

[Despatch Abstract.]

Local Fund Engineering Establishment,

Passing orders in regard to the reorganization of the ———.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Government {1897} of Madras.

LOCAL AND MUNICIPAL.

d. } 1897. *Enclosures* / *Spare copies*

G.O., No. 86 L., 16th January 1897.

N. P.

JANUARY.

Local Fund Engineering Establishments.

Passing orders in regard to the reorganization of the —.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

Read—again the following paper :—

G.O., No. 2464 L., dated 21st December 1895.

Abstract.—Forwarding to the Public Works Department, for the opinion of the Chief Engineer, certain memorials on the subject of the consolidation of the Local Fund Engineering department, and calling for a report from the Presidents of District Boards on the matter before 15th February 1896.

Read—also the following papers :—

From the Honorary Secretary, Local Fund Engineers' Association, dated 6 February 1896.

Abstract.—Submitting, for information of Government, six copies of an appendix to the memorandum on the proposed consolidation scheme of Local Fund Engineering department.

From the Public Works Department, No. 1035-C, dated 22nd February 1896.

Abstract.—Transferring note by the Chief Engineer, Public Works department, regarding the consolidation of the Local Fund Engineering department.

File of replies to G.O., No. 2464 L., dated 21st December 1895, from the Presidents of District Boards.

From the Secretary to the Government of Bengal, No. 479-L.S.G., dated 6th February 1896.

From the Secretary to the Government of North-Western Provinces and Oudh, No. 159—IX-57, dated 7th February 1896.

From the Secretary to the Government of Bombay, No. 825, dated 19th February 1896.

From the Secretary to the Government of Punjab, Public Works Department, No. 1292, dated 28th February 1896.

From the Under Secretary to Government, North-Western Provinces and Oudh, Public Works Department, No. 4291, dated 2nd June 1896.

From the Public Works Department, No. 1113-D, dated 19th August 1896.

Read—also minute by the Hon'ble Mr. Bliss, C.I.E., dated 7th January 1897.

MINUTE.

I regret that I cannot concur with this draft Government Order in regard to the proposal to grant exchange compensation allowance to Local Board Engineers. The sole ground of the proposal is that they are Europeans, who are assumed to have been injured by the fall in exchange during recent years. Leaving, however, out of the question the fact that some at least of them received their appointments after the serious fall in exchange, say to 1*s.* 2*d.*, occurred, and have therefore not suffered by

NOTES CONNECTED WITH G.O., No. 86 L., DATED 16th JANUARY 1897.

[Subject.—*Reorganization of the Local Fund Engineering establishments.*]

Again G.O., No. 2464 *L., dated* 21*st December* 1895.

From the Honorary Secretary, Local Fund Engineers' Association, dated 6*th February* 1896.

" *Public Works Department, dated* 22*nd February* 1896.

File of replies to G.O., No. 2464 *L., dated* 21*st December* 1895, *from the Presidents of District Boards.*

From the Secretary to the Government of Bengal, dated 6*th February* 1896.

" " " *of North-Western Provinces and Oudh, dated* 7*th February* 1896.

" " " *of Bombay, dated* 19*th February* 1896.

" " " *of the Punjab, Public Works department, dated* 28*th February* 1896.

Please see the notes and orders in G.O., No. 2464 L., dated 21st December 1895, to which the currents are a reply.

2. In Bengal, District Board Engineers are appointed by the Chairman of the District Board subject to the approval of the Commissioner, and their engagement is liable to termination at three months' notice. In each Commissioner's division there is also an Inspector of Local Works, whose duties are somewhat similar to those of a Superintending Engineer in this Presidency, but it does not appear from the information received how his appointment is made.

The only Local Fund employés eligible for pension are officers transferred from pensionable service under Government or under the Road-cess Committee. Officers whose whole service has been under the District Board subscribe to a Provident fund.

No scheme is in force or in contemplation in Bengal such as is suggested in paragraph 15 of the memorandum under consideration.

3. In the North-Western Provinces it appears from the North-Western Provinces District Boards Manual, page 155, that the only works carried out by the District Board are (1) works not exceeding Rs. 1,000 in cost, (2) maintenance of third and fourth class roads, (3) maintenance of second-class roads except bridges and culverts. To carry out these works an establishment of a sub-overseer on Rs. 25—50 and a munshi on Rs. 15 may be entertained. From this it appears that there are no District Board Engineers as understood in this Presidency, as presumably the bulk of the engineering work is carried out by the Public Works department.

4. In Bombay there are no Local Fund Engineering establishments, as petty works are carried out by overseers under the supervision of Presidents and "Works Committees" of Local Boards and major works by the Public Works department.

The information from the Punjab does not show what establishment is employed, nor under what conditions, but merely gives the total cost of the engineering establishments and the manner in which works are sanctioned and appointments of Local Fund servants made.

The Chief Engineer seems to me to have dealt with the matter in a very superficial manner.

A. E. H[AVELOCK].

He speaks of the establishment being temporary and liable to dismissal on three months' notice as a cause of inefficiency. But the establishments of all the Railway Companies in the world are on the same footing. Again, he talks of the establishments being without prospects of promotion or pension. As to pension, it has been decided, and I think rightly, that Local Boards cannot undertake the responsibility of granting pensions. Railway Companies do not do so by the way. But as to bonus funds, I have already noted in my note in G.O., No. 2464 L., dated 21st December 1895. I would go so far and no farther. As to prospects of promotion, the truth is that, as Mr. LeFanu says, these Local Board Engineers are overpaid already. Imported Engineers are not required for the work to be done. What is wanted is that the indigenous material, which is quite good enough for the work, should be properly utilized. This I have pointed out before. To talk of getting out Cooper's Hill men to look after the road repairs is absurd. It would be using a razor to cut stones. As to the question of accounts, I have no desire at all to maintain the present system. If any one of the Local Fund Engineers concerned will only bring forward definite proposals on the subject, I will consider them. But what Mr. LeFanu says on the state of the Gódávari Local Fund accounts and the reason for their bad state and for the trouble made by the Accountant-General should be read.

I cannot see the smallest need for the appointment of any committee.

H. W. B[LISS].

5. The Chief Engineer to Government was also asked his opinion on the proposals of the Local Fund Engineers. He agrees with the proposals made in their memorandum as modified by the appendix subsequently submitted to Government, advocates the formation of a committee to discuss the details of the scheme and suggests, instead of the members proposed in paragraph 11 of the memorandum who would not have time to deal with the matter thoroughly, the Superintending Engineer, V Circle, President, Chingleput District Board, an official of the Financial department and the District Board Engineer, Chingleput. (It is understood that Colonel Campbell has mentioned the last person by mistake for Mr. Syson,* District Board Engineer, Tanjore, and the author of the memorial.)

6. With reference to the appendix submitted by the Engineers, it was received by the Government after the reference to District Boards had been made and was referred only to the Chief Engineer for opinion. Its effect is to materially alter the proposals in the original memorandum, as the Superintending Engineers are now left out of the proposed establishment leaving Collector-Presidents as before full powers of control. Notwithstanding this omission the proposed cost of establishment is very slightly reduced. In paragraph 5 frequent transfers are strongly deprecated.

7. The remaining currents are the replies received from the various District Boards. Unfortunately the appendix to the memorandum was received by Government too late for circulation to these bodies, but in many cases copies have been received by Presidents and the modifications proposed therein are discussed. The general body of opinion is against the proposed scheme. Roughly speaking fifteen districts are opposed to it and six in favour of it; but in many cases of those opposed to it one or two proposals in the scheme are approved, while the details and other proposals are not. Of the six districts in favour of the scheme, several object to many of the details proposed. Mr. Tremenheere has written two notes† meeting with objections all the detailed proposals of the memorialists.

* Colonel Campbell personally mentioned to me Mr. Syson. Mr. Dwyer is the Local Fund Engineer of Chingleput and certainly not the man to serve on a committee.

J. F. PRICE.

† Which are worth reading.

H.W.B.

8. The chief proposals in the memorandum as modified by the appendix are—

(*a*) Consolidated and graded establishment for the whole Presidency.
(*b*) Increased pay.
(*c*) Increased staff.
(*d*) Pension.

The proposal to appoint Superintending Engineers to exercise executive control has been abandoned, and it is this proposal which has met with the greatest opposition from the Local Boards. With regard to (*a*) Consolidated and graded establishment

for the whole Presidency, the objections raised refer chiefly to the details. It is generally admitted that the prospects of Local Fund Engineers are not encouraging, and some scheme of consolidation or gradation is looked upon as the best means of improving those prospects. The proposals as to the form which this gradation should take are various, and perhaps the best is one put forward by the Coimbatore Local Fund Engineer, and also by the Tanjore District Board, that districts and not Engineers should be graded, and that the pay in each district should have a maximum and minimum, involving a difference of Rupees 200, which is to be earned in ten annual instalments. Thus transfers would not be frequent, and yet Engineers would have prospects of promotion in return for good service. The chief objection to personal gradation is the frequency of transfer with the attendant result of ignorance of the district and its vernacular. A further objection is that the less-favoured districts would suffer from a succession of junior and less competent Engineers, as the senior men would invariably try to get, and would have claims for getting, the better districts. A strong argument against transfers is urged by the Coimbatore President, namely, that at present Local Fund Engineers feel a personal responsibility for the good condition of the roads in their districts which would be removed by a constant change of officers.

Each Board can do all this for itself, if it likes; and several, I think, have done it already.

H. W. B[LISS].

Personal gradation would be the very thing to prevent frequent transfers.

H.W.B.

The Assistant Secretary has entirely misunderstood the position. The grading of districts would tend to all these results; the grading of officers would have a contrary effect.

H.W.B.

By the grading of districts, I understand, he means such a system of dividing districts into grades as is proposed by Mr. Stephens.

J. G[ROSE].

9. There are many objections to (*b*) Increased pay.

In the first place very few of the Boards are in a position to incur increased expenditure on establishment especially at a time when Government has drawn attention to the state of roads, and every pie is required for bringing them into good order. The memorialists' proposal is that each Board should subscribe 20 per cent. of their expenditure under Grant I towards the general graded establishment, but at present many Boards only contribute 17 per cent. and to be obliged to pay the extra amount would bear hardly on them. It is also urged that there is no need to increase the pay of the superior staff, as men better qualified from an engineering point of view than those at present employed are not required, and the existing pay is sufficient for the existing staff. Engineering qualifications are not required to any large extent for repairing roads and petty buildings, which constitutes the greater part of a Local Fund Engineer's duties. All big works costing over Rs. 2,500 are sent to the Superintending Engineer, Public Works department, for

A. E. H[AVELOCK].

I quite agree with this. If the Boards have money to spend, let it go on the roads, not into the pockets of the Local Fund Engineers.

In this connection, I may point out that in several of the Local Board budgets for 1896–1897, which have come before me, I have noticed a misunderstanding (as it seems to me) of G.O., No. 1686 L., dated 14th September 1895. This is that the Government order has been considered to have been complied with if the allotment for Communications—New Works and Repairs, taken together with the allotment for establishment under Grant I, equalled half the land-cess *plus* the whole of the tolls. This is not what the Government order says. According to the Government order, the allotment to Communications—New Works and Repairs should by itself equal half the land-cess *plus* the whole of the tolls. I did not think it necessary to notice this misunderstanding in the few Local Fund budgets which came to me, because orders on some of them had already gone out and because I did not think it well to put on the screw too tight all at once. But I think the error should be pointed out now, so that Local Boards may see how much leeway they have to pull up before they can in any way increase their expenditure under any grant other than Grant I.

H.W.B.

Here is where more money should be spent if anywhere.
H.W.B.
Yes.
A.E.H.

approval. With regard to increasing the pay of the subordinate staff, it is no doubt very desirable that better men should be employed and their services cannot be obtained for the present rates of pay. It is, however, doubtful whether increased pay would achieve this object, as at present the supply of properly-qualified subordinates is very limited. In a few years the supply will probably more nearly approximate to the demand, as the local colleges turn out more men. It is noticeable that, although in the appendix the Engineers do away with the provision for Superintending Engineers, the cost of the proposed establishment is only reduced by Rs. 1,400, the remaining Rs. 1,700 being added to the proposed pay of the Executive and Assistant Engineers. Either the first proposals were inadequate or the latter are too large.

10. The arguments for (*c*) Increased staff are not many and the proposed superior establishment is only slightly larger than the existing one.

11. The last point is (*d*) Pension. There is no doubt that the grant of a pension would be a great source of attraction to Engineers to enter Local Fund service. The memorandum draws up a scheme whereby pensions can be provided at no greater cost than would be involved by a Provident fund. Two or three of the Presidents *, however, point out that the calculations are not trustworthy, and that it is impossible to say that no one will be in receipt of a pension for twelve years and that then there will only be six men on the pension list. Mr. Mullaly's figures show this to be incorrect. This being so, it is impossible for the Boards to agree to unknown future liabilities of this sort. The plan that finds most support is to form Provident funds, and to arrange that subscribers to one district fund shall, on transfer, retain the privileges earned by them and carry them to the new district. The Local Fund Engineer, Coimbatore, proposes a system of gratuities, *i.e.*, five months' pay after five years and an additional month's pay for each year's service up to twenty years, which he says would ensure a man a capital sum on which to retire.

See note against paragraph 5 on page 2.
H. W. B[LISS].

* Please see C. No. 556 L., from the President, Kurnool District Board.

This is the proper plan as I have already said.
H.W.B.
A. E. H[AVELOCK].

12. Mr. Mullaly proposes that the establishment which supervises Grant I should be under Government as the establishments which supervise Grants II and III are. Mr. Brodie also proposes that Government should bear the cost of this establishment on the analogy of the educational and medical supervising establishments.

13. Many of the Boards in submitting their views state that they have not had sufficient time to thoroughly enter into the details of the scheme, and request that if Government intends to adopt any of the proposals a definite scheme may be drawn up and again submitted to Local Boards for an expression of opinion before it is finally adopted. It is submitted that it would be advisable to do this, as not only are the details of the original scheme rather complicated, but many of the Boards have not had an opportunity of submitting their views on the scheme as revised by the appendix.

H.W.B.

14. The question of a committee has been touched on by the Chief Engineer and many of the Presidents, and in view of the many different proposals (different, at least, as far as details are concerned) it perhaps would be well to appoint a committee, including two or three experienced District Board Presidents, two Local Fund Engineers and a Superintending Engineer—if it is decided to reorganize the establishments in any way—to settle details.

I don't think any committee is needed.
H.W.B.
A.E.H.

I have no objection to the opinions of the Accountant-General and of the Examiner being asked, but I think it will suffice to say that Local Fund Engineers are at liberty to send up any suggestions they please. My own view is that the difficulties caused by the audit system are exaggerated.
H.W.B.
A.E.H.

15. The question of audit by the Public Works department has not been much discussed, probably in many cases, as expressly stated in some, from want of knowledge of the subject. It is a matter on which the Accountant-General's opinion and that of the Examiner, Public Works Accounts, would be of value.

16. One of the great complaints made by Local Fund Engineers is that their appointment is practically only temporary, as they are liable to removal at three months' notice by Presidents. Although this appears to be a grievance, yet it is not actually one, as Engineers are not removed without sufficient cause and they can always appeal to Government. So long as their conduct is satisfactory, their appointment is practically permanent. As pointed out by Mr. Higgens (C. No. 466 L.) there should be some means, short of dismissal, of punishing an Engineer, and this would be provided in a graded and transferable establishment.

Mr. LeFanu speaks of Mr. Scott's case. Now Mr. Wynne is as competent an officer as Mr. LeFanu. Mr. Meyer obviously from the letter he has just sent in about his Local Board Engineer is of the same opinion as Mr. Wynne regarding Mr. Scott; and he is also a competent officer. I read all the papers about Mr. Scott more than once and thought he was properly dismissed. Mr. LeFanu perhaps does not know that Nellore was the second district in which Mr. Scott failed to give satisfaction. Anyway, his case is the only case that I know of of a Local Board Engineer's dismissal. A single case in a good many years is not much on which to build a theory of insecurity of tenure of office—see what Mr. Tremenheere says of the advantage Local Boards now enjoy in being able to get rid of a bad servant.
H. W. B[LISS].

Mr. LeFanu's letter should be read. His way of expressing himself is characteristic, but his statements and conclusions are correct almost, or quite, all through. I could add to the names he gives of Railway Engineers who were a curse to the Local Boards whose money they wasted and whose wishes they disregarded.
H.W.B.

I have read Mr. LeFanu's letter with profit and amusement.
A. E. H[AVELOCK]—4-7-96.

17. Mr. LeFanu submits a confidential report objecting strongly to the proposed scheme and pointing out the evils that existed before the present scheme came into force.

18. A proposal is made by several Boards with reference to the appointment of District Engineers. This is that Government or the Chief Engineer should maintain a list not only of all Local Fund Engineers, but of Engineers also who are willing to enter Local Fund service. When a vacancy occurred in any district, the President would then be able to refer to this list and pick the best man available, instead of being limited by his own personal knowledge and the answers to any advertisements he may publish. If such a list were kept, and it was known that it was kept, many people would register their names who would otherwise not hear of vacancies that occurred.

This is a good idea and the Chief Engineer might be told to carry it out.
H.W.B.
Yes.
A.E.H—4-7-96.

W. W. PHILLIPS—19-5-96.

Mr. LeFanu's letter is one which I submit is well worthy of perusal and consideration. He is one of the few officers now in the service who is fully acquainted with the old order of things and with the new. He speaks very plainly and perhaps points things somewhat too keenly, but what he says is in the main true enough. The unfortunate Mr. Dwyer comes in rather too much for Mr LeFanu's wrath: he, however, merely signed and sent in a petition which was prepared by Mr. Syson who is the originator of the movement and who is now keeping it going.

J. F. PRICE—23-5-96.

I continue altogether opposed to the proposed unification scheme. As to details I have noted above.

H. W. B[LISS]—28-5-96.
A. E. H[AVELOCK]—4-7-96.

I will notice the chief features of the memorandum in the order in which they are stated at page 2 of this note—

(*a*) *Consolidated and graded establishment for the whole Presidency.*—At present each Local Fund Board chooses its own Engineer and subordinate staff, and there is no connection between the staff of one district and the staff of another. There is nothing obviously wrong in this, and nothing that would be objected to if there were only a single isolated district in question. The engagement of Engineers subject to three months' notice by employers is not uncommon. It is in accordance with the principles of self-Government that District Boards should fix the pay of their servants and appoint and punish them, and any interference by Government must diminish the extent to which districts govern themselves. Interference with supervision is necessary in Grants II and III, but it is not necessary in Grant I except so far as regards the projection of big works—a matter already provided for. The Local Fund establishments, looking at the Government establishments entertained alongside of them, which did the same work a short time ago, naturally want to be made a Government department, but this cannot be done without divesting the Local Fund Boards of an important part of their control. The general opinion of the Boards is strong on this subject, and it is evident to me that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them, and dismissed by outsiders, they will have very little control over them. This, as the Hon'ble Mr. Bliss points out, would be a reversion to the old arrangement, which had very unsatisfactory results, under worse conditions, inasmuch as the Engineers then employed were superior to the men we could get for Local Fund Boards now. It would make transfers frequent, and they interfere materially with the self-Government of a district, which ought to have servants devoted to it, and be able to count on having those servants as long as it chooses to keep them. The existing staff could not be graded without great difficulty and innumerable complaints. The poorer districts whose Engineers would be at the bottom of the unified list would suffer continuously.

Still it is incontestable that the Local Fund Engineers are discontented, and that good would result from making them more contented. I think this can be done by dividing districts into four grades or classes with different rates of pay, as proposed by Mr. Stephens of Coimbatore and by giving yearly increments of pay (for ten years or so), but promotions from grade to grade should not be made by Government as he proposes. It should be left entirely to Local Fund Boards, and if districts are classed in this way it will be natural for a district of a higher class, when a vacancy occurs there, to see if any Engineer in a lower class would suit it.

As regards appointments there is a serious difficulty. I think from my own experience that Local Fund Boards should have professional help when they have to select Engineers. The Chief Engineer should keep a list of Engineers in the different classes of districts and of applicants for the post of Local Fund Engineer, and Presidents should be directed to consult him before appointments are made. Local Fund Engineers should also have a Provident Fund, as noted below.

(*b*) *Increased Pay.*—Local Fund Engineers are in general well enough paid for the work they have to do. There are many of the existing Engineers who ought not to get as much pay as they do. There can't be a general increase in salaries without taking money from roads, most of which want more money than can be spent on them. It seems to be the unanimous opinion that the subordinate staff is undermanned and underpaid. This is a matter which can best be dealt with by individual Boards, "cutting their coat according to their cloth," and getting the best value they can for their money.

(*c*) *Increased Staff.*—I do not think this is required as regards Engineers, and Local Fund Boards must be left to deal with the question as regards the subordinate staff.

(*d*) *Pension.*—I agree with the Hon'ble Mr. Bliss that the decision that Local Fund Boards shall not be burdened with pensions must be adhered to. The calculations in this memorial are evidently unreliable, and the provision of pensions would subject the Boards to heavy liabilities which cannot be estimated now. Provident Funds are however allowable and have been allowed. All Local Fund Boards should adopt the system, and it should be arranged that they should all have Provident Funds under the same rules, and that the claims on the Provident Fund of his district possessed by a Local Fund servant shall subsist when he goes to another district.

A. E. H[AVELOCK].

If it is decided that the only improvements which will be made are those which I have suggested, or like them, I don't think any good would be gained by the appointment of a committee. Rules embodying them should be prepared under section 144 and published with a view to objections and suggestions under section 145.

J. G[ROSE]—29-6-96.

Mr. Syson and Mr. Macfarlane came to-day as a deputation of the Local Fund Engineers and put before me their requests. These requests are a repetition (with some little modification of the grading scheme) of those set forth in the two memoranda to be found in this file. The following is the substance of what passed at the interview with the deputation.

The requests of the association are as follow :—

(1) The consolidation of the present staff of District Board Engineers into one department.

(2) The grading of districts, so as to fix the pay of the District Board Engineers according to the importance of the work to be done.

(3) The establishment of a pension fund for the whole department.

(4) The formal application of the Uncovenanted Civil Service Leave rules to District Board Engineers and Assistant Engineers.

(5) The grant of exchange compensation allowance.

(6) The grant of travelling allowance at the rate of Rs. 5 a day.

The following is a summary of the remarks of the deputation on these requests :—

(1) The arguments for the creation of a department have been set forth in the memorandum. Particular attention was drawn to the loss on transfer, under the present system, of all benefits of past service in the way of leave and contributions earned from the Provident fund (where there is one).

(2) The proposal to grade districts is a departure from the scheme put before Government in the two memoranda. The object is to meet the argument that personal grading would result in a rich district paying a large amount for salary (in the way of contribution for establishments) and getting only a low paid and inexperienced Engineer. The grading should be done by Government and appointments and promotions should be made and gazetted by Government. The deputation also proposed a time-limit for promotion, similar to that in force in the Public Works department, but they were not clear as to the advantages of this nor as to how it was to be worked.

(3) Mr. Syson adhered to the figures given in his memorandum regarding the liabilities of the proposed Pension fund, but he said they wished all past service to count for pension. When the possibility of a number of the present staff taking invalid pensions at an early date was pointed out to him, he said that the assets of the existing Provident funds (in a few districts only) would be sufficient to meet this contingent liability.

The deputation further urged that the pay of District Board Engineers was not sufficient to allow of their saving enough to provide for them after retirement: they were unable even to take leave when they required it. The grant of pensions would give backbone to the staff, and especially to the subordinates, who are underpaid as compared with similar men in the Public Works department, and the latter have a pension to look forward to.

(4) The Uncovenanted Civil Service Leave rules are usually applied to District Board Engineers now, but this is merely a practice that has grown up. The boards are not really bound by those rules. They should be authoritatively applied to the establishments.

(5) The fall in exchange strikes District Board Engineers as hardly as other Europeans, as regards both expenditure in this country and remittances home. The Boards of South Canara, Cuddapah and Kurnool were in favour of granting it, but the Government refused to permit it. It is granted to employés of the railways and the Madras Bank.

(6) A District Board Engineer gets the travelling allowance of an Assistant Engineer of the Public Works department; yet he has to travel over a larger area and more rapidly than an Executive Engineer of that department. The deputation asks that they should be given the travelling allowance of a Public Works Executive Engineer, viz., Rs. 5 a day.

In reply to inquiries, Mr. Macfarlane said the roads of that district (Salem) had deteriorated very much and some of them are almost impassable. The grant is barely sufficient for maintenance and money is needed to get the roads into proper order. As regards Tanjore, Mr. Syson said that there were no funds for the extension and development of roads.

It was then pointed out to the deputation that the introduction of the scale of establishment given in the second memorandum would involve an additional charge of Rs. 1,13,000 per annum, but they replied that the cost of establishment would still be below 20 per cent. of the expenditure on works. Asked where the money was to come from, as they had already admitted that the funds available were not sufficient for the roads even with the present scale of establishment, they suggested that the cess on land should be increased by three pies in the rupee.

A question was then put to them as to the work done by District Board Engineers. They said that this consisted of the maintenance and making of roads, the building of bridges, hospitals, schools, travellers' bungalows and chattrams. Mr. Macfarlane built a number of bridges, both stone and iron, when he was in Canara. Mr. Syson has built four large bridges in Tanjore; one had three spans of 40 feet and another three spans of 50 feet. The plans and estimates are all prepared by the District Board Engineer and merely submitted to the Public Works department for scrutiny. The work is carried out by the District Board Engineer. Hospitals and schools are now built on type designs.

2. I agree with the Hon'ble Mr. Bliss that highly-qualified Engineers imported from Britain are not needed for the carrying out of the works which are entrusted to the Local Board Engineers, consisting chiefly as those works do of maintenance of roads. I also cordially endorse Mr. Bliss's opinion that Engineers locally born and trained, or locally trained, would fully meet the wants of Local Boards, and that the staff of those Boards should be recruited from that source. But the Local Boards are already provided with a staff of Engineers, who are mostly Europeans. These officers, or some of them at any rate, suffer under disabilities which have engendered a feeling of discontent among them. Something should, I think, be done to improve their position. As regards existing holders of office, I would (1) grant them compensation allowance (I am told that European Railway employés and Bank clerks are allowed compensation). I would (2) extend to them the Uncovenanted Civil Service leave rules. I would (3) grant to those receiving Rs. 500 and upwards, travelling allowance at Rs. 5 per day, instead of Rs. 4.

See below—page 10.

J. G[ROSE].

3. As regards the future, I would suggest a reorganized scheme with the following establishment, graded on the principle suggested by the deputation whom I saw to-day, but with lower scales of salary. I would designate the officers by the style of surveyors of roads, or by some other style, differing from the titles used in the Public Works department:—

J.G.

I doubt if this pay is sufficient.
J.G.

			RS.
Five first-class surveyors	on Rs. 500	..	= 2,500
Six second-class ,,	on ,, 400	..	= 2,400
Ten third-class ,,	on ,, 300	..	= 3,000
Two assistant surveyors	on Rs. 200	..	= 400
Three ,,	on ,, 150	..	= 450
Four ,,	on ,, 100	..	= 400
	Monthly	..	9,150
	Annually	..	1,09,800

4. These officers should be graded according to the wealth and importance of the districts [as in the following statement]—

Districts.	Area.	Average receipts during the last five years.	Average outlay on Public Works during the last five years.	Order of merit in point of Area.	Receipts.	Public Works outlay.	Grade of Local Board Engineer.	Grade of Assistant Local Board Engineer.	Remarks.
	ACS.	RS.	RS.	ACS.	RS.	RS.			
1. Anantapur ..	5,266	1,25,594	46,021	12	21	21	III	..	
2. Arcot, North ..	7,356	4,03,981	1,59,324	8	7	6	II	II	
3. Arcot, South ..	5,200	3,90,408	1,84,104	13	8	7	II	II	
4. Bellary	5,946	2,45,443	1,26,507	9	15	14	III	..	
5. Canara, South ..	3,897	2,34,167	1,09,406	17	18	17	III	..	
6. Chingleput ..	3,088	2,59,955	1,18,633	20	14	15	III	..	
7. Coimbatore ..	7,845	3,63,494	1,79,353	5	9	8	II	..	
8. Cuddapah ..	8,703	2,40,916	1,06,745	3	16	18	III	..	
9. Ganjám	4,877	2,94,941	1,40,693	14	13	13	III	..	
10. Gódávari ..	4,770	6,55,496	3,40,142	15	2	1	I	I, II	There are two Assistant Engineers in this district.
11. Kistna	8,376	5,72,423	3,16,045	4	3	2	I	II	
12. Kurnool	7,509	2,24,952	95,669	7	19	19	III	..	
13. Madura	8,790	4,79,919	2,37,920	1	4	3	I	II	
14. Malabar	5,554	4,47,212	2,01,160	10	5	5	I	I, II	Do. do.
15. Nellore	8,736	3,18,820	1,43,304	2	12	12	II	..	
16. Nilgiris	937	1,35,268	83,835	21	20	20	III	..	
17. Salem	7,521	3,58,684	1,66,572	6	10	11	II	..	
18. Tanjore	3,684	9,18,651	2,36,258	18	1	4	I	..	
19. Tinnevelly ..	5,376	4,38,937	1,73,637	11	6	10	II	II, II	Do. do.
20. Trichinopoly ..	3,614	2,37,863	1,13,468	19	17	16	III	..	
21. Vizagapatam ..	4,591	3,44,466	1,77,746	16	11	9	III	..	

Such gradation to be decided by Government.

H. W. B[LISS].

The Chief Engineer should keep a list of men eligible for these appointments, from which the Presidents of Boards may choose. I would give no rupee compensation and no pensions. To the first three classes, I would allow travelling allowance at Rs. 4 per diem, and to the lower three classes, travelling allowance at Rs. 3 per diem. I would allow the general leave rules to apply.

But there should be Provident funds.
J. G[ROSE].

See note on pages 10 and 11.

H.W.B.
J.G.

5. The above scheme would result in a saving in the cost of establishment of Rs. 55,200, the present amount being Rs. 1,65,000 per annum, and the amount under the proposed scheme being Rs. 1,09,800. This saving, I would employ towards increasing the pay of the subordinate staff, which is admitted, on all hands, to be underpaid.

6. In order to bring into this body of officers some degree of continuity of service and prospect of advancement, I would instruct the Local Boards that, as a rule, the Government would decline to approve a nomination to a vacancy, except from among the list of men holding office as surveyor of roads. This limitation should perhaps not apply to the two lowest grades of surveyors, who may be recruited from outside, a choice being usually made from the list of candidates kept by the Chief Engineer. In all other matters, such as dismissal and discipline, I would leave to the Boards the powers and discretion they now exercise.

H.W.B.
J.G.

7. With regard to the men who now form the body of Local Fund Engineers, I would let any, who wish, place themselves under the new scheme. The lower paid ones would probably choose to do this, as their prospects of promotion would be thereby improved. Officers who so join the scheme would be placed in grades carrying the amount of salary nearest to the amount of salary they now receive, but no immediate increase of salary should be given. Thus, a man now receiving Rs. 375 would be put into the Rs. 400 grade, but would continue to draw Rs. 375 per month.

Nearly all the existing body of officers are better paid already, so I fear few would join.

H. W. B[LISS].

But there is no objection to their joining if they like.

J. G[ROSE].

8. The above scheme is roughly sketched. If its principles are concurred in, it will need amending and elaboration. My object in suggesting it has been, while remedying, to some extent, the disabilities complained of by the existing Local Board Engineers, to prepare the way for a system better suited to the needs of the Local Boards than the present one.

A. E. H[AVELOCK]—4-7-96.

As to His Excellency's proposals above regarding the existing Local Board Engineers—

(1) As to the grant of exchange compensation allowance—it appears that certain boards before proposed this, but that Government negatived the proposal. I should like to see the papers before giving a final opinion. But it occurs to me that to grant exchange compensation allowance to a man, merely because he is a European, is a mistake of principle. To my mind, before exchange compensation allowance is granted, a man should show not only that he is a European but also that he holds an office of such a nature as the exigencies of the public service require ordinarily to be held by Europeans For instance, I have known Europeans hold the office of Tahsildar. But why should a European Tahsildar get exchange compensation allowance? It is not necessary to the efficiency of the service that we should have any European Tahsildars. If a European chooses to take such an office, he should, in my opinion, take it with the same conditions as attach to it when held by the class (natives) which ordinarily fills it.

This is obviously true as regards future holders of office, but I think some compensation should be granted to present incumbents, only it should be calculated with reference to the rate of exchange when they entered the service.

J.G.
A. E. H[AVELOCK]—20-10-96.

(2) As to the Uncovenanted Civil Service Leave rules—in practice, these are usually applied. But there is no objection to the Local Boards being moved to make them formally applicable (by rule under section 46 (1) (iii) of the Act) to all their subordinates.

J.G.

(3) As to the rate of travelling allowance—Local Boards fix this. Sub-Collectors draw, however, only Rs. 4 per diem. I consider that rate ample, save in specially dear localities. The argument as to size of jurisdiction and rapid travelling does not apply, for (1) if an officer is compelled to travel rapidly he should get mileage under the rules, and (2) it is not usually advisable that a Local Board Engineer should travel rapidly. I may add that whatever the rate, it should not vary with pay. The men may get different rates of pay, but they are of the same class in life and their requirements as to conveyance, etc., when travelling are practically the same. We argued on this basis with the Government of India quite recently in the case of the district registrars, and it would be illogical to adopt another method now.

I agree with the Hon'ble Mr. Bliss.

J.G.

2. His Excellency has not noticed the questions of the universal establishment of Provident funds and of the institution of a rule that when a man changed his district he should carry with him the benefits he had already acquired under his Provident fund, so I presume he agrees with what has already been said on these subjects.

I think there should be Provident funds in all districts with a continuity of benefits.

J.G.

A.E.H.—20-10-96.

3. Regarding His Excellency's proposals for the future—I agree with a great deal of what he has said, but I do not think he has proposed sufficiently high rates of pay. Assuming that the establishment is to consist of men educated at the Local Engineering College, as I think it should, the rates of pay must bear some relation to the rates of pay drawn by other men from the same college who have got into the Public Works department. I doubt if, on this basis, His Excellency's rates would be high enough. Overseers in the Public Works department get, I believe, Rupees 100, 80 and 60 according to grade. If so, Rs. 100 would not be enough for the lowest grade of assistant road surveyor (Engineer). Let us see a statement of what the Public Works department Sub-Engineers, supervisors and overseers are paid and what allowances they get.

J. G[ROSE]—14 7-96.

H. W. B[LISS]—11-7-96.

The question of granting exchange compensation allowance to Local Board Engineers was fully considered when the South Canara Board came up in 1893 and the members of the then Government were unanimous in thinking that the grant should not be allowed. This precedent has since been followed with the concurrence, I see, of the Hon'ble Mr. Grose. I think that decision was right. The arguments used in my note of 11th July 1896 were not brought forward before, but I do not see that they can be answered. Any way, they have not been answered. The question of the increase of Mr. Syson's pay was settled, so far as I am concerned, on a different ground, viz., that of his length of service under the Tanjore Board.

H. W. B[LISS].

I adhere to my views about giving compensation to present incumbents.

J.G.—28-9-96.
A. E. H[AVELOCK]—20-10-96.

With reference to paragraph I (1) of the Honourable Member's note of 11th July 1896, the following note is submitted. The District Boards of South Canara and Cuddapah proposed to grant their Engineers exchange compensation allowance, but it was disallowed by Government (G.Os., No. 2689 L., dated 23rd December 1893, and No. 3 L., dated 8th January 1894). Mr. Scott's (the Local Fund Engineer, Nellore) request for the same was refused in G.O., No. 508 L., dated 15th March 1894. The Tanjore District Board was allowed to raise Mr. Syson's pay until the rupee rose to 1*s.* 4*d.* (G.O., No. 1301 L., dated 17th July 1894).

In order to enable me to judge what rates of pay would be reasonable as compared with those drawn in the Public Works department, I should now like to know how far in practice (not in theory) the members of the several classes of—

Sub-overseers.	Supervisors.
Overseers.	Sub-Engineers.

may each expect to rise to the classes superior to their own, and how far Sub-Engineers may expect to rise to Assistant (?) and Executive (?) Engineers and on what rates of pay. The Chief Engineer should be asked.

H.W.B.—8–8–96.

2. With regard to the pay of Public Works department upper subordinates, please see Government of India Public Works Code, page 9, section 17, for rates of pay. Their travelling allowance is regulated in accordance with the Civil Service Regulations (please see page 159 of the same Code). The rates of allowance range from Rs. 8 to Rs. 3 (please see Civil Service Regulations, page 424). The whole file is not resubmitted for convenience sake as it is such a large one.

W. W. PHILLIPS—23–7–96.

J. F. PRICE—6–8–96.

A note by the Chief Engineer dated 19th August 1896 is submitted with reference to the Honourable Member's note of the 8th.

W. W. PHILLIPS—26–8–96.

J. F. PRICE—28–8–96.

There is an objection to the use of the term surveyors, though I do not think it is conclusive. Perhaps it would be better to call them Local Fund Sub-Engineers.

J. G[ROSE]—28–9–96.

They might be called Local Board Engineers and Assistant Local Board Engineers as suggested below by the Hon'ble Mr. Bliss.

A. E. H[AVELOCK]—20–10–96.

It seems to me that the sort of men who are required for service as Local Board Engineers (or whatever they may be called—I hardly like the title of surveyors of roads, surveyors in this country being both by education and pay a distinctly lower class of men than any kind of Engineer) are the sort who are now employed by Government as Sub-Engineers. If so, His Excellency's scale of pay and that paid to upper subordinates in Government service will compare as follows:—

Government service.

Sub-Engineers—	Rs.
1st grade	400
2nd ,,	300
3rd ,,	250
Supervisors—	
1st grade	200
2nd ,,	150
Overseers—	
1st grade	100
2nd ,,	80
3rd ,,	60
Sub-overseers—	
1st grade	Rs. 50—10*—70
2nd ,,	,, 35— 5*—45
3rd ,,	,, 25— 5*—35

His Excellency's proposals.

Local Board Engineers—	Rs.
1st class	500
2nd ,,	400
3rd ,,	300
Assistant Local Board Engineers—	
1st class	200
2nd ,,	150
3rd ,,	100

[His Excellency did not deal with the lower grades of employés.]

*Quinquennial increment.

2. The chance of a Government Sub-Engineer rising to Assistant Engineer seems to be but small—I think it may be neglected. On the other hand, Local Board Engineers do not get pensions as Government servants do. Allowing for this, I now think that the rates of pay proposed by His Excellency are sufficiently liberal for the class of men it is sought to engage, viz., natives of the country, not men who expect to mix in European society and to educate their children in Europe.

On reconsideration I think so, too.

J.G.—28–9–96.

3. Assistant Engineers under Local Boards should, I think, be paid as Government supervisors are. I would not go below Rs. 150. Even allowing for the Local Board bonus funds, the former class will not be quite as well off as the latter; but then I don't know that men of the same qualifications are required.

J.G.

For overseers and sub-overseers I think the Local Boards should adopt the Government scale of pay. They won't get as good men as they need unless they do.

J.G.—28–9–96.
A.E.H.—20–10–96.

H. W. B[LISS]—31–8–96.

Remarks on the draft order.

Paragraph 5 of the draft order.—There are now ten Assistant Engineers in the employ of Local Boards. The No. 7 fixed by His Excellency has therefore been raised to 8. In addition to these, there are now 22 Local Fund supervisors in independent charge of portions of districts and their pay varies from Rs. 90 to Rs. 200, as will be seen from page 230 of the last Quarterly Civil List. The status of these officers is higher than that of overseers, and lower than that of Assistant Engineers, although the nature of their work is identical with that of the latter. It is therefore for consideration whether the number of Assistant Engineers of the second class may not be increased by 22, and the class of Local Fund supervisors abolished altogether, without, however, in any way, affecting the salaries of the present incumbents.

V. RAGHAVA CHARLU—14–11–96.

But there are only five on Rs. 150 and upwards—Coimbatore (1), Ganjám (1), Kistna (2) and Tanjore (1).

There are seven on Rs. 100 which is pay of a first-grade overseer and one on Rs. 90; two on Rs. 110; one on Rs. 112–8–0; three on Rs. 120; two on Rs. 125; one on Rs. 135.

It would be sufficient to put these five on the Assistants' list: the rest might remain as overseers with a special allowance as being "in independent charge." I don't think it would be desirable to put the Assistant class as a class on less pay than Rs. 150: the Engineers are to be recruited from them.

H. W. B[LISS].
J. G[ROSE].
A. E. H[AVELOCK].

G. S. FORBES—27–11–96.

Passed subject to the remarks below.

If the decision as to exchange compensation allowance is maintained by my Honourable Colleagues, please send me proof before issue, that I may record a minute of dissent, based on the ground that such a grant would be contrary to principle.

H. W. B[LISS]—1–12–96.

I still maintain it. I don't think any principle is violated by giving this small increase of pay to a few individuals in order to remove discontent which causes harm to the public service.

J. G[ROSE]—5–12–96.

I also still maintain it.

A. E. H[AVELOCK]—8–12–96.

Submitted to the Hon'ble Mr. Bliss with reference to his note of 1st December 1896.

G. S. FORBES—18–12–96.

Minute attached.

H. W. B[LISS]—7–1–97.

The Hon'ble Mr. Grose
His Excellency the Governor } to see the Hon'ble Mr. Bliss' minute of dissent.

G. S. FORBES—8-1-97.

Seen.

J. G[ROSE]—11-1-97.

Seen.

A. E. H[AVELOCK]—15-1-97.

Now issue.

G. S. FORBES—16-1-97.

[G.O., No. 86 L., dated 16th January 1897.]

this cause since they entered Local Board service, I am of opinion that the mere fact that a man is a European is not adequate ground for granting him exchange compensation. I consider that a much more accurate criterion of the expediency of the grant is to be found in the reply to the question: Does he hold an office which, in the interests of the public service, it is necessary to fill by the appointment of a European? I have known cases in which Europeans held the office of Tahsildar, an office especially intended for and suitable to natives of the country. Is it necessary to the efficiency of the administration that such persons should receive exchange compensation allowance? Certainly not; and there is no other ground on which exchange compensation can properly be granted, for it is not a case of charity, and, if it were, we should not be justified in being charitable with the public funds which we administer. Similarly, as to the Europeans among the Local Board Engineers. We have decided that the office is not one to which, in the interests of the public service, it is necessary to appoint Europeans. Those Europeans, therefore, who choose to take office as Local Board Engineers should do so on the same terms as the persons (natives, that is) who in our judgment are the most suitable persons to hold such office. There is no reason why distinctions should be made in such a case and exchange compensation be granted to some occupants of the office, not because the needs of the public service require the employment of Europeans, but because they happen, being Europeans, to have found it convenient to accept offices which would better be filled by natives.

7th January 1897. (Signed) H. W. BLISS.

ORDER—No. 86 L., dated 16th January 1897.

In the proceedings read above, a memorial with the accompanying memorandum, received from the District Board Engineers on the question of reorganizing the Local Fund Engineering establishments, was referred to the Chief Engineer, Public Works Department, and to all district boards for remarks, and information was called for from the Governments of Bombay, Bengal, the North-Western Provinces and the Punjab as to the organization, working and control of the corresponding establishments in those provinces. The papers read above are the replies received.

2. The proposals made in the memorandum, as modified by the appendix to it subsequently transmitted, are—

(1) the consolidation of the present staff of District Board Engineers into one department for the whole presidency, the pay being graded and the rates of salary being increased;
(2) the reform and improvement of the subordinate staff;
(3) the establishment of a Pension fund for the whole department; and
(4) the abolition of the present agency for the inspection of Local Fund accounts and the transfer of the work to the Examiner of Public Works Accounts.

A deputation from the Local Fund Engineers' Association subsequently waited on His Excellency the Governor and made the following additional or modified requests:—

(5) the grading of the pay of District Board Engineers on the unified list according to districts so as to fix it with reference to the importance of the work to be done;
(6) the formal application of the Uncovenanted Civil Service Leave rules to District Board Engineers and Assistant Engineers;
(7) the grant of exchange compensation allowance; and
(8) the grant of travelling allowance at the rate of Rs. 5 a day.

3. These proposals and the replies received from the several officers and district boards consulted on the subject have now been fully and carefully considered by His Excellency the Governor in Council. Before, however, proceeding to pass orders in

detail on these proposals, the Government would make the following general observations with reference to the main features of the scheme and the arguments which in a greater or less degree underlie it both in its original and in its modified form.

The control of local boards over their engineering establishments is based upon the fundamental principles of local self-government. It is in accordance with these principles that district boards should fix the pay of their servants, appoint them and dispense with their services; and any interference by Government in these directions must diminish the extent to which the boards are entrusted with the management of their own affairs. In the case of the administration of some portions of local expenditure, such as the educational and medical grants, the intermediate supervision of Government officers may still be required, but in the case of the class of public works which are in the care of the district boards such supervision, beyond the assistance already afforded under the rules by the Public Works Department in advising upon the projection of large works, is not called for, and therefore in the opinion of Government no primary necessity exists for constituting the executive staff employed by the boards as a Government department and depriving the boards of an important part of their control. The general opinion of the district boards is strong on the subject, and it is evident that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them and dismissed by outside authority, they will retain very little control over them. The scheme would in substance be a reversion to the old arrangement by which the officers of the Public Works Department discharged executive duties for the boards—an arrangement which proved extremely unsatisfactory, although the engineers then available were, generally speaking, much superior in training and skill to the engineers procurable by district boards.

With regard to the grading of all the Local Fund Engineers on a consolidated list, this could not be done without making transfers of officers frequent. The boards ought to have servants devoted to them and be able to count on having those servants as long as they choose to pay them and can retain their services. But under the scheme they would be largely deprived of this most important advantage. Nor, even if the measure were otherwise expedient, could the existing staff be graded without the greatest difficulty and innumerable complaints. The poorer districts, whose engineers would be at the bottom of the unified list, would also suffer continuously.

His Excellency the Governor in Council is accordingly of opinion that no case has been made out for reconstituting, unifying and grading the officers concerned as commended in the scheme submitted to it. This decision disposes of proposals 1 and 5, which are therefore rejected.

4. The present discussion has, however, led the Government to consider whether the existing system of recruiting and paying Local Board Engineers is the most suitable to meet the requirements of the case; and His Excellency the Governor in Council has arrived at the conclusion that, having regard to the class of works entrusted to the execution of these officers, the entertainment of a body of highly-paid engineers imported from Europe is not demanded. The great bulk of the operations consists in the maintenance of roads, the upkeep of culverts and bridges and the construction and repair of buildings requiring no great professional skill, while in respect of new projects of importance the plans and estimates are subject to the technical scrutiny of the Public Works Department. Moreover, from the financial point of view very few of the local boards are in a position to incur increased expenditure on establishments. All the money that can be spared is wanted for "communications" which are now generally in an unsatisfactory condition in every district. The additional allotments required for this purpose can be procured only by the exercise of the most rigid economy. In these circumstances, the Government considers that local boards will have their wants fully and efficiently met by employing engineers locally born and trained or locally trained and that for the future they should recruit their staff from that source.

5. The following scale of establishment, regulated as to pay with reference to the wealth and importance of the districts, will accordingly be strongly recommended for adoption by district boards, and the Government will for the future disallow proposals not made in accordance therewith:—

Local Board Engineers.

	Districts.
Five, 1st class, on Rs. 500 each	Gódávari. Kistna. Madura. Malabar. Tanjore.
Six, 2nd class, on Rs. 400 each	North Arcot. South Arcot. Coimbatore. Nellore. Salem. Tinnevelly.
Ten, 3rd class, on Rs. 300 each	Anantapur. Bellary. South Canara. Chingleput. Cuddapah. Ganjám. Kurnool. Nilgiris. Trichinopoly. Vizagapatam.

Assistant Local Board Engineers.

Two, 1st class, on Rs. 200 each	Godávari. Malabar.
Thirteen, 2nd class, on Rs. 150 each.	

With regard to the number assigned for the second class of Assistant Engineers, this has been provisionally fixed by including with the eight Assistant Engineers now employed by the boards of the marginally noted districts * five supervisors in independent charge who are drawing Rs. 150 in the districts noted in the margin †.

* North Arcot. South Arcot. Gódávari. Kistna.	Madura. Malabar. Tinnevelly (2).	
† Coimbatore. Ganjám.	Tanjore. Kistna (2)	

The Engineers and Assistant Engineers in the present employ of the boards may retain their existing rates of pay, but should be allowed to place themselves under the new scheme if they so prefer, those who join it being placed in the class carrying the rate of pay next above that which they now receive, but without an immediate increase of salary. In order to bring into this body of officers some degree of continuity of service and prospect of advancement, Presidents of District Boards will be informed that, as a rule, the Government will decline to approve a nomination to a vacancy among the Local Board Engineers, except from among the persons of approved service already holding that office or that of Assistant Local Board Engineer. For filling up vacancies in the staff of Assistant Local Board Engineers, the Chief Engineer, Public Works Department, will be requested to maintain a list of persons who are eligible for, and willing to take up, the appointment, so that the Presidents of District Boards may be able to make a choice from this list.

While the engineering staff should be recruited for the future on the above lines, His Excellency in Council recognizes that the officers now in the service of the local boards are mostly Europeans, and that they, or some of them, suffer under disabilities which have engendered a feeling of discontent. The only special concession, however, which Government can see its way to recommending in their behalf to the favourable consideration of the boards is the payment of an exchange compensation as explained below—*vide* proposal 7 *infra*.

6. The remaining proposals embodied in the memorial will now be considered in order.

Proposal 2.—The Government agrees that the subordinate engineering staff requires strengthening and that the pay and prospects should be improved so as to obtain the services of a better class of men than those now employed. The Government believes the boards will be more likely to secure such men by introducing the scale of pay allowed to overseers and sub-overseers in the Public Works Department. This will therefore be recommended for adoption by district boards:—

Overseers.

	Salary. Rs.
First grade	100
Second grade	80
Third grade	60

Sub-Overseers.

First grade	50—10*—70
Second grade	35— 5*—45
Third grade	25— 5*—35

*Quinquennial increments.

Subordinates in independent charge now drawing over Rs. 100 and less than Rs. 150 may retain the difference as a special charge allowance until they can be absorbed in the regular grades as now proposed.

Proposal 3.—As regards the establishment of a *Pension Fund*, the Government sees no reason to reconsider the orders already passed on the subject to the effect that local boards cannot undertake the responsibility of granting pensions to their servants. The calculations in the memorandum submitted with the memorial are evidently untrustworthy and the provision of pensions would subject the boards to heavy liabilities which cannot be foreseen. All district boards, however, will be recommended to adopt the system of Provident funds working under the same rules, it being arranged that the claims possessed by a local fund servant on the Provident fund of one district shall subsist when he is transferred to another district. A set of draft rules for the establishment of funds on the lines indicated will be prepared in the Government office and published for criticism in due course.

Proposal 4.—As regards the agency for the inspection of Local Fund accounts, the Government is disposed to think that the difficulties complained of as caused by the present system are exaggerated. The Government will, however, be prepared to receive from the Local Board Engineers through the proper channels any definite suggestions they may wish to offer on the subject.

Proposal 6.—As to the extension of the Uncovenanted Civil Service leave rules, it is observed that under No. 76 of the Local Fund rules published under G.O., No. 918 L., dated 25th April 1889, the provisions of the Civil Service Regulations are already applicable to Local Fund servants, including Engineers. No further action therefore appears to be necessary in this matter. As regards the complaint that the service of District Board Engineers is temporary and that they are liable to dismissal on three months' notice, it is remarked that under paragraph 2 of G.O., No. 2304 L., dated 8th October 1889, communicated with G.O., No. 1502 L., dated 16th June 1890, they can be removed only on proof of definite charges of misconduct or inefficiency, such charges being reduced to writing and the defence of the incriminated officer recorded on each; and there remains an appeal to Government.

Proposal 7.—With regard to the grant of exchange compensation allowance, His Excellency the Governor in Council is pleased, as indicated in paragraph 5 *supra*, to express his willingness to sanction the payment of this allowance to such of the District Board Engineers already employed as would be eligible for it if in the service of Government. Applications should be submitted to Government for sanction, with particulars of the amount of compensation admissible and with a clear statement of the applicant's title to be considered eligible for the grant.

Proposal 8.—The request that the Engineers should be granted travelling allowance at the rate of Rs. 5 a day is inadmissible. The present rate of Rs. 4 is, in the opinion of Government, ample, except in specially dear localities. The argument as to the area to be covered and rapid travelling is not convincing, for, if an officer is compelled to travel rapidly he is entitled to mileage under the rules, and it is not usually advisable that a Local Board Engineer should travel rapidly.

(True Extract.)

G. S. FORBES,
Secretary to Government.

To all Presidents of District Boards.
" the Public Works Department.
" the Accountant-General.

Exd. S. J. Pereira.

Government {1897} of Madras.

LOCAL AND MUNICIPAL.

Recd. } 1897. *Enclosures*

Regd. } *Spare copies*

G.O., No. 86 L., 16th January 1897.

JANUARY.

Local Fund Engineering Establishments.

Passing orders in regard to the reorganization of the —.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

READ—again the following paper :—

G.O., No. 2464 L., dated 21st December 1895.

ABSTRACT.—Forwarding to the Public Works Department, for the opinion of the Chief Engineer, certain memorials on the subject of the consolidation of the Local Fund Engineering department, and calling for a report from the Presidents of District Boards on the matter before 15th February 1896.

READ—also the following papers :—

From the Honorary Secretary, Local Fund Engineers' Association, dated 6th February 1896.

ABSTRACT.—Submitting, for information of Government, six copies of an appendix to the memorandum on the proposed consolidation scheme of Local Fund Engineering department.

From the Public Works Department, No. 1035-C, dated 22nd February 1896.

ABSTRACT.—Transferring note by the Chief Engineer, Public Works Department, regarding the consolidation of the Local Fund Engineering department.

File of replies to G.O., No. 2464 L., dated 21st December 1895, from the Presidents of District Boards.

From the Secretary to the Government of Bengal, No. 479-L.S.G, dated 6th February 1896.

From the Secretary to the Government of North-Western Provinces and Oudh, No. 159—IX-57, dated 7th February 1896.

From the Secretary to the Government of Bombay, No. 825, dated 19th February 1896.

From the Secretary to the Government of Punjab, Public Works Department, No. 1292, dated 28th February 1896.

From the Under Secretary to Government, North-Western Provinces and Oudh, Public Works Department, No. 4291, dated 2nd June 1896.

From the Public Works Department, No. 1113-D, dated 19th August 1896.

Read—also minute by the Hon'ble Mr. Bliss, C.I.E., dated 7th January 1897.

MINUTE.

I regret that I cannot concur with this draft Government Order in regard to the proposal to grant exchange compensation allowance to Local Board Engineers. The sole ground of the proposal is that they are Europeans, who are assumed to have been injured by the fall in exchange during recent years. Leaving, however, out of the question the fact that some at least of them received their appointments after the serious fall in exchange, say to 1*s.* 2*d.*, occurred, and have therefore not suffered by

this cause since they entered Local Board service, I am of opinion that the mere fact that a man is a European is not adequate ground for granting him exchange compensation. I consider that a much more accurate criterion of the expediency of the grant is to be found in the reply to the question: Does he hold an office which, in the interests of the public service, it is necessary to fill by the appointment of a European? I have known cases in which Europeans held the office of Tahsildar, an office especially intended for and suitable to natives of the country. Is it necessary to the efficiency of the administration that such persons should receive exchange compensation allowance? Certainly not; and there is no other ground on which exchange compensation can properly be granted, for it is not a case of charity, and, if it were, we should not be justified in being charitable with the public funds which we administer. Similarly, as to the Europeans among the Local Board Engineers. We have decided that the office is not one to which, in the interests of the public service, it is necessary to appoint Europeans. Those Europeans, therefore, who choose to take office as Local Board Engineers should do so on the same terms as the persons (natives, that is) who in our judgment are the most suitable persons to hold such office. There is no reason why distinctions should be made in such a case and exchange compensation be granted to some occupants of the office, not because the needs of the public service require the employment of Europeans, but because they happen, being Europeans, to have found it convenient to accept offices which would better be filled by natives.

7th January 1897. (Signed) H. W. BLISS.

ORDER—No. 86 L., dated 16th January 1897.

In the proceedings read above, a memorial with the accompanying memorandum, received from the District Board Engineers on the question of reorganizing the Local Fund Engineering establishments, was referred to the Chief Engineer, Public Works Department, and to all district boards for remarks, and information was called for from the Governments of Bombay, Bengal, the North-Western Provinces and the Punjab as to the organization, working and control of the corresponding establishments in those provinces. The papers read above are the replies received.

2. The proposals made in the memorandum, as modified by the appendix to it subsequently transmitted, are—

(1) the consolidation of the present staff of District Board Engineers into one department for the whole presidency, the pay being graded and the rates of salary being increased;
(2) the reform and improvement of the subordinate staff;
(3) the establishment of a Pension fund for the whole department; and
(4) the abolition of the present agency for the inspection of Local Fund accounts and the transfer of the work to the Examiner of Public Works Accounts.

A deputation from the Local Fund Engineers' Association subsequently waited on His Excellency the Governor and made the following additional or modified requests :—

(5) the grading of the pay of District Board Engineers on the unified list according to districts so as to fix it with reference to the importance of the work to be done;
(6) the formal application of the Uncovenanted Civil Service Leave rules to District Board Engineers and Assistant Engineers;
(7) the grant of exchange compensation allowance; and
(8) the grant of travelling allowance at the rate of Rs. 5 a day.

3. These proposals and the replies received from the several officers and district boards consulted on the subject have now been fully and carefully considered by His Excellency the Governor in Council. Before, however, proceeding to pass orders in

detail on these proposals, the Government would make the following general observations with reference to the main features of the scheme and the arguments which in a greater or less degree underlie it both in its original and in its modified form.

The control of local boards over their engineering establishments is based upon the fundamental principles of local self-government. It is in accordance with these principles that district boards should fix the pay of their servants, appoint them and dispense with their services; and any interference by Government in these directions must diminish the extent to which the boards are entrusted with the management of their own affairs. In the case of the administration of some portions of local expenditure, such as the educational and medical grants, the intermediate supervision of Government officers may still be required, but in the case of the class of public works which are in the care of the district boards such supervision, beyond the assistance already afforded under the rules by the Public Works Department in advising upon the projection of large works, is not called for, and therefore in the opinion of Government no primary necessity exists for constituting the executive staff employed by the boards as a Government department and depriving the boards of an important part of their control. The general opinion of the district boards is strong on the subject, and it is evident that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them and dismissed by outside authority, they will retain very little control over them. The scheme would in substance be a reversion to the old arrangement by which the officers of the Public Works Department discharged executive duties for the boards—an arrangement which proved extremely unsatisfactory, although the engineers then available were, generally speaking, much superior in training and skill to the engineers procurable by district boards.

With regard to the grading of all the Local Fund Engineers on a consolidated list, this could not be done without making transfers of officers frequent. The boards ought to have servants devoted to them and be able to count on having those servants as long as they choose to pay them and can retain their services. But under the scheme they would be largely deprived of this most important advantage. Nor, even if the measure were otherwise expedient, could the existing staff be graded without the greatest difficulty and innumerable complaints. The poorer districts, whose engineers would be at the bottom of the unified list, would also suffer continuously.

His Excellency the Governor in Council is accordingly of opinion that no case has been made out for reconstituting, unifying and grading the officers concerned as commended in the scheme submitted to it. This decision disposes of proposals 1 and 5, which are therefore rejected.

4. The present discussion has, however, led the Government to consider whether the existing system of recruiting and paying Local Board Engineers is the most suitable to meet the requirements of the case; and His Excellency the Governor in Council has arrived at the conclusion that, having regard to the class of works entrusted to the execution of these officers, the entertainment of a body of highly-paid engineers imported from Europe is not demanded. The great bulk of the operations consists in the maintenance of roads, the upkeep of culverts and bridges and the construction and repair of buildings requiring no great professional skill, while in respect of new projects of importance the plans and estimates are subject to the technical scrutiny of the Public Works Department. Moreover, from the financial point of view very few of the local boards are in a position to incur increased expenditure on establishments. All the money that can be spared is wanted for "communications" which are now generally in an unsatisfactory condition in every district. The additional allotments required for this purpose can be procured only by the exercise of the most rigid economy. In these circumstances, the Government considers that local boards will have their wants fully and efficiently met by employing engineers locally born and trained or locally trained and that for the future they should recruit their staff from that source.

5. The following scale of establishment, regulated as to pay with reference to the wealth and importance of the districts, will, accordingly, be strongly recommended for adoption by district boards, and the Government will for the future disallow proposals not made in accordance therewith:—

Local Board Engineers.

	Districts.
Five, 1st class, on Rs. 500 each	Gódávari. Kistna. Madura. Malabar. Tanjore.
Six, 2nd class, on Rs. 400 each	North Arcot. South Arcot. Coimbatore. Nellore. Salem. Tinnevelly.
Ten, 3rd class, on Rs. 300 each	Anantapur. Bellary. South Canara. Chingleput. Cuddapah. Ganjám. Kurnool. Nilgiris. Trichinopoly. Vizagapatam.

Assistant Local Board Engineers.

Two, 1st class, on Rs. 200 each .. .. Gódávari. Malabar.

Thirteen, 2nd class on Rs. 150 each.

With regard to the number assigned for the 2nd class of Assistant Engineers, this has been provisionally fixed by including with the eight Assistant Engineers now employed by the boards of the marginally noted districts * five supervisors in independent charge who are drawing Rs. 150 in the districts noted in the margin†.

* North Arcot.	Madura.
South Arcot.	Malabar.
Gódávari.	Tinnevelly (2).
Kistna.	
† Coimbatore.	Tanjore.
Ganjám.	Kistna (2).

The Engineers and Assistant Engineers in the present employ of the boards may retain their existing rates of pay, but should be allowed to place themselves under the new scheme if they so prefer, those who join it being placed in the class carrying the rate of pay next above that which they now receive, but without an immediate increase of salary. In order to bring into this body of officers some degree of continuity of service and prospect of advancement, Presidents of District Boards will be informed that, as a rule, the Government will decline to approve a nomination to a vacancy among the Local Board Engineers, except from among the persons of approved service already holding that office or that of Assistant Local Board Engineer. For filling up vacancies in the staff of Assistant Local Board Engineers, the Chief Engineer, Public Works Department, will be requested to maintain a list of persons who are eligible for, and willing to take up, the appointment, so that the Presidents of District Boards may be able to make a choice from this list.

While the engineering staff should be recruited for the future on the above lines, His Excellency in Council recognizes that the officers now in the service of the local boards are mostly Europeans, and that they, or some of them, suffer under disabilities which have engendered a feeling of discontent. The only special concession, however, which Government can see its way to recommending in their behalf to the favourable consideration of the boards is the payment of an exchange compensation as explained below—*vide* proposal 7 *infra*.

6. The remaining proposals embodied in the memorial will now be considered in order.

Proposal 2.—The Government agrees that the subordinate engineering staff requires strengthening and that the pay and prospects should be improved so as to obtain the services of a better class of men than those now employed. The Government believes the boards will be more likely to secure such men by introducing the scale of pay allowed to overseers and sub-overseers in the Public Works Department. This will therefore be recommended for adoption by district boards :—

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	Salary. Rs.
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Second grade	100
Third grade	80
	60

Sub-Overseers.

First grade	
Second grade	50—10*—70
Third grade	35— 5*—45
	25— 5*—35

* Quinquennial increments.

Subordinates in independent charge now drawing over Rs. 100 and less than Rs. 150 may retain the difference as a special charge allowance until they can be absorbed in the regular grades as now proposed.

Proposal 3.—As regards the establishment of a *Pension Fund*, the Government sees no reason to reconsider the orders already passed on the subject to the effect that local boards cannot undertake the responsibility of granting pensions to their servants. The calculations in the memorandum submitted with the memorial are evidently untrustworthy and the provision of pensions would subject the boards to heavy liabilities which cannot be foreseen. All district boards, however, will be recommended to adopt the system of Provident Funds working under the same rules, it being arranged that the claims possessed by a local fund servant on the Provident Fund of one district shall subsist when he is transferred to another district. A set of draft rules for the establishment of funds on the lines indicated will be prepared in the Government office and published for criticism in due course.

Proposal 4.—As regards the agency for the inspection of Local Fund accounts, the Government is disposed to think that the difficulties complained of as caused by the present system are exaggerated. The Government will, however, be prepared to receive from the Local Board Engineers through the proper channels any definite suggestions they may wish to offer on the subject.

Proposal 6.—As to the extension of the Uncovenanted Civil Service leave rules, it is observed that under No. 76 of the Local Fund rules published under G.O., No. 918 L., dated 25th April 1889, the provisions of the Civil Service Regulations are already applicable to Local Fund servants, including Engineers. No further action therefore appears to be necessary in this matter. As regards the complaint that the service of District Board Engineers is temporary and that they are liable to dismissal on three months' notice, it is remarked that under paragraph 2 of G.O., No. 2304 L., dated 8th October 1889, communicated with G.O., No. 1502 L., dated 16th June 1890, they can be removed only on proof of definite charges of misconduct or inefficiency, such charges being reduced to writing and the defence of the incriminated officer recorded on each ; and there remains an appeal to Government.

Proposal 7.—With regard to the grant of exchange compensation allowance, His Excellency the Governor in Council is pleased, as indicated in paragraph 5 *supra*, to express his willingness to sanction the payment of this allowance to such of the District Board Engineers already employed as would be eligible for it if in the service of Government. Applications should be submitted to Government for sanction, with particulars of the amount of compensation admissible and with a clear statement of the applicant's title to be considered eligible for the grant.

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(True Extract.)

G. S. FORBES,
Secretary to Government.

To all Presidents of District Boards.
„ the Public Works Department.
„ the Accountant-General.

Ex! A Reitt,

Proof of GO will minute in full, when this is returned for striking another proof with heading only & minute will be submitted for approval 21/1

Government {1897} of Madras.

LOCAL AND MUNICIPAL.

~~G.A~~

4801 write heading only 12 write in full

Proof for approval of the Secretary

Please note that in the Proceedings volumes, copies of other G.O. with the minute in full shd appear — is being done in the case of Govs in the Public Departments

Recd. } 1897. Enclosures

Regd. } Spare copies

G.O., No. 86 L., 16th January 1897.

JANUARY.

Local Fund Engineering Establishments.

Passing orders in regard to the reorganization of the —.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

READ—again the following paper :—

G.O., No. 2464 L., dated 21st December 1895.

ABSTRACT.—Forwarding to the Public Works Department, for the opinion of the Chief Engineer, certain memorials on the subject of the consolidation of the Local Fund Engineering department, and calling for a report from the Presidents of District Boards on the matter before 15th February 1896.

READ—also the following papers :—

From the Honorary Secretary, Local Fund Engineers' Association, dated 6th February 1896.

ABSTRACT.—Submitting, for information of Government, six copies of an appendix to the memorandum on the proposed consolidation scheme of Local Fund Engineering department.

From the Public Works Department, No. 1035-C, dated 22nd February 1896.

ABSTRACT.—Transferring note by the Chief Engineer, Public Works Department, regarding the consolidation of the Local Fund Engineering department.

File of replies to G.O., No. 2464 L., dated 21st December 1895, from the Presidents of District Boards.

From the Secretary to the Government of Bengal, No. 479-L.S.G, dated 6th February 1896.

From the Secretary to the Government of North-Western Provinces and Oudh, No. 159—IX-57, dated 7th February 1896.

From the Secretary to the Government of Bombay, No. 825, dated 19th February 1896.

From the Secretary to the Government of Punjab, Public Works Department, No. 1292, dated 28th February 1896.

From the Under Secretary to Government, North-Western Provinces and Oudh, Public Works Department, No. 4291, dated 2nd June 1896.

From the Public Works Department, No. 1113-D, dated 19th August 1896.

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I regret that I cannot concur with this draft Government Order in regard to the proposal to grant exchange compensation allowance to Local Board Engineers. The sole ground of the proposal is that they are Europeans, who are assumed to have been injured by the fall in exchange during recent years. Leaving, however, out of the question the fact that some at least of them received their appointments after the serious fall in exchange, say to 1*s.* 2*d.*, occurred, and have therefore not suffered by

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(True Extract.)

Secretary to Government.

To all Presidents of District Boards.
„ the Public Works Department.
„ the Accountant-General.

Exd A Raitt

LOCAL AND MUNICIPAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 86 L., DATED 16TH JANUARY 1897.

[SUBJECT.—*Reorganization of the Local Fund Engineering establishments.*]

G.O., No. 2464 L., dated 21st December 1895.

From the Honorary Secretary, Local Fund Engineers' Association, dated 6th February 1896.

" *Public Works Department, dated 22nd February 1896.*

File of replies to G.O., No. 2464 L., dated 21st December 1895, from the Presidents of District Boards.

From the Secretary to the Government of Bengal, dated 6th February 1896.

" " " *of North-Western Provinces and Oudh, dated 7th February 1896.*

" " " *of Bombay, dated 19th February 1896.*

" " " *of Punjab, Public Works department, dated 28th February 1896.*

Please see the notes and orders in G.O., No. 2464 L., dated 21st December 1895, to which the currents are a reply.

2. In Bengal, District Board Engineers are appointed by the Chairman of the District Board subject to the approval of the Commissioner, and their engagement is liable to termination at three months' notice. In each Commissioner's division there is also an Inspector of Local Works, whose duties are somewhat similar to those of a Superintending Engineer in this Presidency, but it does not appear from the information received how his appointment is made.

The only Local Fund employés eligible for pension are officers transferred from pensionable service under Government or under the Road-cess Committee. Officers whose whole service has been under the District Board subscribe to a Provident fund.

No scheme is in force or in contemplation in Bengal such as is suggested in paragraph 15 of the memorandum under consideration.

3. In the North-Western Provinces it appears from the North-Western Provinces District Boards Manual, page 155, that the only works carried out by the District Board are (1) works not exceeding Rs. 1,000 in cost, (2) maintenance of third and fourth class roads, (3) maintenance of second-class roads except bridges and culverts. To carry out these works an establishment of a sub-overseer on Rs. 25—50 and a munshi on Rs. 15 may be entertained. From this it appears that there are no District Board Engineers as understood in this Presidency, as presumably the bulk of the engineering work is carried out by the Public Works department.

4. In Bombay there are no Local Fund Engineering establishments, as petty works are carried out by overseers under the supervision of Presidents and "Works Committees" of Local Boards and major works by the Public Works department.

The information from the Punjab does not show what establishment is employed, nor under what conditions, but merely gives the total cost of the engineering establishments and the manner in which works are sanctioned and appointments of Local Fund servants made.

The Chief Engineer seems to me to have dealt with the matter in a very superficial manner. He speaks of the establishment being temporary and liable to dismissal on three months' notice as a cause of inefficiency. But the establishments of all the Railway Companies in the world are on the same footing. Again, he talks of the establishments being without prospects of promotion or pension. As to pension, it has been decided, and I think rightly, that Local Boards cannot undertake the responsibility of granting pensions. Railway Companies do not do so by the way. But as to bonus funds, I have already noted in my note in G.O., No. 2464 L., dated 21st December 1895. I would go so far and no farther. As to prospects of promotion, the truth is that, as Mr. LeFanu says, these Local Board Engineers are overpaid already. Imported Engineers are not required for the work to be done. What is wanted is that the indigenous material, which is quite good enough for the work, should be properly utilized. This I have pointed out before. To talk of getting out Cooper's Hill men to look after the road repairs is absurd. It would be using a razor to cut stones. As to the question of accounts, I have no desire at all to maintain the present system. If any one of the Local Fund Engineers concerned will only bring forward definite proposals on the subject, I will consider them. But what Mr. LeFanu says on the state of the Gódávari Local Fund accounts and the reason for their bad state and for the trouble made by the Accountant-General should be read.

I cannot see the smallest need for the appointment of any committee.

H. W. B[LISS].

A. E. H[AVELOCK].

* Colonel Campbell personally mentioned to me Mr. Syson. Mr. Dwyer is the Local Fund Engineer of Chingleput and certainly not the man to serve on a committee.

J. F. PRICE.

5. The Chief Engineer to Government was also asked his opinion on the proposals of the Local Fund Engineers. He agrees with the proposals made in their memorandum as modified by the appendix subsequently submitted to Government, advocates the formation of a committee to discuss the details of the scheme and suggests, instead of the members proposed in paragraph 11 of the memorandum who would not have time to deal with the matter thoroughly, the Superintending Engineer, V Circle, President, Chingleput District Board, an official of the Financial department and the District Board Engineer, Chingleput. (It is understood that Colonel Campbell has mentioned the last person by mistake for Mr. Syson,* District Board Engineer, Tanjore, and the author of the memorial.)

6. With reference to the appendix submitted by the Engineers, it was received by the Government after the reference to District Boards had been made and was referred only to the Chief Engineer for opinion. Its effect is to materially alter the proposals in the original memorandum, as the Superintending Engineers are now left out of the proposed establishment leaving Collector-Presidents as before full powers of control. Notwithstanding this omission the proposed cost of establishment is very slightly reduced. In paragraph 5 frequent transfers are strongly deprecated.

7. The remaining currents are the replies received from the various District Boards. Unfortunately the appendix to the memorandum was received by Government too late for circulation to these bodies, but in many cases copies have been received by Presidents and the modifications proposed therein are discussed. The general body of opinion is against the proposed scheme. Roughly speaking fifteen districts are opposed to it and six in favour of it; but in many cases of those opposed to it one or two proposals in the scheme are approved, while the details and other proposals are not. Of the six districts in favour of the scheme, several object to many of the details proposed. Mr. Tremenheere has written two notes † meeting with objections all the detailed proposals of the memorialists.

† Which are worth reading.

H.W.B.

8. The chief proposals in the memorandum as modified by the appendix are—

(*a*) Consolidated and graded establishment for the whole Presidency.
(*b*) Increased pay.
(*c*) Increased staff.
(*d*) Pension.

The proposal to appoint Superintending Engineers to exercise executive control has been abandoned, and it is this proposal which has met with the greatest opposition from the Local Boards. With regard to (*a*) Consolidated and graded establishment

for the whole Presidency, the objections raised refer chiefly to the details. It is generally admitted that the prospects of Local Fund Engineers are not encouraging, and some scheme of consolidation or gradation is looked upon as the best means of improving those prospects. The proposals as to the form which this gradation should take are various, and perhaps the best is one put forward by the Coimbatore Local Fund Engineer, and also by the Tanjore District Board, that districts and not

Each Board can do all this for itself, if it likes; and several, I think, have done it already.

H. W. B[LISS].

Engineers should be graded, and that the pay in each district should have a maximum and minimum, involving a difference of Rs. 200, which is to be earned in ten annual instalments. Thus transfers would not be frequent, and yet Engineers would have prospects of promotion in return for good service. The chief objection to personal gradation is the frequency of transfer with the attendant result of ignorance of the district and its vernacular. A further objection is that the less-favoured districts would suffer from a succession of junior and less competent Engineers, as the senior men would invariably try to get, and would have claims for getting, the better districts. A strong argument against transfers is urged by the Coimbatore President, namely, that at present Local Fund Engineers feel a personal responsibility for the good condition of the roads in their districts which would be removed by a constant change of officers.

Personal gradation would be the very thing to prevent frequent transfers.

H.W.B.

The Assistant Secretary has entirely misunderstood the position. The grading of districts would tend to all these results; the grading of officers would have a contrary effect.

H.W.B.

By the grading of districts, I understand, he means such a system of dividing districts into grades as is proposed by Mr. Stephens.

J. G[ROSE].

9. There are many objections to (*b*) Increased pay.

In the first place very few of the Boards are in a position to incur increased expenditure on establishment especially at a time when Government has drawn attention to the state of roads, and every pie is required for bringing them into good order. The memorialists' proposal is that each Board should subscribe 20 per cent. of their expenditure under Grant I towards the general graded establishment, but at present many Boards only contribute 17 per cent. and to be obliged to pay the extra amount would bear hardly on them. It is also urged that there is no need to increase the pay of the superior staff, as men better qualified from an engineering point of view than those at present employed are not required, and the existing pay is sufficient for the existing staff. Engineering qualifications are not required to any large extent for repairing roads and petty buildings, which constitutes the greater part of a Local Fund Engineer's duties. All big works costing over Rs. 2,500 are sent to the Superintending Engineer, Public Works department, for approval. With regard to increasing the pay of the subordinate staff, it is no doubt very desirable that better men should be employed and their services cannot be obtained for the present rates of pay. It is, however, doubtful whether increased pay would achieve this object, as at present the supply of properly-qualified subordinates is very limited. In a few years the supply will probably more nearly approximate to the demand, as the local colleges turn out more men. It is noticeable that,

I quite agree with this. If the Boards have money to spend, let it go on the roads, not into the pockets of the Local Fund Engineers.

A. E. H[AVELOCK].

In this connection, I may point out that in several of the Local Board budgets for 1896–1897, which have come before me, I have noticed a misunderstanding (as it seems to me) of G.O., No. 1686 L., dated 14th September 1895. This is that the Government order has been considered to have been complied with if the allotment for Communications—New Works and Repairs, taken together with the allotment for establishment under Grant I, equalled half the land-cess *plus* the whole of the tolls. This is not what the Government order says. According to the Government order, the allotment to Communications—New Works and Repairs should by itself equal half the land-cess *plus* the whole of the tolls. I did not think it necessary to notice this misunderstanding in the few Local Fund budgets which came to me, because orders on some of them had already gone out and because I did not think it well to put on the screw too tight all at once. But I think the error should be pointed out now, so that Local Boards may see how much leeway they have to pull up before they can in any way increase their expenditure under any grant other than Grant I.

H.W.B.

Here is where more money should be spent if anywhere.

H.W.B.

Yes.

A.E.H.

although in the appendix the Engineers do away with the provision for Superintending Engineers, the cost of the proposed establishment is only reduced by Rs. 1,400, the remaining Rs. 1,700 being added to the proposed pay of the Executive and Assistant Engineers. Either the first proposals were inadequate or the latter are too large.

10. The arguments for (*c*) Increased staff are not many and the proposed superior establishment is only slightly larger than the existing one.

11. The last point is (*d*) Pension. There is no doubt that the grant of a pension would be a great source of attraction to Engineers to enter Local Fund service. The memorandum draws up a scheme whereby pensions can be provided at no greater cost than would be involved by a Provident fund. Two or three of the Presidents, however, point out that the calculations are not trustworthy, and that it is impossible to say that no one will be in receipt of a pension for twelve years and that then there will only be six men on the pension list. Mr. Mullaly's figures show this to be incorrect. This being so, it is impossible for the Boards to agree to unknown future liabilities of this sort. The plan that finds most support is to form Provident funds, and to arrange that subscribers to one district fund shall, on transfer, retain the privileges earned by them and carry them to the new district. The Local Fund Engineer, Coimbatore, proposes a system of gratuities, *i.e.*, five months' pay after five years and an additional month's pay for each year's service up to twenty years, which he says would ensure a man a capital sum on which to retire.

See note above. H. W. B[LISS].

against para: 5 on page 2.

Please see C. No. 556 L., from the President, Kurnool District Board.

This is the proper plan as I have already said. H.W.B.

A. E. H[AVELOCK].

12. Mr. Mullaly proposes that the establishment which supervises Grant I should be under Government as the establishments which supervise Grants II and III are. Mr. Brodie also proposes that Government should bear the cost of this establishment on the analogy of the educational and medical supervising establishments.

13. Many of the Boards in submitting their views state that they have not had sufficient time to thoroughly enter into the details of the scheme, and request that if Government intends to adopt any of the proposals a definite scheme may be drawn up and again submitted to Local Boards for an expression of opinion before it is finally adopted. It is submitted that it would be advisable to do this, as not only are the details of the original scheme rather complicated, but many of the Boards have not had an opportunity of submitting their views on the scheme as revised by the appendix.

H.W.B.

14. The question of a committee has been touched on by the Chief Engineer and many of the Presidents, and in view of the many different proposals (different, at least, as far as details are concerned) it perhaps would be well to appoint a committee, including two or three experienced District Board Presidents, two Local Fund Engineers and a Superintending Engineer—if it is decided to reorganize the establishments in any way—to settle details.

I don't think any committee is needed. H.W.B. A.E.H.

15. The question of audit by the Public Works department has not been much discussed, probably in many cases, as expressly stated in some, from want of knowledge of the subject. It is a matter on which the Accountant-General's opinion and that of the Examiner, Public Works Accounts, would be of value.

I have no objection to the opinions of the Accountant-General and of the Examiner being asked, but I think it will suffice to say that Local Fund Engineers are at liberty to send up any suggestions they please. My own view is that the difficulties caused by the audit system are exaggerated. H.W.B. A.E.H.

16. One of the great complaints made by Local Fund Engineers is that their appointment is practically only

Mr. LeFanu speaks of Mr. Scott's case. Now Mr. Wynne is as competent an officer as Mr. LeFanu. Mr. Meyer obviously from the letter he has just sent in about his Local Board Engineer is of the same opinion as Mr. Wynne regarding Mr. Scott; and he is also a competent officer. I read all the papers about Mr. Scott more than once and thought he was properly dismissed. Mr. LeFanu perhaps does not know that Nellore was the second district in which Mr. Scott failed to give satisfaction. Anyway, his case is the only case that I know of of a Local Board Engineer's dismissal. A single case in a good many years is not much on which to build a theory of insecurity of tenure of office—see what Mr. Tremenheere says of the advantage Local Boards now enjoy in being able to get rid of a bad servant.

H. W. B[LISS].

Mr. LeFanu's letter should be read. His way of expressing himself is characteristic, but his statements and conclusions are correct almost, or quite, all through. I could add to the names he gives of Railway Engineers who were a curse to the Local Boards whose money they wasted and whose wishes they disregarded.

H.W.B.

I have read Mr. LeFanu's letter with profit and amusement.

A. E. H[AVELOCK]—4-7-96.

Yes.
A.E.H.—4-7-96.

This a good idea and the Chief Engineer might be told to carry it out.
H.W.B.

temporary, as they are liable to removal at three months' notice by Presidents. Although this appears to be a grievance, yet it is not actually one, as Engineers are not removed without sufficient cause and they can always appeal to Government. So long as their conduct is satisfactory, their appointment is practically permanent. As pointed out by Mr. Higgens (C. No. 466 L). there should be some means, short of dismissal, of punishing an Engineer, and this would be provided in a graded and transferable establishment.

17. Mr. LeFanu submits a confidential report objecting strongly to the proposed scheme and pointing out the evils that existed before the present scheme came into force.

18. A proposal is made by several Boards with reference to the appointment of District Engineers. This is that Government or the Chief Engineer should maintain a list not only of all Local Fund Engineers, but of Engineers also who are willing to enter Local Fund service. When a vacancy occurred in any district, the President would then be able to refer to this list and pick the best man available, instead of being limited by his own personal knowledge and the answers to any advertisements he may publish. If such a list were kept, and it was known that it was kept, many people would register their names who would otherwise not hear of vacancies that occurred.

W. W. PHILLIPS—19-5-96.

Mr. LeFanu's letter is one which I submit is well worthy of perusal and consideration. He is one of the few officers now in the service who is fully acquainted with the old order of things and with the new. He speaks very plainly and perhaps points things somewhat too keenly, but what he says is in the main true enough. The unfortunate Mr. Dwyer comes in rather too much for Mr. LeFanu's wrath: he, however, merely signed and sent in a petition which was prepared by Mr. Syson who is the originator of the movement and who is now keeping it going.

J. F. PRICE—23-5-96.

I continue altogether opposed to the proposed unification scheme. As to details I have noted above.

H. W. B[LISS]—28-5-96.

A. E. H[AVELOCK]—4-7-96.

I will notice the chief features of the memorandum in the order in which they are stated at page 2 of this note—

(*a*) *Consolidated and graded establishment for the whole Presidency.*—At present each Local Fund Board chooses its own Engineer and subordinate staff, and there is no connection between the staff of one district and the staff of another. There is nothing obviously wrong in this, and nothing that would be objected to if there were only a single isolated district in question. The engagement of Engineers subject to three months' notice by employers is not uncommon. It is in accordance with the principles of self-Government that District Boards should fix the pay of their servants and appoint and punish them, and any interference by Government must diminish

the extent to which districts govern themselves. Interference with supervision is necessary in Grants II and III, but it is not necessary in Grant I except so far as regards the projection of big works—a matter already provided for. The Local Fund establishments, looking at the Government establishments entertained alongside of them, which did the same work a short time ago, naturally want to be made a Government department, but this cannot be done without divesting the Local Fund Boards of an important part of their control. The general opinion of the Boards is strong on this subject, and it is evident to me that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them, and dismissed by outsiders, they will have very little control over them. This, as the Hon'ble Mr. Bliss points out, would be a reversion to the old arrangement, which had very unsatisfactory results, under worse conditions, inasmuch as the Engineers then employed were superior to the men we could get for Local Fund Boards now. It would make transfers frequent, and they interfere materially with the self-Government of a district, which ought to have servants devoted to it, and be able to count on having those servants as long as it chooses to keep them. The existing staff could not be graded without great difficulty and innumerable complaints. The poorer districts whose Engineers would be at the bottom of the unified list would suffer continuously.

Still it is incontestable that the Local Fund Engineers are discontented, and that good would result from making them more contented. I think this can be done by dividing districts into four grades or classes with different rates of pay, as proposed by Mr. Stephens of Coimbatore and by giving yearly increments of pay (for ten years or so), but promotions from grade to grade should not be made by Government as he proposes. It should be left entirely to Local Fund Boards, and if districts are classed in this way it will be natural for a district of a higher class, when a vacancy occurs there, to see if any Engineer in a lower class would suit it.

As regards appointments there is a serious difficulty. I think from my own experience that Local Fund Boards should have professional help when they have to select Engineers. The Chief Engineer should keep a list of Engineers in the different classes of districts and of applicants for the post of Local Fund Engineer, and Presidents should be directed to consult him before appointments are made. Local Fund Engineers should also have a Provident Fund, as noted below.

(*b*) *Increased Pay.*—Local Fund Engineers are in general well enough paid for the work they have to do. There are many of the existing Engineers who ought not to get as much pay as they do. There can't be a general increase in salaries without taking money from roads, most of which want more money than can be spent on them. It seems to be the unanimous opinion that the subordinate staff is undermanned and underpaid. This is a matter which can best be dealt with by individual Boards, "cutting their coat according to their cloth," and getting the best value they can for their money.

(*c*) *Increased Staff.*—I do not think this is required as regards Engineers, and Local Fund Boards must be left to deal with the question as regards the subordinate staff.

(*d*) *Pension.*—I agree with the Hon'ble Mr. Bliss that the decision that Local Fund Boards shall not be burdened with pensions must be adhered to. The calculations in this memorial are evidently unreliable, and the provision of pensions would subject the Boards to heavy liabilities which cannot be estimated now. Provident Funds are however allowable and have been allowed. All Local Fund Boards should adopt the system, and it should be arranged that they should all have Provident Funds under the same rules, and that the claims on the Provident Fund of his district possessed by a Local Fund servant shall subsist when he goes to another district.

A. E. H[AVELOCK].

If it is decided that the only improvements which will be made are those which I have suggested, or like them, I don't think any good would be gained by the appointment of a committee. Rules embodying them should be prepared under section 144 and published with a view to objections and suggestions under section 145.

J. G[ROSE]—29-6-96.

Mr. Syson and Mr. Macfarlane came to-day as a deputation of the Local Fund Engineers and put before me their requests. These requests are a repetition (with some little modification of the grading scheme) of those set forth in the two memoranda to be found in this file. ~~I attach a paper, marked A, giving~~ the substance of what passed at the interview with the deputation.

2. I agree with the Hon'ble Mr. Bliss that highly-qualified Engineers imported from Britain are not needed for the carrying out of the works which are entrusted to the Local Board Engineers, consisting chiefly as those works do of maintenance of roads. I also cordially endorse Mr. Bliss's opinion that Engineers locally born and trained, or locally trained, would fully meet the wants of Local Boards, and that the staff of those Boards should be recruited from that source. But the Local Boards are already provided with a staff of Engineers, who are mostly Europeans. These officers, or some of them at any rate, suffer under disabilities which have engendered a feeling of discontent among them. Something should, I think, be done to improve their position. As regards existing holders of office, I would (1) grant them compensation allowance (I am told that European Railway employés and Bank clerks are allowed compensation). I would (2) extend to them the Uncovenanted Civil Service leave rules. I would (3) grant to those receiving Rs. 500 and upwards, travelling allowance at Rs. 5 per day, instead of Rs. 4.

See below page 10.

J. G[ROSE].

3. As regards the future, I would suggest a reorganized scheme with the following establishment, graded on the principle suggested by the deputation whom I saw to-day, but with lower scales of salary. I would designate the officers by the style of surveyors of roads, or by some other style, differing from the titles used in the Public Works department :—

J.G.

		RS.
Five first-class surveyors on Rs. 500	..	= 2,500
Six second-class ,, on ,, 400	..	= 2,400
Ten third-class ,, on ,, 300	..	= 3,000
Two ~~fourth~~ assistant surveyors on Rs. 200	=	400
Three ~~fifth~~ ,, on ,, 150	=	450
Four ~~sixth~~ ,, on ,, 100	=	400
Monthly	..	9,150
Annually	..	1,09,800

I doubt if this pay is sufficient. J.G.

4. These officers should be graded according to the wealth and importance of the districts—such gradation to be decided by Government. The Chief Engineer should keep a list of men eligible for these appointments, from which the Presidents of Boards may choose. I would give no rupee compensation and no pensions. To the first three classes, I would allow travelling allowance at Rs. 4 per diem, and to the lower three classes, travelling allowance at Rs. 3 per diem. I would allow the general leave rules to apply.

H. W. B[LISS].

But there should be Provident funds. J.G.

See note on pages 8 and 9. H.W.B. J.G.

5. The above scheme would result in a saving in the cost of establishment of Rs. 55,200, the present amount being Rs. 1,65,000 per annum, and the amount under the proposed scheme being Rs. 1,09,800. This saving, I would employ towards increasing the pay of the subordinate staff, which is admitted, on all hands, to be underpaid.

*Vide statement B attached.

[as in the following statement]
H.E. statet B

6. In order to bring into this body of officers some degree of continuity of service and prospect of advanceement, I would instruct the Local Boards that, as a rule, the Government would decline to approve a nomination to a vacancy, except from among the list of men holding office as surveyor of roads. This limitation should perhaps not apply to the two lowest grades of surveyors, who may be recruited from outside, a choice being usually made from the list of candidates kept by the Chief Engineer. In all other matters, such as dismissal and discipline, I would leave to the Boards the powers and discretion they now exercise.

H. W. B[LISS].
J. G[ROSE].

7. With regard to the men who now form the body of Local Fund Engineers, I would let any, who wish, place themselves under the new scheme. The lower paid ones would probably choose to do this, as their prospects of promotion would be thereby improved. Officers who so join the scheme would be placed in grades carrying the amount of salary nearest to the amount of salary they now receive, but no immediate increase of salary should be given. Thus, a man now receiving Rs. 375 would be put into the Rs. 400 grade, but would continue to draw Rs. 375 per month.

Nearly all the existing body of officers are better paid already, so I fear few would join.
H.W.B.

But there is no objection to their joining if they like.
J.G.

8. The above scheme is roughly sketched. If its principles are concurred in, it will need amending and elaboration. My object in suggesting it has been, while remedying, to some extent, the disabilities complained of by the existing Local Board Engineers, to prepare the way for a system better suited to the needs of the Local Boards than the present one.

A. E. H[AVELOCK]—4-7-96.

Notes of the requests of a deputation (Messrs. Syson and Macfarlane) from the Local Fund Engineers' Association, which waited on His Excellency the Governor on the 4th July 1896.

~~A.E.H.—4-7-96.~~

The requests of the association are as follow :—

(1) The consolidation of the present staff of District Board Engineers into one department.

(2) The grading of districts, so as to fix the pay of the District Board Engineers according to the importance of the work to be done.

(3) The establishment of a Pension fund for the whole department.

(4) The formal application of the Uncovenented Civil Service Leave rules to District Board Engineers and Assistant Engineers.

(5) The grant of exchange compensation allowance.

(6) The grant of travelling allowance at the rate of Rs. 5 a day.

The following is a summary of the remarks of the deputation on these requests :—

(1) The arguments for the creation of a department have been set forth in the memorandum. Particular attention was drawn to the loss on transfer, under the present system, of all benefits of past service in the way of leave and contributions earned from the Provident fund (where there is one).

(2) The proposal to grade districts is a departure from the scheme put before Government in the two memoranda. The object is to meet the argument that personal grading would result in a rich district paying a large amount for salary (in the way of contribution for establishments) and getting only a low paid and

inexperienced Engineer. The grading should be done by Government and appointments and promotions should be made and gazetted by Government. The deputation also proposed a time-limit for promotion, similar to that in force in the Public Works department, but they were not clear as to the advantages of this nor as to how it was to be worked.

(3) Mr. Syson adhered to the figures given in his memorandum regarding the liabilities of the proposed Pension fund, but he said they wished all past service to count for pension. When the possibility of a number of the present staff taking invalid pensions at an early date was pointed out to him, he said that the assets of the existing Provident funds (in a few districts only) would be sufficient to meet this contingent liability.

The deputation further urged that the pay of District Board Engineers was not sufficient to allow of their saving enough to provide for them after retirement: they were unable even to take leave when they required it. The grant of pensions would give backbone to the staff, and especially to the subordinates, who are underpaid as compared with similar men in the Public Works department, and the latter have a pension to look forward to.

(4) The Uncovenanted Civil Service Leave rules are usually applied to District Board Engineers now, but this is merely a practice that has grown up. The boards are not really bound by those rules. They should be authoritatively applied to the establishments.

(5) The fall in exchange strikes District Board Engineers as hardly as other Europeans, as regards both expenditure in this country and remittances home. The Boards of South Canara, Cuddapah and Kurnool were in favour of granting it, but the Government refused to permit it. It is granted to employés of the railways and the Madras Bank.

(6) A District Board Engineer gets the travelling allowance of an Assistant Engineer of the Public Works department; yet he has to travel over a larger area and more rapidly than an Executive Engineer of that department. The deputation asks that they should be given the travelling allowance of a Public Works Executive Engineer, viz., Rs. 5 a day.

"In reply to inquiries by His Excellency, Mr. Macfarlane said the roads of that district (Salem) had deteriorated very much and some of them are almost impassable. The grant is barely sufficient for maintenance and money is needed to get the roads into proper order. As regards Tanjore, Mr. Syson said that there were no funds for the extension and development of roads.

"His Excellency pointed out to the deputation that the introduction of the scale of establishment given in the second memorandum would involve an additional charge of Rs. 1,13,000 per annum, but they replied that the cost of establishment would still be below 20 per cent. of the expenditure on works. Asked where the money was to come from, as they had already admitted that the funds available were not sufficient for the roads even with the present scale of establishment, they suggested that the cess on land should be increased by three pies in the rupee.

"His Excellency then asked them as to the work done by District Board Engineers. They said that this consisted of the maintenance and making of roads, the building of bridges, hospitals, schools, travellers' bungalows and chattrams. Mr. Macfarlane built a number of bridges, both stone and iron, when he was in Canara. Mr. Syson has built four large bridges in Tanjore; one had three spans of 40 feet and another three spans of 50 feet. The plans and estimates are all prepared by the District Board Engineer and merely submitted to the Public Works department for scrutiny. The work is carried out by the District Board Engineer. Hospitals and schools are now built on type designs."

H. A. STUART 1-7-06.

Districts.	Area.	Average receipts during the last five years.	Average outlay on Public Works during the last five years.	Order of merit in point of			Grade of Local Board Engineer.	Grade of Assistant Local Board Engineer.	Remarks.
				Area.	Receipts.	Public Works outlay.			
	ACS.	RS.	RS.	ACS.	RS.	RS.			
1. Anantapur ..	5,266	1,25,594	46,021	12	21	21	III	..	
2. Arcot, North ..	7,356	4,03,981	1,99,324	8	7	6	II	II	
3. Arcot, South ..	5,200	3,90,408	1,84,104	13	8	7	II	II	
4. Bellary	5,946	2,45,443	1,26,507	9	15	14	III	..	
5. Canara, South ..	3,897	2,34,167	1,09,406	17	18	17	III	..	
6. Chingleput ..	3,088	2,59,955	1,18,633	20	14	15	III	..	
7. Coimbatore ..	7,845	3,63,494	1,79,353	5	9	8	II	..	
8. Cuddapah ..	8,703	2,40,916	1,06,745	3	16	18	III	..	
9. Ganjám	4,877	2,94,941	1,40,693	14	13	13	III	..	
10. Gódávari ..	4,770	6,55,496	3,40,142	15	2	1	I	I, II	There are two Assistant Engineers in this district.
11. Kistna	8,376	5,72,423	3,16,045	4	3	2	I	II	
12. Kurnool	7,509	2,24,952	95,669	7	19	19	III	..	
13. Madura	8,790	4,79,919	2,37,920	1	4	3	I	II	
14. Malabar	5,554	4,47,212	2,01,160	10	5	5	I	I, II	Do. do.
15. Nellore	8,736	3,18,820	1,43,304	2	12	12	II	..	
16. Nilgiris	937	1,35,268	83,835	21	20	20	III	..	
17. Salem	7,521	3,58,684	1,66,572	6	10	11	II	..	
18. Tanjore	3,684	9,18,651	2,36,258	18	1	4	I	..	
19. Tinnevelly ..	5,376	4,38,937	1,73,637	11	6	10	II	II, II	Do. do.
20. Trichinopoly ..	3,614	2,37,863	1,13,468	19	17	16	III	..	
21. Vizagapatam ..	4,591	3,44,466	1,77,746	16	11	9	III	..	

1. As to His Excellency's proposals above regarding the existing Local Board Engineers—

(1) As to the grant of exchange compensation allowance—it appears that certain boards before proposed this, but that Government negatived the proposal. I should like to see the papers before giving a final opinion. But it occurs to me that to grant exchange compensation allowance to a man, merely because he is a European, is a mistake of principle. To my mind, before exchange compensation allowance is granted, a man should show not only that he is a European but also that he holds an office of such a nature as the exigencies of the public service require ordinarily to be held by Europeans. For instance, I have known Europeans hold the office of Tahsildar. But why should a European Tahsildar get exchange compensation allowance? It is not necessary to the efficiency of the service that we should have any European Tahsildars. If a European chooses to take such an office, he should, in my opinion, take it with the same conditions as attach to it when held by the class (natives) which ordinarily fills it.

This is obviously true as regards future holders of office, but I think some compensation should be granted to present incumbents, only it should be calculated with reference to the rate of exchange when they entered the service.

J.G.

A.E.H.—20-10-96.

(2) As to the Uncovenanted Civil Service Leave rules—in practice, these are usually applied. But there is no objection to the Local Boards being moved to make them formally applicable (by rule under section 46 (1) (iii) of the Act) to all their subordinates.

J.G.

(3) As to the rate of travelling allowance—Local Boards fix this. Sub-Collectors draw, however, only Rs. 4 per diem. I consider that rate ample, save in specially dear localities. The argument as to size of jurisdiction and rapid travelling does not apply, for (1) if an officer is compelled to travel rapidly he should get mileage under the rules, and (2) it is not usually advisable that a Local Board Engineer should travel rapidly. I may add that whatever the rate, it should not vary with pay. The men may get different rates of pay, but they are of the same class in life and their requirements as to conveyance, etc., when travelling are practically the same. We argued on this basis with the Government of India quite recently in the case of the district registrars, and it would be illogical to adopt another method now.

I agree with the Hon'ble Mr. Bliss.

J. G[~~rose~~].

His Excellency has not noticed the questions of the universal establishment of Provident funds and of the institution of a rule that when a man changed his district he should carry with him the benefits he had already acquired under his Provident fund, so I presume he agrees with what has already been said on these subjects.

I think there should be Provident funds in all districts with a continuity of benefits.

J. G[ROSE.]

A. E. H[AVELOCK]—20-10-96.

Regarding His Excellency's proposals for the future—I agree with a great deal of what he has said, but I do not think he has proposed sufficiently high rates of pay. Assuming that the establishment is to consist of men educated at the Local Engineering College, as I think it should, the rates of pay must bear some relation to the rates of pay drawn by other men from the same college who have got into the Public Works department. I doubt if, on this basis, His Excellency's rates would be high enough. Overseers in the Public Works department get, I believe, Rupees 100, 80 and 60 according to grade. If so, Rs. 100 would not be enough for the lowest grade of assistant road surveyor (Engineer).

J.G.—14 7-96.

Let us see a statement of what the Public Works department Sub-Engineers, supervisors and overseers are paid and what allowances they get.

H. W. B[LISS]—11-7-96.

The question of granting exchange compensation allowance to Local Board Engineers was fully considered when the South Canara Board came up in 1893 and the members of the then Government were unanimous in thinking that the grant should not be allowed. This precedent has since been followed with the concurrence, I see, of the Hon'ble Mr. Grose. I think that decision was right. The arguments used in my note of 11th July 1896 were not brought forward before, but I do not see that they can be answered. Any way, they have not been answered. The question of the increase of Mr. Syson's pay was settled, so far as I am concerned, on a different ground, viz., that of his length of service under the Tanjore Board.

H. W. B[LISS.]

I adhere to my views about giving compensation to present incumbents.

J.G.—28-9-96.

A.E.H.—20-10-96.

In order to enable me to judge what rates of pay would be reasonable as compared with those drawn in the Public Works department, I should now like to know how far in practice (not in theory) the members of the several classes of—

Sub-overseers.	Supervisors.
Overseers.	Sub-Engineers.

may each expect to rise to the classes superior to their own, and how far Sub-Engineers may expect to rise to Assistant (?) and Executive (?) Engineers and on what rates of pay. The Chief Engineer should be asked.

H.W.B.—8-8-96.

With reference to paragraph I (1) of the Honourable Member's note of 11th July 1896, the following note is submitted. The District Boards of South Canara and Cuddapah proposed to grant their Engineers exchange compensation allowance, but it was disallowed by Government (G.Os., No. 2689 L., dated 23rd December 1893, and No. 3 L., dated 8th January 1894). Mr. Scott's (the Local Fund Engineer, Nellore) request for the same was refused in G.O., No. 508 L., dated 15th March 1894. The Tanjore District Board was allowed to raise Mr. Syson's pay until the rupee rose to 1*s.* 4*d.* (G.O., No. 1301 L., dated 17th July 1894).

With regard to the pay of Public Works department upper subordinates, please see Government of India Public Works Code, page 9, section 17, for rates of pay. Their travelling allowance is regulated in accordance with the Civil Service Regulations (please see page 159 of the same Code). The rates of allowance range from Rs. 8 to Rs. 3 (please see Civil Service Regulations, page 424). The whole file is not resubmitted for convenience sake as it is such a large one.

W. W. PHILLIPS—23-7-96.

J. F. PRICE—6-8-96.

Is there any record of the Chief Engineer's ... Less Leave further in ...

A note by the Chief Engineer dated 19 August 1896 is submitted with reference to the Hon'ble Member's note of the 8th.

W. W Phillips 26-8-96

J. F. Price — 28-8-96

There is an objection to the use of the term surveyors, though I do not think it is conclusive. Perhaps it would be better to call them Local Fund Sub-Engineers.

J. G[ROSE]—28-9-96.

They might be called Local Board Engineers and Assistant Local Board Engineers as suggested below by the Hon'ble Mr. Bliss.

A. E. H[AVELOCK]—20-10-96.

It seems to me that the sort of men who are required for service as Local Board Engineers (or whatever they may be called —I hardly like the title of surveyors of roads, surveyors in this country being both by education and pay a distinctly lower class of men than any kind of Engineer) are the sort who are now employed by Government as Sub-Engineers. If so, His Excellency's scale of pay and that paid to upper subordinates in Government service will compare as follows:—

Government service.	Rs.	*His Excellency's proposals.*	Rs.
Sub-Engineers—		Local Board Engineers—	
1st grade	400	1st class	500
2nd ,,	300	2nd ,,	400
3rd ,,	250	3rd ,,	300
Supervisors—		Assistant Local Board Engineers—	
1st grade	200	1st class	200
2nd ,,	150	2nd ,,	150
Overseers—		3rd ,,	100
1st grade	100		
2nd ,,	80	[His Excellency did not deal with the lower grades of employés.]	
3rd ,,	60		
Sub-overseers—			
1st grade	Rs. 50—10*—70		
2nd ,,	,, 35— 5*—45		
3rd ,,	,, 25— 5*—35		

* Quinquennial increment.

The chance of a Government Sub-Engineer rising to Assistant Engineer seems to be but small—I think it may be neglected. On the other hand, Local Board Engineers do not get pensions as Government servants do. Allowing for this, I now think that the rates of pay proposed by His Excellency are sufficiently liberal for the class of men it is sought to engage, viz., natives of the country, not men who expect to mix in European society and to educate their children in Europe.

On reconsideration I think so, too.
J.G.—28-9-96.

Assistant Engineers under Local Boards should, I think, be paid as Government supervisors are. I would not go below Rs. 150. Even allowing for the Local Board bonus funds, the former class will not be quite as well off as the latter; but then I don't know that men of the same qualifications are required.

J.G.

For overseers and sub-overseers I think the Local Boards should adopt the Government scale of pay. They won't get as good men as they need unless they do.

J.G.—28-9-96.
A.E.H.—20-10-96.

H. W. B[LISS]—31-8-96.

Remarks on the draft order.

Paragraph 5 of the draft order.—There are now ten Assistant Engineers in the employ of Local Boards. The No. 7 fixed by His Excellency has therefore been raised to 8. In addition to these, there are now 22 Local Fund supervisors in independent charge of portions of districts and their pay varies from Rs. 90 to Rs. 200, as will be seen from page 230 of the last Quarterly Civil List. The status of these officers is higher than that of overseers, and lower than that of Assistant Engineers, although the nature of their work is identical with that of the latter. It is therefore for consideration whether the number of Assistant Engineers of the second class may not be increased by 22, and the class of Local Fund supervisors abolished altogether, without, however, in any way, affecting the salaries of the present incumbents.

V. RAGHAVA CHARLU—14-11-96.

But there are only five on Rs. 150 and upwards—Coimbatore (1), Ganjám (1), Kistna (2) and Tanjore (1).

There are seven on Rs. 100 which is pay of a first-grade overseer and one on Rs. 90; two on Rs. 110; one on Rs. 112–8–0; three on Rs. 120; two on Rs. 125; one on Rs. 135.

It would be sufficient to put these five on the Assistants' list: the rest might remain as overseers with a special allowance as being "in independent charge." I don't think it would be desirable to put the Assistant class as a class on less pay than Rs. 150: the Engineers are to be recruited from them.

H. W. B[LISS].
J. G[ROSE].
A. E. H[AVELOCK].

G. S. FORBES—27–11–96.

Passed subject to the remarks below.

If the decision as to exchange compensation allowance is maintained by my Honourable Colleagues, please send me proof before issue, that I may record a minute of dissent, based on the ground that such a grant would be contrary to principle.

H. W. B[LISS]—1–12–96.

I still maintain it. I don't think any principle is violated by giving this small increase of pay to a few individuals in order to remove discontent which causes harm to the public service.

J. G[ROSE]—5–12–96.

I also still maintain it.

A. E. H[AVELOCK]—8–12–96.

Submitted to the Hon'ble Mr. Bliss with reference to his note of 1st December 1896.

G. S. FORBES—18–12–96.

Minute attached.

H. W. B[LISS]—7–1–97.

The Hon'ble Mr. Grose
His Excellency the Governor } to see the Hon'ble Mr. Bliss' minute of dissent.

G. S. FORBES—8–1–97.

Seen.

J. G[ROSE]—11–1–97.

Seen.

A. E. H[AVELOCK]—15–1–97.

Now issue.

G. S. FORBES—16–1–97.

[G.O., No. 86 L., dated 16th January 1897.]

Press
Please send
revised proof

LOCAL AND MUNICIPAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 86 L., DATED 16TH JANUARY 1897.

[SUBJECT.—*Reorganization of the Local Fund Engineering establishments.*]

G.O., No. 2464 *L., dated* 21*st December* 1895.
From the Honorary Secretary, Local Fund Engineers' Association, dated 6*th February* 1896.
" *Public Works Department, dated* 22*nd February* 1896.
File of replies to G.O., No. 2464 *L., dated* 21*st December* 1895, *from the Presidents of District Boards.*
From the Secretary to the Government of Bengal, dated 6*th February* 1896.
" " " *of North-Western Provinces and Oudh, dated* 7*th February* 1896.
" " " *of Bombay, dated* 19*th February* 1896.
" " " *of Punjab, Public Works department, dated* 28*th February* 1896.

Please see the notes and orders in G.O., No. 2464 L., dated 21st December 1895, to which the currents are a reply.

2. In Bengal, District Board Engineers are appointed by the Chairman of the District Board subject to the approval of the Commissioner, and their engagement is liable to termination at three months' notice. In each Commissioner's division there is also an Inspector of Local Works, whose duties are somewhat similar to those of a Superintending Engineer in this Presidency, but it does not appear from the information received how his appointment is made.

The only Local Fund employés eligible for pension are officers transferred from pensionable service under Government or under the Road-cess Committee, officers whose whole service has been made under the District Board, subscribe to a Provident fund.

No scheme is in force or in contemplation in Bengal such as is suggested in paragraph 15 of the memorandum under consideration.

3. In the North-Western Provinces it appears from the North-Western Provinces District Boards Manual, page 155, that the only works carried out by the District Board are (1) works not exceeding Rs. 1,000 in cost, (2) maintenance of third and fourth class roads, (3) maintenance of second-class roads except bridges and culverts. To carry out these works an establishment of a sub-overseer on Rs. 25—50 and a munshi on Rs. 15 may be entertained. From this it appears that there are no District Board Engineers as understood in this Presidency, as presumably the bulk of the engineering work is carried out by the Public Works department.

4. In Bombay there are no Local Fund Engineering establishments, as petty works are carried out by overseers under the supervision of Presidents and "Works Committees" of Local Boards and major works by the Public Works department.

The information from the Punjab does not show what establishment is employed, nor under what conditions, but merely gives the total cost of the engineering establishments and the manner in which works are sanctioned and appointments of Local Fund servants made.

The Chief Engineer seems to me to have dealt with the matter in a very superficial manner. He speaks of the establishment being temporary and liable to dismissal on three months' notice as a cause of inefficiency. But the establishments of all the Railway Companies in the world are on the same footing. Again, he talks of the establishments being without prospects of promotion or pension. As to pension, it has been decided, and I think rightly, that Local Boards cannot undertake the responsibility of granting pensions. Railway Companies do not do so by the way. But as to bonus funds, I have already noted in my note in G.O., No. 2464 L., dated 21st December 1895. I would go so far and no farther. As to prospects of promotion, the truth is that, as Mr. LeFanu says, these Local Board Engineers are overpaid already. Imported Engineers are not required for the work to be done. What is wanted is that the indigenous material, which is quite good enough for the work, should be properly utilized. This I have pointed out before. To talk of getting out Cooper's Hill men to look after the road repairs is absurd. It would be using a razor to cut stones. As to the question of accounts, I have no desire at all to maintain the present system. If any one of the Local Fund Engineers concerned will only bring forward definite proposals on the subject, I will consider them. But what Mr. LeFanu says on the state of the ~~Government~~ Local Fund accounts and the reason for their bad state and for the trouble made by the Accountant-General should be read.

I cannot see the smallest need for the appointment of any committee.

H. W. B[LISS].

* Colonel Campbell personally mentioned to me Mr. Syson. Mr. Dwyer is the Local Fund Engineer of Chingleput and certainly not the man to serve on a committee.

J.F. Price

it and six in favour of it; but in many cases of those opposed to it two proposals in the scheme are approved, while the details and other proposals are not. Of the six districts in favour of the scheme, several object to many of the details proposed. Mr. Tremenheere has written two notes † meeting with objections all the detailed proposals of the memorialists.

† Which are worth reading.

H.W.B.

5. The Chief Engineer to Government was also asked his opinion on the proposals of the Local Fund Engineers. He agrees with the proposals made in their memorandum as modified by the appendix subsequently submitted to Government, advocates the formation of a committee to discuss the details of the scheme and suggests, instead of the members proposed in paragraph 11 of the memorandum who would not have time to deal with the matter thoroughly, the Superintending Engineer, V Circle, President, Chingleput District Board, an official of the Financial department and the District Board Engineer, Chingleput. (It is understood that Colonel Campbell has mentioned the last person by mistake for Mr. Syson,* District Board Engineer, Tanjore, and the author of the memorial.)

6. With reference to the appendix submitted by the Engineers, it was received by the Government after the reference to District Boards had been made and was referred only to the Chief Engineer for opinion. Its effect is to materially alter the proposals in the original memorandum, as the Superintending Engineers are now left out of the proposed establishment leaving Collector-Presidents as before full powers of control. Notwithstanding this omission the proposed cost of establishment is very slightly reduced. In paragraph 5 frequent transfers are strongly deprecated.

7. The remaining currents are the replies received from the various District Boards. Unfortunately the appendix to the memorandum was received by Government too late for circulation to these bodies, but in many cases copies have been received by Presidents and the modifications proposed therein are discussed. The general body of opinion is against the proposed scheme. Roughly speaking fifteen districts are opposed to

8. The chief proposals in the memorandum as modified by the appendix are—

(*a*) Consolidated and graded establishment for the whole Presidency.
(*b*) Increased pay.
(*c*) Increased staff.
(*d*) Pension.

The proposal to appoint Superintending Engineers to exercise executive control has been abandoned, and it is this proposal which has met with the greatest opposition from the Local Boards. With regard to (*a*) Consolidated and graded establishment

for the whole Presidency, the objections raised refer chiefly to the details. It is generally admitted that the prospects of Local Fund Engineers are not encouraging, and some scheme of consolidation or gradation is looked upon as the best means of improving those prospects. The proposals as to the form which this gradation should take are various, and perhaps the best is one put forward by the Coimbatore Local Fund Engineer, and also by the Tanjore District Board, that districts and not Engineers should be graded, and that the pay in each district should have a maximum and minimum, involving a difference of Rs. 200, which is to be earned in ten annual instalments. Thus transfers would not be frequent, and yet Engineers would have prospects of promotion in return for good service. The chief objection to personal gradation is the frequency of transfer with the attendant result of ignorance of the district and its vernacular. A further objection is that the less-favoured districts would suffer from a succession of junior and less competent Engineers, as the senior men would invariably try to get, and would have claims for getting, the better districts. A strong argument against transfers is urged by the Coimbatore President, namely, that at present Local Fund Engineers feel a personal responsibility for the good condition of the roads in their districts which would be removed by a constant change of officers.

Each Board can do all this for itself, if it likes; and several, I think, have done it already.

H.W.B.

Personal gradation would be the very thing to *prevent* frequent transfers.

H.W.B.

The Assistant Secretary has entirely misunderstood the position. The grading of *districts* would tend to all these results; the grading of *officers* would have a contrary effect.

H.W.B.

By the grading of districts, I understand, he means such a system of dividing districts into grades as is proposed by Mr. Stephens.

J. G[ROSE].

9. There are many objections to (*b*) Increased pay.

In the first place very few of the Boards are in a position to incur increased expenditure on establishment especially at a time when Government has drawn attention to the state of roads, and every pie is required for bringing them into good order. The memorialists' proposal is that each Board should subscribe 20 per cent. of their expenditure under Grant I towards the general graded establishment, but at present many Boards only contribute 17 per cent. and to be obliged to pay the extra amount would bear hardly on them. It is also urged that there is no need to increase the pay of the superior staff, as men better qualified from an engineering point of view than those at present employed are not required, and the existing pay is sufficient for the existing staff. Engineering qualifications are not required to any large extent for repairing roads and petty buildings, which constitutes the greater part of a Local Fund Engineer's duties. All big works costing over Rs. 2,500 are sent to the Superintending Engineer, Public Works department, for approval. With regard to increasing the pay of the subordinate staff, it is no doubt very desirable that better men should be employed and their services cannot be obtained for the present rates of pay. It is, however, doubtful whether increased pay would achieve this ojbect, as at present the supply of properly-qualified subordinates is very limited. In a few years the supply will probably more nearly approxi-

I quite agree with this. If the Boards have money to spend, let it go on the roads, not into the pockets of the Local Fund Engineers.

A.E.H.

In this connection, I may point out that in several of the Local Board budgets for 1896–1897, which have came before me, I have noticed a misunderstanding (as it seems to me) of G.O., No. 1686 L., dated 14th September 1895. This is that the Government order has been considered to have been complied with if the allotment for Communications—New Works and Repairs, *taken together with the allotment for establishment under Grant I*, equalled half the land-cess *plus* the whole of the tolls. This is not what the Government order says. According to the Government order, the allotment to Communications—New Works and Repairs should *by itself* equal half the land-cess *plus* the whole of the tolls. I did not think it necessary to notice this misunderstanding in the few Local Fund budgets which came to me, because orders on some of them had already gone out and because I did not think it well to put on the screw too tight all at once. But I think the error should be pointed out now, so that Local Boards may see how much leeway they have to pull up before they can in any way increase their expenditure under any grant other than Grant I.

H.W.B.

Here is where more money should be spent if anywhere.

H.W.B.

Yes.

A.E.H.

mate to the demand, as the local colleges turn out more men. It is noticeable that although in the appendix the Engineers do away with the provision for Superintending Engineers, the cost of the proposed establishment is only reduced by Rs. 1,400, the remaining Rs. 1,700 being added to the proposed pay of the Executive and Assistant Engineers. Either the first proposals were inadequate or the latter are too large.

10. The arguments for (*c*) Increased staff are not many and the proposed superior establishment is only slightly larger than the existing one.

11. The last point is (*d*) Pension. There is no doubt that the grant of a pension would be a great source of attraction to Engineers to enter Local Fund service. The memorandum draws up a scheme whereby pensions can be provided at no greater cost than would be involved by a Provident fund. Two or three of the Presidents, however, point out that the calculations are not trustworthy, and that it is impossible to say that no one will be in receipt of a pension for twelve years and that then there will only be six men on the pension list. Mr. Mullaly's figures show this to be incorrect. This being so, it is impossible for the Boards to agree to unknown future liabilities of this sort. The plan that finds most support is to form Provident funds, and to arrange that subscribers to one district fund shall, on transfer, retain the privileges earned by them and carry them to the new district. The Local Fund Engineer, Coimbatore, proposes a system of gratuities, *i.e.*, five months' pay after five years and an additional month's pay for each year's service up to twenty years, which he says would ensure a man a capital sum on which to retire.

[liss] See note above. H.W.B.

Please see C. No. 556 L., from the President, Kurnool District Board.

This is the proper plan as I have already said. H.W.B. A.E.H.

[avelock]

12. Mr. Mullaly proposes that the establishment which supervises Grant I should be under Government as the establishments which supervise Grants II and III are. Mr. Brodie also proposes that Government should bear the cost of this establishment on the analogy of the educational and medical supervising establishments.

13. Many of the Boards in submitting their views state that they have not had sufficient time to thoroughly enter into the details of the scheme, and request that if Government intends to adopt any of the proposals a definite scheme may be drawn up and again submitted to Local Boards for an expression of opinion before it is finally adopted. It is submitted that it would be advisable to do this, as not only are the details of the original scheme rather complicated, but many of the Boards have not had an opportunity of submitting their views on the scheme as revised by the appendix.

H.W.B.

14. The question of a committee has been touched on by the Chief Engineer, and many of the Presidents, and in view of the many different proposals (different, at least, as far as details are concerned) it perhaps would be well to appoint a committee, including two or three experienced District Board Presidents, two Local Fund Engineers and a Superintending Engineer—if it is decided to reorganize the establishments in any way—to settle details.

I don't think any committee is needed. H.W.B. A.E.H.

15. The question of audit by the Public Works department has not been much discussed, probably in many cases, as expressly stated in some, from want of knowledge of the subject. It is a matter on which the Accountant-General's opinion and that of the Examiner, Public Works Accounts, would be of value.

I have no objection to the opinions of the Accountant-General and of the Examiner being asked, but I think it will suffice to say that Local Fund Engineers are at liberty to send up any suggestions they please. My own view is that the difficulties caused by the audit system are exaggerated. H.W.B. A.E.H.

16. One of the great complaints made by Local Fund Engineers is that their appointment is practically only

Mr. LeFanu speaks of Mr. Scott's case. Now Mr. Wynne is as competent an officer as Mr. LeFanu. Mr. Meyer obviously from the letter he has just sent in about his Local Board Engineer is of the same opinion as Mr. Wynne regarding Mr. Scott; and he is also a competent officer. I read all the papers about Mr. Scott more than once and thought he was properly dismissed. Mr. LeFanu perhaps does not know that Nellore was the second district in which Mr. Scott failed to give satisfaction. Anyway, his case is the only case that I know of of a Local Board Engineer's dismissal. A single case in a good many years is not much on which to build a theory of insecurity of tenure of office—see what Mr. Tremenheere says of the advantage Local Boards now enjoy in being able to get rid of a bad servant.

H.W.B.

Mr. LeFanu's letter should be read. His way of expressing himself is characteristic, but his statements and conclusions are correct almost, or quite, all through. I could add to the names he gives of Engineers who were a curse to the Local Boards whose money they wasted and whose wishes they disregarded.

H.W.B.

I have read Mr. LeFanu's letter with profit and amusement.

A. E. H[AVELOCK]—4-7-96.

Yes. A.E.H.—4-7-96.	This a good idea and the Chief Engineer might be told to carry it out. H.W.B.

temporary, as they are liable to removal at three months' notice by Presidents. Although this appears to be a grievance, yet it is not actually one, as Engineers are not removed without sufficient cause and they can always appeal to Government. So long as their conduct is satisfactory, their appointment is practically permanent. As pointed out by Mr. Higgens (C. No. 466 L). there should be some means, short of dismissal, of punishing an Engineer, and this would be provided in a graded and transferable establishment.

17. Mr. LeFanu submits a confidential report objecting strongly to the proposed scheme and pointing out the evils that existed before the present scheme came into force.

18. A proposal is made by several Boards with reference to the appointment of District Engineers. This is that Government or the Chief Engineer should maintain a list not only of all Local Fund Engineers, but of Engineers also who are willing to enter Local Fund service. When a vacancy occurred in any district, the President would then be able to refer to this list and pick the best man available, instead of being limited by his own personal knowledge and the answers to any advertisements he may publish. If such a list were kept, and it was known that it was kept, many people would register their names who would otherwise not hear of vacancies that occurred.

W. W. PHILLIPS—19-5-96.

~~*Honourable Member and Circulation*~~—

Mr. LeFanu's letter is one which I submit is well worthy of perusal and consideration. He is one of the few officers now in the service who is fully acquainted with the old order of things and with the new. He speaks very plainly and perhaps points things somewhat too keenly, but what he says is in the main true enough. The unfortunate Mr. Dwyer comes in rather too much for Mr. LeFanu's wrath: ~~but~~, however, merely signed and sent in a petition which was prepared by Mr. Syson who is the originator of the movement and who is now keeping it going.

J. F. PRICE—23-5-96.

I continue altogether opposed to the proposed unification scheme. As to details I have noted above.

H. W. B[LISS]—28-5-96.

I will notice the chief features of the memorandum in the order in which they are stated at page 2 of this note—

(*a*) *Consolidated and graded establishment for the whole Presidency.*—At present each Local Fund Board chooses its own Engineer and subordinates staff, and there is no connection between the staff of one district and the staff of another. There is nothing obviously wrong in this, and nothing that would be objected to if there were only a single isolated district in question. The engagement of Engineers subject to three months' notice by employers is not uncommon. It is in accordance with the principles of self-Government that District Boards should fix the pay of their servants and appoint and punish them, and any interference by Government must diminish

the extent to which districts govern themselves. Interference with supervision is necessary in Grants II and III, but it is not necessary in Grant I except so far as regards the projection of big works—a matter already provided for. The Local Fund establishments, looking at the Government establishments entertained alongside of them, which did the same work a short time ago, naturally want to be made a Government department, but this cannot be done without divesting the Local Fund Boards of an important part of their control. The general opinion of the Boards is strong on this subject, and it is evident to me that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them, and dismissed by outsiders, they will have very little control over them. This, as the Hon'ble Mr. Bliss points out, would be a reversion to the old arrangement, which had very unsatisfactory results, under worse conditions, inasmuch as the Engineers then employed were superior to the men we could get for Local Fund Boards now. It would make transfers frequent, and they interfere materially with the self-Government of a district, which ought to have servants devoted to it, and be able to count on having those servants as long as it chooses to keep them. The existing staff could not be graded without great difficulty and innumerable complaints. The poorer districts whose Engineers would be at the bottom of the unified list would suffer continuously.

Still it is incontestable that the Local Fund Engineers are discontented, and that good would result from making them more contented. I think this can be done by dividing districts into four grades, classes with different rates of pay, as proposed by Mr. Stephens of Coimbatore and by giving yearly increments of pay (for ten years or so), but promotions from grade to grade should not be made by Government as he proposes. It should be left entirely to Local Fund Boards, and if districts are classed in this way it will be natural for a district of a higher class, when a vacancy occurs there, to see if any Engineer in a lower class would suit it.

As regards appointments there is a serious difficulty. I think from my own experience that Local Fund Boards should have professional help when they have to select Engineers. The Chief Engineer should keep a list of Engineers in the different classes of districts and of applicants for the post of Local Fund Engineer, and Presidents should be deviated to consult him before appointments are made. Local Fund Engineers should also have a Provident Fund, as noted below.

(*b*) *Increased Pay.*—Local Fund Engineers are in general well enough paid for the work they have to do. There are many of the existing Engineers who ought not to get as much pay as they do. There can't be a general increase in salaries without taking money from roads, most of which want to more money than can be spent on them. It seems to be the unanimous opinion that the subordinate staff is undermanned and underpaid. This is a matter which can best be dealt with by individual Boards, "cutting their coat according to their cloth," and getting the best value they can for their money.

(*c*) *Increased Staff.*—I do not think this is required as regards Engineers, and Local Fund Boards must be left to deal with the question as regards the subordinate staff.

(*d*) *Pension.*—I agree with the Hon'ble Mr. Bliss that the decision that Local Fund Boards shall not be burdened with pensions must be adhered to. The calculations in this memorial are evidently unreliable, and the provision of pensions would subject the Boards to heavy liabilities which cannot be estimated now. Provident Funds are however allowable and have been allowed. All Local Fund Boards should adopt the system, and it should be arranged that they should all have Provident Funds under the same rules, and that the claims on the Provident Fund of his district possessed by a Local Fund servant shall subsist, when he goes to another district.

A.E.H. [AVELOCK].

If it is decided that the only improvements which will be made are those which I have suggested, or like them, I don't think any good would be gained by the appointment of a committee. Rules embodying them should be prepared under section 144 and published with a view to objections and suggestions under section 145.

J. G[ROSE]—29-6-96.

Mr. Syson and Mr. Macfarlane came to-day as a deputation of the Local Fund Engineers and put before me their requests. These requests are a repetition (with some little modification of the grading scheme) of those set forth in the two memoranda to be found in this file. I attach a paper, marked **A**, giving the substance of what passed at the interview with the deputation.

2. I agree with the Hon'ble Mr. Bliss that highly-qualified Engineers imported from Britain are not needed for the carrying out of the works which are entrusted to the Local Board Engineers, consisting chiefly ~~to~~ those works, ~~etc.~~, of maintenance of roads. I also cordially endorse Mr. Bliss's opinion that Engineers locally born and trained, or locally trained, would fully meet the wants of Local Boards, and that the staff of those Boards should be recruited from that source. But the Local Boards are already provided with a staff of Engineers, who are mostly Europeans. These officers, or some of them at any rate, suffer under disabilities which have engendered a feeling of discontent among them. Something should, I think, be done to improve their position. As regards existing holders of office, I would (1) grant them compensation allowance (I am told that European Railway employés and Bank clerks are allowed compensation). I would (2) extend to them the Uncovenanted Civil Service leave rules. I would (3) grant to those receiving Rs. 500 and upwards, travelling allowance at Rs. 5 per day, instead of Rs. 4.

See below. J.G.

3. As regards the future, I would suggest a reorganized scheme with the following establishment, graded on the principle suggested by the deputation whom I saw to-day, but with lower scales of salary. I would designate the officers by the style of surveyors of roads, or by some other style, differing from the titles used in the Public Works department :—

J.G.

			RS.
Five first-class surveyors on	Rs. 500	..	= 2,500
Six second-class ,, on	,, 400	..	= 2,400
Ten third-class ,, on	,, 300	..	= 3,000
Two fourth assistant surveyors on	Rs. 200	=	400
Three fifth ,, on	,, 150	=	450
Four sixth ,, on	,, 100	=	400
	Monthly	..	9,150
	Annually	..	1,09,800

I doubt if this pay is sufficient. J.G.

4. These officers should be graded according to the wealth and importance of the districts—such gradation to be decided by Government. The Chief Engineer should keep a list of men eligible for these appointments, from which the Presidents of Boards may choose. I would give no rupee compensation and no pensions. To the first three classes, I would allow travelling allowance at Rs. 4 per diem, and to the lower three classes, travelling allowance at Rs. 3 per diem. I would allow the general leave rules to apply.

H.W.B.

But there should be Provident funds. J.G.

See note on page H.W.B. J.G.

5. The above scheme would result in a saving in the cost of establishment of Rs. 55,200, the present amount being Rs. 1,65,000 per annum, and the amount under the proposed scheme being Rs. 1,09,800. This saving, I would employ towards increasing the pay of the subordinate staff, which is admitted, on all hands, to be underpaid.

⊗ Vide statement B attached.

6. In order to bring into this body of officers some degree of continuity of service and prospect of advanceement, I would instruct the Local Boards that, as a rule, the Government would decline to approve a nomination to a vacancy, except from among the list of men holding office as surveyor of roads. This limitation should perhaps not apply to the two lowest grades of surveyors, who may be recruited from outside, a choice being usually made from the list of candidates kept by the Chief Engineer. In all other matters, such as dismissal and discipline, I would leave to the Boards the powers and discretion they now exercise.

H.W.B.
J.G.

7. With regard to the men who now form the body of Local Fund Engineers, I would let any, who wish, place themselves under the new scheme. The lower paid ones would probably choose to do this, as their prospects of promotion would be thereby improved. Officers who so join the scheme would be placed in grades carrying the amount of salary nearest to the amount of salary they now receive, but no immediate increase of salary should be given. Thus, a man now receiving Rs. 375 would be put into the Rs. 400 grade, but would continue to draw Rs. 375 per month.

Nearly all the existing body of officers are better paid already, so I fear few would join.
H.W.B.

But there is no objection to their joining if they like.
J.G.

8. The above scheme is roughly sketched. If its principles are concurred in, it will need amending and elaboration. My object in suggesting it has been, while remedying, to some extent, the disabilities complained of by the existing Local Board Engineers, to prepare the way for a system better suited to the needs of the Local Boards than the present one.

A. E. H[AVELOCK]—4-7-96.

I. As to His Excellency's proposals ~~on pages and~~ regarding the existing Local Board Engineers—

(1) As to the grant of exchange compensation allowance—it appears ~~from A~~ that certain boards before proposed this, but that Government negatived the proposal. I should like to see the papers before giving a final opinion. But it occurs to me that to grant exchange compensation allowance to a man, merely because he is a European, is a mistake of principle. To my mind, before exchange compensation allowance is granted, a man should show not only that he is a European but also that he holds an office of such a nature as the exigencies of the public service require ordinarily to be held by Europeans. For instance, I have known Europeans hold the office of Tahsildar. But why should a European Tahsildar get exchange compensation allowance? It is not necessary to the efficiency of the service that we should have any European Tahsildars. If a European chooses to take such an office, he should, in my opinion, take it with the same conditions as attach to it when held by the class (natives) which ordinarily fills it.

This is obviously true as regards *future* holders of office, but I think some compensation should be granted to present incumbents, only it should be calculated with reference to the rate of exchange when they entered the service.
J.G.
A.E.H.—20-10-96.

(2) As to the Uncovenanted Civil Service Leave rules—in practice, these are usually applied. But there is no objection to the Local Boards being moved to make them formally applicable (by rule under section 46 (1) (iii) of the Act) to all their subordinates.
J.G.

(3) As to the rate of travelling allowance—Local Boards fix this. Sub-Collectors draw, however, only Rs. 4 per diem. I consider that rate ample, save in specially dear localities. The argument as to size of jurisdiction and rapid travelling does not apply for (1) if an officer is compelled to travel rapidly he should get mileage under the rules, and (2) it is not usually advisable that a Local Board Engineer should travel rapidly. I may add that whatever the rate, it should not vary with pay. The men may

The following is a summary of the remarks of the deputation on these requests:—

(1) The arguments for the creation of a department have been set forth in the memorandum. Particular attention was drawn to the loss on transfer, under the present system, of all benefits of past service in the way of leave and contributions earned from the Provident fund (where there is one).

(2) The proposal to grade districts is a departure from the scheme put before Government in the two memoranda. The object is to meet the argument that personal grading would result in a rich district paying a large amount for salary (in the way of contribution for establishments) and getting only a low paid and inexperienced Engineer. The grading should be done by Government and appointments and promotions should be made and gazetted by Government. The deputation also proposed a time-limit for promotion, similar to that in force in the Public Works department, but they were not clear as to the advantages of this nor as to how it was to be worked.

(3) Mr. Syson adhered to the figures given in his memorandum regarding the liabilities of the proposed Pension fund, but he said they wished all past service to count for pension. When the possibility of a number of the present staff taking invalid pensions at an early date was pointed out to him, he said that the assets of the existing Provident funds (in a few districts only) would be sufficient to meet this contingent liability.

The deputation further urged that the pay of District Board Engineers was not sufficient to allow of their saving enough to provide for them after retirement: they were unable even to take leave when they required it. The grant of pensions would give backbone to the staff, and especially to the subordinates, who are underpaid as compared with similar men in the Public Works department, and the latter have a pension to look forward to.

(4) The Uncovenanted Civil Service Leave rules are usually applied to District Board Engineers now, but this is merely a practice that has grown up. The boards are not really bound by those rules. They should be authoritatively applied to the establishments.

(5) The fall in exchange strikes District Board Engineers as hardly as other Europeans, as regards both expenditure in this country and remittances home. The Boards of South Canara, Cuddapah and Kurnool were in favour of granting it, but the Government refused to permit it. It is granted to employés of the railways and the Madras Bank.

(6) A District Board Engineer gets the travelling allowance of an Assistant Engineer of the Public Works department; yet he has to travel over a larger area and more rapidly than an Executive Engineer of that department. The deputation asks that they should be given the travelling allowance of a Public Works Executive Engineer, viz., Rs. 5 a day.

In reply to inquiries by His Excellency, Mr. Macfarlane said the roads of that district (Salem) had deteriorated very much and some of them are almost impassable. The grant is barely sufficient for maintenance and money is needed to get the roads into proper order. As regards Tanjore, Mr. Syson said that there were no funds for the extension and development of roads.

His Excellency pointed out to the deputation that the introduction of the scale of establishment given in the second memorandum would involve an additional charge of Rs. 1,13,000 per annum, but they replied that the cost of establishment would still be below 20 per cent. of the expenditure on works. Asked where the money was to come from, as they had already admitted that the funds available were not sufficient for the roads, even with the present scale of establishment, they suggested that the cess on land should be increased by three pies in the rupee.

His Excellency then asked them as to the work done by District Board Engineers. They said that this consisted of the maintenance and making of roads, the building of bridges, hospitals, schools, travellers' bungalows and chattrams. Mr. Macfarlane built a number of bridges, both stone and iron, when he was in Canara. Mr. Syson has built four large bridges in Tanjore; one had three spans of 40 feet and another

get different rates of pay, but they are of the same class in life and their requirements as to conveyance, etc., when travelling are practically the same. We argued on this basis with the Government of India quite recently in the case of the district registrars, and it would be illogical to adopt another method now.

I agree with the Hon'ble Mr. Bliss.
J.G.

His Excellency has not noticed the questions of the universal establishment of Provident funds and of the institution of a rule that when a man changed his district he should carry with him the benefits he had already acquired under his Provident fund, so I presume he agrees with what has already been said on these subjects.

I think there should be Provident funds in all districts with a continuity of benefits.
J.G.
A.E.H.—20-10-96.

II. Regarding His Excellency's proposals for the future—I agree with a great deal of what he has said, but I do not think he has proposed sufficiently high rates of pay. Assuming that the establishment is to consist of men educated at the Local Engineering College, as I think it should, the rates of pay must bear some relation to the rates of pay drawn by other men from the same college who have got into the Public Works department. I doubt if, on this basis, His Excellency's rates would be high enough. Overseers in the Public Works department get, I believe, Rupees 100, 80 and 60 according to grade. If so, Rs. 100 would not be enough for the lowest grade of assistant road surveyor (Engineer).

J.G.—14 7-96.

Let us see a statement of what the Public Works department Sub-Engineers, supervisors and overseers are paid and what allowances they get.

H.W.B.—11-7-96.

The question of granting exchange compensation allowance to Local Board Engineers was fully considered when the South Canara Board came up in 1893 and the members of the then Government were unanimous in thinking that the grant should not be allowed. This precedent has since been followed with the concurrence, I see, of the Hon'ble Mr. Grose. I think that decision was right. The arguments used in my note of 11th July 1896 were not brought forward before, but I do not see that they can be answered. Any way, they have not been answered. The question of the increase of Mr. Syson's pay was settled, so far as I am concerned, on a different ground, viz., that of his length of service under the Tanjore Board.

H.W.B.

I adhere to my views about giving compensation to present incumbents.

J.G.—28-9-96.
A.E.H.—20-10-96.

In order to enable me to judge what rates of pay would be reasonable as compared with those drawn in the Public Works department, I should now like to know how far in practice (not in theory) the members of the several classes of—

Sub-overseers.	Supervisors.
Overseers.	Sub-Engineers.

may each expect to rise to the classes superior to their own, and how far Sub-Engineers may expect to rise to Assistant (?) and Executive (?) Engineers and on what rates of pay. The Chief Engineer should be asked.

H.W.B.—8-8-96.

With reference to ~~the portions of~~ Honourable Member's note of 11th July 1896 ~~marked with blue pencil,~~ the following note is submitted. The District Boards of South Canara and Cuddapah proposed to grant their Engineers exchange compensation allowance, but it was disallowed by Government (G.Os., No. 2689 L., dated 23rd December 1893, and No. 3 L., dated 8th January 1894). Mr. Scott's (the Local Fund Engineer, Nellore) request for the same was refused in G.O., No. 508 L., dated 15th March 1894. The Tanjore District Board was allowed to raise Mr. Syson's pay until the rupee rose to 1*s.* 4*d.* (G.O., No. 1301 L., dated 17th July 1894).

With regard to the pay of Public Works department upper subordinates, please see Government of India Public Works Code, page 9, section 17, for rates of pay. Their travelling allowance is regulated in accordance with the Civil Service Regulations (please see page 159 of the same Code). The rates of allowance range from Rs. 8 to Rs. 3 (please see Civil Service Regulations, page 424). The whole file is not resubmitted for convenience sake as it is such a large one.

W.W.P.—23-7-96.

J. F. PRICE—6-8-96.

There is an objection to the use of the term surveyors, though I do not think it is conclusive. Perhaps it would be better to call them Local Fund Sub-Engineers.

J.G.—28-9-96.

They might be called Local Board Engineers and Assistant Local Board Engineers as suggested below by the Hon'ble Mr. Bliss.

A.E.H.—20-10-96.

It seems to me that the sort of men who are required for service as Local Board Engineers (or whatever they may be called —I hardly like the title of *surveyors* of roads, surveyors in this country being both by education and pay a distinctly lower class of men than any kind of Engineer) are the sort who are now employed by Government as Sub-Engineers. If so, His Excellency's scale of pay and that paid to upper subordinates in Government service will compare as follows:—

Government service.

	Rs.
Sub-Engineers—	
1st grade	400
2nd ,,	300
3rd ,,	250
Supervisors—	
1st grade	200
2nd ,,	150
Overseers—	
1st grade	100
2nd ,,	80
3rd ,,	60
Sub-overseers—	
1st grade	Rs. 50—10*—70
2nd ,,	,, 35— 5*—45
3rd ,,	,, 25— 5*—35

His Excellency's proposals.

	Rs.
Local Board Engineers—	
1st class	500
2nd ,,	400
3rd ,,	300
Assistant Local Board Engineers—	
1st class	200
2nd ,,	150
3rd ,,	100

[His Excellency did not deal with the lower grades of employés.]

* Quinquennial increment.

The chance of a Government Sub-Engineer rising to Assistant Engineer seems to be but small—I think it may be neglected. On the other hand, Local Board Engineers do not get pensions as Government servants do. Allowing for this, I now think that the rates of pay proposed by His Excellency are sufficiently liberal for the class of men it is sought to engage, viz., natives of the country, not men who expect to mix in European society and to educate their children in Europe.

On reconsideration I think so, too.

J.G.—28-9-96.

Assistant Engineers under Local Boards should, I think, be paid as Government supervisors are. I would not go below Rs. 150. Even allowing for the Local Board bonus funds, the former class will not be quite as well off as the latter; but then I don't know that men of the same qualifications are required.

J.G.

For overseers and sub-overseers I think the Local Boards should adopt the Government scale of pay. They won't get as good men as they need unless they do.

J.G.—28-9-96.
A.E.H.—20-10-96.

H.W.B.—31-8-96.

A

Notes of the requests of a deputation (Messrs. Syson and Macfarlane) from the Local Fund Engineers' Association, which waited on His Excellency the Governor on the 4th July 1896.

A.E.H.—4-7-96.

The requests of the association are as follow:—

(1) The consolidation of the present staff of District Board Engineers into one department.

(2) The grading of districts, so as to fix the pay of the District Board Engineers according to the importance of the work to be done.

(3) The establishment of a Pension fund for the whole department.

(4) The formal application of the Uncovenented Civil Service Leave rules to District Board Engineers and Assistant Engineers.

(5) The grant of exchange compensation allowance.

(6) The grant of travelling allowance at the rate of Rs. 5 a day.

three spans of 50 feet. The plans and estimates are all prepared by the District Board Engineer and merely submitted to the Public Works department for scrutiny. The work is carried out by the District Board Engineer. Hospitals and schools are now built on type designs.

H. A. STUART—4-7-96.

Resubmitted to—

(1) *Hon'ble Mr. Bliss.*

(2) *Hon'ble Mr. Grose.*

With reference to His Excellency the Governer's note of 4th July 1896, Cur. No. 1649 L., received after this file went into circulation is also put up.

W.W.P.—8-7-96. J.F.P.—9-7-96.

Demi-official from Private Secretary.

Submitted for perusal of Honourable Members in connection with the file regarding reorganization of the Local Fund Engineering department (in circulation).

W.W.P.—13-7-96. J.F.P.—13-7-96. H.W.B.—14-7-96.

Districts.	Area.	Average receipts during the last five years.	Average outlay on Public Works during the last five years.	Order of merit in point of					Remarks.
				Area.	Receipts.	Public Works outlay.	Grade of Local Board Engineer.	Grade of Assistant Local Board Engineer.	
	ACS.	RS.	RS.	ACS.	RS.	RS.			
1. Anantapur ..	5,266	1,25,594	46,021	12	21	21	III	..	
2. Arcot, North ..	7,356	4,03,981	1,99,324	8	7	6	II	II	
3. Arcot, South ..	5,200	3,90,408	1,84,104	13	8	7	II	II	
4. Bellary	5,946	2,45,443	1,26,507	9	15	14	III	..	
5. Canara, South ..	3,897	2,34,167	1,09,406	17	18	17	III	..	
6. Chingleput ..	3,088	2,59,955	1,18,633	20	14	15	III	..	
7. Coimbatore ..	7,845	3,63,494	1,79,353	5	9	8	II	..	
8. Cuddapah ..	8,703	2,40,916	1,06,745	3	16	18	III	..	
9. Ganjám	4,877	2,94,941	1,40,693	14	13	13	III	..	
10. Gódávari ..	4,770	6,55,496	3,40,142	15	2	1	I	I, II	There are two Assistant Engineers in this district.
11. Kistna	8,376	5,72,423	3,16,045	4	3	2	I	II	
12. Kurnool	7,509	2,24,952	95,669	7	19	19	III	..	
13. Madura	8,790	4,79,919	2,37,920	1	4	3	I	II	
14. Malabar	5,554	4,47,212	2,01,160	10	5	5	I	I, II	Do. do.
15. Nellore	8,736	3,18,820	1,43,304	2	12	12	II	..	
16. Nilgiris	937	1,35,268	83,835	21	20	20	III	..	
17. Salem	7,521	3,58,684	1,66,572	6	10	11	II	..	
18. Tanjore	3,684	9,18,651	2,36,258	18	1	4	I	..	
19. Tinnevelly ..	5,376	4,38,937	1,73,637	11	6	10	II	II, II	Do. do.
20. Trichinopoly ..	3,614	2,37,863	1,13,468	19	17	16	III	..	
21. Vizagapatam ..	4,591	3,44,466	1,77,746	16	11	9	III	..	

Remarks on the draft order.

Passed as

Subject to the remarks below.

If the decision as to exchange compensation allowance is maintained by my Honourable Colleagues, please send me proof before issue, that I may record a minute of dissent, based on the ground that such a grant would be contrary to principle.

H.W.B.—1-12-96. [bliss.]

I still maintain it. I don't think any principle is violated by giving this small increase of pay to a few individuals in order to remove discontent which causes harm to the public service.

J.G.—5-12-96. [rose]

I also still maintain it.

A.E.H.—8-12-96. [Avelock]

Press

Returned to the Secretariat for the orders marked

Paragraph 5 of the draft order.—There are now ten Assistant Engineers in the employ of Local Boards. The No. 7 fixed by His Excellency has therefore been raised to 8. In addition to these, there are now 22 Local Fund supervisors in independent charge of portions of districts and their pay varies from Rs. 90 to Rs. 200, as will be seen from page 230 of the last Quarterly Civil List. The status of these officers is higher than that of overseers, and lower than that of Assistant Engineers, although the nature of their work is identical with that of the latter. It is therefore for consideration whether the number of Assistant Engineers of the second class may not be increased by 22, and the class of Local Fund supervisors abolished altogether, without, however, in any way, affecting the salaries of the present incumbent.

V. RAGHAVA CHARLU—14-11-96.

But there are only five on Rs. 150 and upwards—Coimbatore (1), Ganjám (1), Kistna (2) and Tanjore (1).

There are seven on Rs. 100 which is pay of a first-grade overseer and one on Rs. 90; two on Rs. 110; one on Rs. 112-8-0; three on Rs. 120; two on Rs. 125; one on Rs. 135.

It would be sufficient to put these five on the Assistants' list: the rest might remain as overseers with a special allowance as being "in independent charge." I don't think it would be desirable to put the Assistant class as a class on less pay than Rs. 150: the Engineers are to be recruited from them.

H.W.B.
J.G.
A.E.H.

G.S.F.—27-11-96.

Submitted to the Hon'ble Mr. Bliss with reference to his note of 1st December 1896.

G.S.F.—18-12-96.

Minute attached.

H.W.B.—7-1-97.

The Hon'ble Mr. Grose
His Excellency the Governor } to see the Hon'ble Mr. Bliss' minute of dissent.

G.S.F.—8-1-97.

Seen.

J.G.—11-1-97.

Seen.

A.E.H.—15-1-97.

Now issue.

G.S.F.—16-1-97.

[G.O., No. 86 L., dated 16th January 1897.]

I.A.

Proof for approval
Rle
4.8.03

P. Distaoar
3/8/03

LOCAL AND MUNICIPAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 86 L., DATED 16TH JANUARY 1897.

[SUBJECT.—*Reorganization of the Local Fund Engineering establishments.*]

Again G.O., No. 2464 L., dated 21st December 1895.

From the Honorary Secretary, Local Fund Engineers' Association, dated 6th February 1896.

" *Public Works Department, dated 22nd February 1896.*

File of replies to G.O., No. 2464 L., dated 21st December 1895, from the Presidents of District Boards.

From the Secretary to the Government of Bengal, dated 6th February 1896.

" " " *of North-Western Provinces and Oudh, dated 7th February 1896.*

" " " *of Bombay, dated 19th February 1896.*

" " " *of the Punjab, Public Works department, dated 28th February 1896.*

Please see the notes and orders in G.O., No. 2464 L., dated 21st December 1895, to which the currents are a reply.

2. In Bengal, District Board Engineers are appointed by the Chairman of the District Board subject to the approval of the Commissioner, and their engagement is liable to termination at three months' notice. In each Commissioner's division there is also an Inspector of Local Works, whose duties are somewhat similar to those of a Superintending Engineer in this Presidency, but it does not appear from the information received how his appointment is made.

The only Local Fund employés eligible for pension are officers transferred from pensionable service under Government or under the Road-cess Committee. Officers whose whole service has been under the District Board subscribe to a Provident fund.

No scheme is in force or in contemplation in Bengal such as is suggested in paragraph 15 of the memorandum under consideration.

3. In the North-Western Provinces it appears from the North-Western Provinces District Boards Manual, page 155, that the only works carried out by the District Board are (1) works not exceeding Rs. 1,000 in cost, (2) maintenance of third and fourth class roads, (3) maintenance of second-class roads except bridges and culverts. To carry out these works an establishment of a sub-overseer on Rs. 25—50 and a munshi on Rs. 15 may be entertained. From this it appears that there are no District Board Engineers as understood in this Presidency, as presumably the bulk of the engineering work is carried out by the Public Works department.

4. In Bombay there are no Local Fund Engineering establishments, as petty works are carried out by overseers under the supervision of Presidents and "Works Committees" of Local Boards and major works by the Public Works department.

The information from the Punjab does not show what establishment is employed, nor under what conditions, but merely gives the total cost of the engineering establishments and the manner in which works are sanctioned and appointments of Local Fund servants made.

The Chief Engineer seems to me to have dealt with the matter in a very superficial manner. He speaks of the establishment being temporary and liable to dismissal on three months' notice as a cause of inefficiency. But the establishments of all the Railway Companies in the world are on the same footing. Again, he talks of the establishments being without prospects of promotion or pension. As to pension, it has been decided, and I think rightly, that Local Boards cannot undertake the responsibility of granting pensions. Railway Companies do not do so by the way. But as to bonus funds, I have already noted in my note in G.O., No. 2464 L., dated 21st December 1895. I would go so far and no farther. As to prospects of promotion, the truth is that, as Mr. LeFanu says, these Local Board Engineers are overpaid already. Imported Engineers are not required for the work to be done. What is wanted is that the indigenous material, which is quite good enough for the work, should be properly utilized. This I have pointed out before. To talk of getting out Cooper's Hill men to look after the road repairs is absurd. It would be using a razor to cut stones. As to the question of accounts, I have no desire at all to maintain the present system. If any one of the Local Fund Engineers concerned will only bring forward definite proposals on the subject, I will consider them. But what Mr. LeFanu says on the state of the Gódávari Local Fund accounts and the reason for their bad state and for the trouble made by the Accountant-General should be read.

A. E. H[AVELOCK].

I cannot see the smallest need for the appointment of any committee.

H. W. B[LISS].

* Colonel Campbell personally mentioned to me Mr. Syson. Mr. Dwyer is the Local Fund Engineer of Chingleput and certainly not the man to serve on a committee.

J. F. PRICE.

5. The Chief Engineer to Government was also asked his opinion on the proposals of the Local Fund Engineers. He agrees with the proposals made in their memorandum as modified by the appendix subsequently submitted to Government, advocates the formation of a committee to discuss the details of the scheme and suggests, instead of the members proposed in paragraph 11 of the memorandum who would not have time to deal with the matter thoroughly, the Superintending Engineer, V Circle, President, Chingleput District Board, an official of the Financial department and the District Board Engineer, Chingleput. (It is understood that Colonel Campbell has mentioned the last person by mistake for Mr. Syson,* District Board Engineer, Tanjore, and the author of the memorial.)

6. With reference to the appendix submitted by the Engineers, it was received by the Government after the reference to District Boards had been made and was referred only to the Chief Engineer for opinion. Its effect is to materially alter the proposals in the original memorandum, as the Superintending Engineers are now left out of the proposed establishment leaving Collector-Presidents as before full powers of control. Notwithstanding this omission the proposed cost of establishment is very slightly reduced. In paragraph 5 frequent transfers are strongly deprecated.

7. The remaining currents are the replies received from the various District Boards. Unfortunately the appendix to the memorandum was received by Government too late for circulation to these bodies, but in many cases copies have been received by Presidents and the modifications proposed therein are discussed. The general body of opinion is against the proposed scheme. Roughly speaking fifteen districts are opposed to it and six in favour of it; but in many cases of those opposed to it one or two proposals in the scheme are approved, while the details and other proposals are not. Of the six districts in favour of the scheme, several object to many of the details proposed. Mr. Tremenheere has written two notes † meeting with objections all the detailed proposals of the memorialists.

† Which are worth reading.

H.W.B.

8. The chief proposals in the memorandum as modified by the appendix are—

(*a*) Consolidated and graded establishment for the whole Presidency.
(*b*) Increased pay.
(*c*) Increased staff.
(*d*) Pension.

The proposal to appoint Superintending Engineers to exercise executive control has been abandoned, and it is this proposal which has met with the greatest opposition from the Local Boards. With regard to (*a*) Consolidated and graded establishment

for the whole Presidency, the objections raised refer chiefly to the details. It is generally admitted that the prospects of Local Fund Engineers are not encouraging, and some scheme of consolidation or gradation is looked upon as the best means of improving those prospects. The proposals as to the form which this gradation should take are various, and perhaps the best is one put forward by the Coimbatore Local Fund Engineer, and also by the Tanjore District Board, that districts and not Engineers should be graded, and that the pay in each district should have a maximum and minimum, involving a difference of Rupees 200, which is to be earned in ten annual instalments. Thus transfers would not be frequent, and yet Engineers would have prospects of promotion in return for good service. The chief objection to personal gradation is the frequency of transfer with the attendant result of ignorance of the district and its vernacular. A further objection is that the less-favoured districts would suffer from a succession of junior and less competent Engineers, as the senior men would invariably try to get, and would have claims for getting, the better districts. A strong argument against transfers is urged by the Coimbatore President, namely, that at present Local Fund Engineers feel a personal responsibility for the good condition of the roads in their districts which would be removed by a constant change of officers.

Each Board can do all this for itself, if it likes; and several, I think, have done it already.

H. W. B[LISS].

Personal gradation would be the very thing to prevent frequent transfers.

H.W.B.

The Assistant Secretary has entirely misunderstood the position. The grading of districts would tend to all these results; the grading of officers would have a contrary effect.

H.W.B.

By the grading of districts, I understand, he means such a system of dividing districts into grades as is proposed by Mr. Stephens.

J. G[ROSE].

9. There are many objections to (*b*) Increased pay.

In the first place very few of the Boards are in a position to incur increased expenditure on establishment especially at a time when Government has drawn attention to the state of roads, and every pie is required for bringing them into good order. The memorialists' proposal is that each Board should subscribe 20 per cent. of their expenditure under Grant I towards the general graded establishment, but at present many Boards only contribute 17 per cent. and to be obliged to pay the extra amount would bear hardly on them. It is also urged that there is no need to increase the pay of the superior staff, as men better qualified from an engineering point of view than those at present employed are not required, and the existing pay is sufficient for the existing staff. Engineering qualifications are not required to any large extent for repairing roads and petty buildings, which constitutes the greater part of a Local Fund Engineer's duties. All big works costing over Rs. 2,500 are sent to the Superintending Engineer, Public Works department, for approval. With regard to increasing the pay of the subordinate staff, it is no doubt very desirable that better men should be employed and their services cannot be obtained for the present rates of pay. It is, however, doubtful whether increased

A. E. H[AVELOCK].

I quite agree with this. If the Boards have money to spend, let it go on the roads, not into the pockets of the Local Fund Engineers.

In this connection, I may point out that in several of the Local Board budgets for 1896–1897, which have come before me, I have noticed a misunderstanding (as it seems to me) of G.O., No. 1686 L., dated 14th September 1895. This is that the Government order has been considered to have been complied with if the allotment for Communications—New Works and Repairs, taken together with the allotment for establishment under Grant I, equalled half the land-cess *plus* the whole of the tolls. This is not what the Government order says. According to the Government order, the allotment to Communications—New Works and Repairs should by itself equal half the land-cess *plus* the whole of the tolls. I did not think it necessary to notice this misunderstanding in the few Local Fund budgets which came to me, because orders on some of them had already gone out and because I did not think it well to put on the screw too tight all at once. But I think the error should be pointed out now, so that Local Boards may see how much leeway they have to pull up before they can in any way increase their expenditure under any grant other than Grant I.

H.W.B.

Here is where more money should be spent if anywhere.

H.W.B.

Yes.

A.E.H.

pay would achieve this object, as at present the supply of properly-qualified subordinates is very limited. In a few years the supply will probably more nearly approximate to the demand, as the local colleges turn out more men. It is noticeable that, although in the appendix the Engineers do away with the provision for Superintending Engineers, the cost of the proposed establishment is only reduced by Rs. 1,400, the remaining Rs. 1,700 being added to the proposed pay of the Executive and Assistant Engineers. Either the first proposals were inadequate or the latter are too large.

10. The arguments for (*c*) Increased staff are not many and the proposed superior establishment is only slightly larger than the existing one.

11. The last point is (*d*) Pension. There is no doubt that the grant of a pension would be a great source of attraction to Engineers to enter Local Fund service. The memorandum draws up a scheme whereby pensions can be provided at no greater cost than would be involved by a Provident fund. Two or three of the Presidents *, however, point out that the calculations are not trustworthy, and that it is impossible to say that no one will be in receipt of a pension for twelve years and that then there will only be six men on the pension list. Mr. Mullaly's figures show this to be incorrect. This being so, it is impossible for the Boards to agree to unknown future liabilities of this sort. The plan that finds most support is to form Provident funds, and to arrange that subscribers to one district fund shall, on transfer, retain the privileges earned by them and carry them to the new district. The Local Fund Engineer, Coimbatore, proposes a system of gratuities, *i.e.*, five months' pay after five years and an additional month's pay for each year's service up to twenty years, which he says would ensure a man a capital sum on which to retire.

See note against paragraph 5 on page 2.
H. W. B[LISS].

* Please see C. No. 556 L., from the President, Kurnool District Board.

This is the proper plan as I have already said.
H.W.B.
A. E. H[AVELOCK].

12. Mr. Mullaly proposes that the establishment which supervises Grant I should be under Government as the establishments which supervise Grants II and III are. Mr. Brodie also proposes that Government should bear the cost of this establishment on the analogy of the educational and medical supervising establishments.

13. Many of the Boards in submitting their views state that they have not had sufficient time to thoroughly enter into the details of the scheme, and request that if Government intends to adopt any of the proposals a definite scheme may be drawn up and again submitted to Local Boards for an expression of opinion before it is finally adopted. It is submitted that it would be advisable to do this, as not only are the details of the original scheme rather complicated, but many of the Boards have not had an opportunity of submitting their views on the scheme as revised by the appendix.

H.W.B.

14. The question of a committee has been touched on by the Chief Engineer and many of the Presidents, and in view of the many different proposals (different, at least, as far as details are concerned) it perhaps would be well to appoint a committee, including two or three experienced District Board Presidents, two Local Fund Engineers and a Superintending Engineer—if it is decided to reorganize the establishments in any way—to settle details.

I don't think any committee is needed.
H.W.B.
A.E.H.

15. The question of audit by the Public Works department has not been much discussed, probably in many cases, as expressly stated in some, from want of knowledge of the subject. It is a matter on which the Accountant-General's opinion and that of the Examiner, Public Works Accounts, would be of value.

I have no objection to the opinions of the Accountant-General and of the Examiner being asked, but I think it will suffice to say that Local Fund Engineers are at liberty to send up any suggestions they please. My own view is that the difficulties caused by the audit system are exaggerated.
H.W.B.
A.E.H.

16. One of the great complaints made by Local Fund Engineers is that their appointment is practically only

Mr. LeFanu speaks of Mr. Scott's case. Now Mr. Wynne is as competent an officer as Mr. LeFanu. Mr. Meyer obviously from the letter he has just sent in about his Local Board Engineer is of the same opinion as Mr. Wynne regarding Mr. Scott; and he is also a competent officer. I read all the papers about Mr. Scott more than once and thought he was properly dismissed. Mr. LeFanu perhaps does not know that Nellore was the second district in which Mr. Scott failed to give satisfaction. Anyway, his case is the only case that I know of of a Local Board Engineer's dismissal. A single case in a good many years is not much on which to build a theory of insecurity of tenure of office—see what Mr. Tremenheere says of the advantage Local Boards now enjoy in being able to get rid of a bad servant.

H. W. B[LISS].

Mr. LeFanu's letter should be read. His way of expressing himself is characteristic, but his statements and conclusions are correct almost, or quite, all through. I could add, to the names he gives of Railway Engineers who were a curse to the Local Boards whose money they wasted and whose wishes they disregarded.

H.W.B.

I have read Mr. LeFanu's letter with profit and amusement.

A. E. H[AVELOCK]—4-7-96.

temporary, as they are liable to removal at three months' notice by Presidents. Although this appears to be a grievance, yet it is not actually one, as Engineers are not removed without sufficient cause and they can always appeal to Government. So long as their conduct is satisfactory, their appointment is practically permanent. As pointed out by Mr. Higgens (C. No. 466 L). there should be some means, short of dismissal, of punishing an Engineer, and this would be provided in a graded and transferable establishment.

17. Mr. LeFanu submits a confidential report objecting strongly to the proposed scheme and pointing out the evils that existed before the present scheme came into force.

18. A proposal is made by several Boards with reference to the appointment of District Engineers. This is that Government or the Chief Engineer should maintain a list not only of all Local Fund Engineers, but of Engineers also who are willing to enter Local Fund service. When a vacancy occurred in any district, the President would then be able to refer to this list and pick the best man available, instead of being limited by his own personal knowledge and the answers to any advertisements he may publish. If such a list were kept, and it was known that it was kept, many people would register their names who would otherwise not hear of vacancies that occurred.

This is a good idea and the Chief Engineer might be told to carry it out.

H.W.B.

Yes.

A.E.H.—4-7-96.

W. W. PHILLIPS—19-5-96.

Mr. LeFanu's letter is one which I submit is well worthy of perusal and consideration. He is one of the few officers now in the service who is fully acquainted with the old order of things and with the new. He speaks very plainly and perhaps points things somewhat too keenly, but what he says is in the main true enough. The unfortunate Mr. Dwyer comes in rather too much for Mr. LeFanu's wrath: he, however, merely signed and sent in a petition which was prepared by Mr. Syson who is the originator of the movement and who is now keeping it going.

J. F. PRICE—23-5-96.

I continue altogether opposed to the proposed unification scheme. As to details I have noted above.

H. W. B[LISS]—28-5-96.

A. E. H[AVELOCK]—4-7-96.

I will notice the chief features of the memorandum in the order in which they are stated at page 2 of this note—

(*a*) *Consolidated and graded establishment for the whole Presidency.*—At present each Local Fund Board chooses its own Engineer and subordinate staff, and there is no connection between the staff of one district and the staff of another. There is nothing obviously wrong in this, and nothing that would be objected to if there were only a single isolated district in question. The engagement of Engineers subject to three months' notice by employers is not uncommon. It is in accordance with the principles of self-Government that District Boards should fix the pay of their servants and appoint and punish them, and any interference by Government must diminish

the extent to which districts govern themselves. Interference with supervision is necessary in Grants II and III, but it is not necessary in Grant I except so far as regards the projection of big works—a matter already provided for. The Local Fund establishments, looking at the Government establishments entertained alongside of them, which did the same work a short time ago, naturally want to be made a Government department, but this cannot be done without divesting the Local Fund Boards of an important part of their control. The general opinion of the Boards is strong on this subject, and it is evident to me that the few who have agreed to a "unified, consolidated and graded department" have not grasped the fact that when their servants are sent to them, taken from them, and dismissed by outsiders, they will have very little control over them. This, as the Hon'ble Mr. Bliss points out, would be a reversion to the old arrangement, which had very unsatisfactory results, under worse conditions, inasmuch as the Engineers then employed were superior to the men we could get for Local Fund Boards now. It would make transfers frequent, and they interfere materially with the self-Government of a district, which ought to have servants devoted to it, and be able to count on having those servants as long as it chooses to keep them. The existing staff could not be graded without great difficulty and innumerable complaints. The poorer districts whose Engineers would be at the bottom of the unified list would suffer continuously.

Still it is incontestable that the Local Fund Engineers are discontented, and that good would result from making them more contented. I think this can be done by dividing districts into four grades or classes with different rates of pay, as proposed by Mr. Stephens of Coimbatore and by giving yearly increments of pay (for ten years or so), but promotions from grade to grade should not be made by Government as he proposes. It should be left entirely to Local Fund Boards, and if districts are classed in this way it will be natural for a district of a higher class, when a vacancy occurs there, to see if any Engineer in a lower class would suit it.

As regards appointments there is a serious difficulty. I think from my own experience that Local Fund Boards should have professional help when they have to select Engineers. The Chief Engineer should keep a list of Engineers in the different classes of districts and of applicants for the post of Local Fund Engineer, and Presidents should be directed to consult him before appointments are made. Local Fund Engineers should also have a Provident Fund, as noted below.

(*b*) *Increased Pay.*—Local Fund Engineers are in general well enough paid for the work they have to do. There are many of the existing Engineers who ought not to get as much pay as they do. There can't be a general increase in salaries without taking money from roads, most of which want more money than can be spent on them. It seems to be the unanimous opinion that the subordinate staff is undermanned and underpaid. This is a matter which can best be dealt with by individual Boards, "cutting their coat according to their cloth," and getting the best value they can for their money.

(*c*) *Increased Staff.*—I do not think this is required as regards Engineers, and Local Fund Boards must be left to deal with the question as regards the subordinate staff.

(*d*) *Pension.*—I agree with the Hon'ble Mr. Bliss that the decision that Local Fund Boards shall not be burdened with pensions must be adhered to. The calculations in this memorial are evidently unreliable, and the provision of pensions would subject the Boards to heavy liabilities which cannot be estimated now. Provident Funds are however allowable and have been allowed. All Local Fund Boards should adopt the system, and it should be arranged that they should all have Provident Funds under the same rules, and that the claims on the Provident Fund of his district possessed by a Local Fund servant shall subsist when he goes to another district.

A. E. H[AVELOCK].

If it is decided that the only improvements which will be made are those which I have suggested, or like them, I don't think any good would be gained by the appointment of a committee. Rules embodying them should be prepared under section 144 and published with a view to objections and suggestions under section 145.

J. G[ROSE]—29-6-96.

Mr. Syson and Mr. Macfarlane came to-day as a deputation of the Local Fund Engineers and put before me their requests. These requests are a repetition (with some little modification of the grading scheme) of those set forth in the two memoranda to be found in this file. The following is the substance of what passed at the interview with the deputation.

The requests of the association are as follow :—

(1) The consolidation of the present staff of District Board Engineers into one department.

(2) The grading of districts, so as to fix the pay of the District Board Engineers according to the importance of the work to be done.

(3) The establishment of a pension fund for the whole department.

(4) The formal application of the Uncovenented Civil Service Leave rules to District Board Engineers and Assistant Engineers.

(5) The grant of exchange compensation allowance.

(6) The grant of travelling allowance at the rate of Rs. 5 a day.

The following is a summary of the remarks of the deputation on these requests :—

(1) The arguments for the creation of a department have been set forth in the memorandum. Particular attention was drawn to the loss on transfer, under the present system, of all benefits of past service in the way of leave and contributions earned from the Provident fund (where there is one).

(2) The proposal to grade districts is a departure from the scheme put before Government in the two memoranda. The object is to meet the argument that personal grading would result in a rich district paying a large amount for salary (in the way of contribution for establishments) and getting only a low paid and inexperienced Engineer. The grading should be done by Government and appoint ments and promotions should be made and gazetted by Government. The deputation also proposed a time-limit for promotion, similar to that in force in the Public Works department, but they were not clear as to the advantages of this nor as to how it was to be worked.

(3) Mr. Syson adhered to the figures given in his memorandum regarding the liabilities of the proposed Pension fund, but he said they wished all past service to count for pension. When the possibility of a number of the present staff taking invalid pensions at an early date was pointed out to him, he said that the assets of the existing Provident funds (in a few districts only) would be sufficient to meet this contingent liability.

The deputation further urged that the pay of District Board Engineers was not sufficient to allow of their saving enough to provide for them after retirement: they were unable even to take leave when they required it. The grant of pensions would give backbone to the staff, and especially to the subordinates, who are underpaid as compared with similar men in the Public Works department, and the latter have a pension to look forward to.

(4) The Uncovenanted Civil Service Leave rules are usually applied to District Board Engineers now, but this is merely a practice that has grown up. The boards are not really bound by those rules. They should be authoritatively applied to the establishments.

(5) The fall in exchange strikes District Board Engineers as hardly as other Europeans, as regards both expenditure in this country and remittances home. The Boards of South Canara, Cuddapah and Kurnool were in favour of granting it, but the Government refused to permit it. It is granted to employés of the railways and the Madras Bank.

(6) A District Board Engineer gets the travelling allowance of an Assistant Engineer of the Public Works department; yet he has to travel over a larger area and more rapidly than an Executive Engineer of that department. The deputation asks that they should be given the travelling allowance of a Public Works Executive Engineer, viz., Rs. 5 a day.

In reply to inquiries ~~by His Excellency~~, Mr. Macfarlane said the roads of that district (Salem) had deteriorated very much and some of them are almost impassable. The grant is barely sufficient for maintenance and money is needed to get the roads into proper order. As regards Tanjore, Mr. Syson said that there were no funds for the extension and development of roads.

~~His Excellency~~ pointed out to the deputation that the introduction of the scale of establishment given in the second memorandum would involve an additional charge of Rs. 1,13,000 per annum, but they replied that the cost of establishment would still be below 20 per cent. of the expenditure on works. Asked where the money was to come from, as they had already admitted that the funds available were not sufficient for the roads even with the present scale of establishment, they suggested that the cess on land should be increased by three pies in the rupee.

~~His Excellency then asked~~ them as to the work done by District Board Engineers. They said that this consisted of the maintenance and making of roads, the building of bridges, hospitals, schools, travellers' bungalows and chattrams. Mr. Macfarlane built a number of bridges, both stone and iron, when he was in Canara. Mr. Syson has built four large bridges in Tanjore; one had three spans of 40 feet and another three spans of 50 feet. The plans and estimates are all prepared by the District Board Engineer and merely submitted to the Public Works department for scrutiny. The work is carried out by the District Board Engineer. Hospitals and schools are now built on type designs."

2. I agree with the Hon'ble Mr. Bliss that highly-qualified Engineers imported from Britain are not needed for the carrying out of the works which are entrusted to the Local Board Engineers, consisting chiefly as those works do of maintenance of roads. I also cordially endorse Mr. Bliss's opinion that Engineers locally born and trained, or locally trained, would fully meet the wants of Local Boards, and that the staff of those Boards should be recruited from that source. But the Local Boards are already provided with a staff of Engineers, who are mostly Europeans. These officers, or some of them at any rate, suffer under disabilities which have engendered a feeling of discontent among them. Something should, I think, be done to improve their position. As regards existing holders of office, I would (1) grant them compensation allowance (I am told that European Railway employés and Bank clerks are allowed compensation). I would (2) extend to them the Uncovenanted Civil Service leave rules. I would (3) grant to those receiving Rs. 500 and upwards, travelling allowance at Rs. 5 per day, instead of Rs. 4.

See below—page 10.

J. G [ROSE].

3. As regards the future, I would suggest a reorganized scheme with the following establishment, graded on the principle suggested by the deputation whom I saw to-day, but with lower scales of salary. I would designate the officers by the style of surveyors of roads, or by some other style, differing from the titles used in the Public Works department:—

J.G.

I doubt if this pay is sufficient.
J.G.

		Rs.
Five first-class surveyors	on Rs. 500 ..	= 2,500
Six second-class ,,	on ,, 400 ..	= 2,400
Ten third-class ,,	on ,, 300 ..	= 3,000
Two assistant surveyors	on Rs. 200 ..	= 400
Three ,,	on ,, 150 ..	= 450
Four ,,	on ,, 100 ..	= 400
	Monthly ..	9,150
	Annually ..	1,09,800

4. These officers should be graded according to the wealth and importance of the districts as in the following statement:—

Districts.	Area.	Average receipts during the last five years.	Average outlay on Public Works during the last five years.	Order of merit in point of			Grade of Local Board Engineer.	Grade of Assistant Local Board Engineer.	Remarks.
				Area.	Receipts.	Public Works outlay.			
	ACS.	RS.	RS.	ACS.	RS.	RS.			
1. Anantapur ..	5,266	1,25,594	46,021	12	21	21	III	..	
2. Arcot, North ..	7,356	4,03,981	1,99,324	8	7	6	II	II	
3. Arcot, South ..	5,200	3,90,408	1,84,104	13	8	7	II	II	
4. Bellary	5,946	2,45,443	1,26,507	9	15	14	III	..	
5. Canara, South ..	3,897	2,34,167	1,09,406	17	18	17	III	..	
6. Chingleput ..	3,088	2,59,955	1,18,633	20	14	15	III	..	
7. Coimbatore ..	7,845	3,63,494	1,79,353	5	9	8	II	..	
8. Cuddapah ..	8,703	2,40,916	1,06,745	3	16	18	III	..	
9. Ganjám	4,877	2,94,941	1,40,693	14	13	13	III	..	
10. Gódávari ..	4,770	6,55,496	3,40,142	15	2	1	I	I, II	There are two Assistant Engineers in this district.
11. Kistna	8,376	5,72,423	3,16,045	4	3	2	I	II	
12. Kurnool	7,509	2,24,952	95,669	7	19	19	III	..	
13. Madura	8,790	4,79,919	2,37,920	1	4	3	I	II	
14. Malabar	5,554	4,47,212	2,01,160	10	5	5	I	I, II	Do. do.
15. Nellore	8,736	3,18,820	1,43,304	2	12	12	II	..	
16. Nilgiris	937	1,35,268	83,835	21	20	20	III	..	
17. Salem	7,521	3,58,684	1,66,572	6	10	11	II	..	
18. Tanjore	3,684	2,18,651	2,36,258	18	1	4	I	..	
19. Tinnevelly ..	5,376	4,38,937	1,73,637	11	6	10	II	II, II	Do. do.
20. Trichinopoly ..	3,614	2,37,863	1,13,468	19	17	16	III	..	
21. Vizagapatam ..	4,591	3,44,466	1,77,746	16	11	9	III	..	

Such gradation to be decided by Government.

H. W. B[LISS].

The Chief Engineer should keep a list of men eligible for these appointments, from which the Presidents of Boards may choose. I would give no rupee compensation and no pensions. To the first three classes, I would allow travelling allowance at Rs. 4 per diem, and to the lower three classes, travelling allowance at Rs. 3 per diem. I would allow the general leave rules to apply.

But there should be Provident funds.
J.G.

See note on pages 10 and 11.
H.W.B.
J.G.

5. The above scheme would result in a saving in the cost of establishment of Rs. 55,200, the present amount being Rs. 1,65,000 per annum, and the amount under the proposed scheme being Rs. 1,09,800. This saving, I would employ towards increasing the pay of the subordinate staff, which is admitted, on all hands, to be underpaid.

6. In order to bring into this body of officers some degree of continuity of service and prospect of advanceement, I would instruct the Local Boards that, as a rule, the Government would decline to approve a nomination to a vacancy, except from among the list of men holding office as surveyor of roads. This limitation should perhaps not apply to the two lowest grades of surveyors, who may be recruited from outside, a choice being usually made from the list of candidates kept by the Chief Engineer. In all other matters, such as dismissal and discipline, I would leave to the Boards the powers and discretion they now exercise.

H. W. B[LISS].
J. G[ROSE].

7. With regard to the men who now form the body of Local Fund Engineers, I would let any, who wish, place themselves under the new scheme. The lower paid ones would probably choose to do this, as their prospects of promotion would be thereby improved. Officers who so join the scheme would be placed in grades carrying the amount of salary nearest to the amount of salary they now receive, but no immediate increase of salary should be given. Thus, a man now receiving Rs. 375 would be put into the Rs. 400 grade, but would continue to draw Rs. 375 per month.

Nearly all the existing body of officers are better paid already, so I fear few would join.

H. W. B[LISS].

But there is no objection to their joining if they like.

J. G[ROSE].

8. The above scheme is roughly sketched. If its principles are concurred in, it will need amending and elaboration. My object in suggesting it has been, while remedying, to some extent, the disabilities complained of by the existing Local Board Engineers, to prepare the way for a system better suited to the needs of the Local Boards than the present one.

A. E. H[AVELOCK]—4-7-96.

As to His Excellency's proposals above regarding the existing Local Board Engineers—

(1) As to the grant of exchange compensation allowance—it appears that certain boards before proposed this, but that Government negatived the proposal. I should like to see the papers before giving a final opinion. But it occurs to me that to grant exchange compensation allowance to a man, merely because he is a European, is a mistake of principle. To my mind, before exchange compensation allowance is granted, a man should show not only that he is a European but also that he holds an office of such a nature as the exigencies of the public service require ordinarily to be held by Europeans. For instance, I have known Europeans hold the office of Tahsildar. But why should a European Tahsildar get exchange compensation allowance? It is not necessary to the efficiency of the service that we should have any European Tahsildars. If a European chooses to take such an office, he should, in my opinion, take it with the same conditions as attach to it when held by the class (natives) which ordinarily fills it.

This is obviously true as regards future holders of office, but I think some compensation should be granted to present incumbents, only it should be calculated with reference to the rate of exchange when they entered the service.

J.G.

A. E. H[AVELOCK]—20-10-96.

(2) As to the Uncovenanted Civil Service Leave rules—in practice, these are usually applied. But there is no objection to the Local Boards being moved to make them formally applicable (by rule under section 46 (1) (iii) of the Act) to all their subordinates.

J.G.

(3) As to the rate of travelling allowance—Local Boards fix this. Sub-Collectors draw, however, only Rs. 4 per diem. I consider that rate ample, save in specially dear localities. The argument as to size of jurisdiction and rapid travelling does not apply, for (1) if an officer is compelled to travel rapidly he should get mileage under the rules, and (2) it is not usually advisable that a Local Board Engineer should travel rapidly. I may add that whatever the rate, it should not vary with pay. The men may get different rates of pay, but they are of the same class in life and their requirements as to conveyance, etc., when travelling are practically the same. We argued on this basis with the Government of India quite recently in the case of the district registrars, and it would be illogical to adopt another method now.

I agree with the Hon'ble Mr. Bliss.

J.G.

His Excellency has not noticed the questions of the universal establishment of Provident funds and of the institution of a rule that when a man changed his district he should carry with him the benefits he had already acquired under his Provident fund, so I presume he agrees with what has already been said on these subjects.

I think there should be Provident funds in all districts with a continuity of benefits.

J.G.

A.E.H.—20-10-96.

2. Regarding His Excellency's proposals for the future—I agree with a great deal of what he has said, but I do not think he has proposed sufficiently high rates of pay. Assuming that the establishment is to consist of men educated at the Local Engineering College, as I think it should, the rates of pay must bear some relation to the rates of pay drawn by other men from the same college who have got into the Public Works department. I doubt if, on this basis, His Excellency's rates would be high enough. Overseers in the Public Works department get, I believe, Rupees 100, 80 and 60 according to grade. If so, Rs. 100 would not be enough for the lowest grade of assistant road surveyor (Engineer).

J. G[ROSE]—14-7-96.

Let us see a statement of what the Public Works department Sub-Engineers, supervisors and overseers are paid and what allowances they get.

H. W. B[LISS]—11-7-96.

The question of granting exchange compensation allowance to Local Board Engineers was fully considered when the South Canara Board came up in 1893 and the members of the then Government were unanimous in thinking that the grant should not be allowed. This precedent has since been followed with the concurrence, I see, of the Hon'ble Mr. Grose. I think that decision was right. The arguments used in my note of 11th July 1896 were not brought forward before, but I do not see that they can be answered. Any way, they have not been answered. The question of the increase of Mr. Syson's pay was settled, so far as I am concerned, on a different ground, viz., that of his length of service under the Tanjore Board.

H. W. B[LISS].

I adhere to my views about giving compensation to present incumbents.

J.G.—28-9-96.

A. E. H[AVELOCK].—20-10-96.

In order to enable me to judge what rates of pay would be reasonable as compared with those drawn in the Public Works department, I should now like to know how far in practice (not in theory) the members of the several classes of—

Sub-overseers.	Supervisors.
Overseers.	Sub-Engineers.

may each expect to rise to the classes superior to their own, and how far Sub-Engineers may expect to rise to Assistant (?) and Executive (?) Engineers and on what rates of pay. The Chief Engineer should be asked.

H.W.B.—8-8-96.

With reference to paragraph I (1) of the Honourable Member's note of 11th July 1896, the following note is submitted. The District Boards of South Canara and Cuddapah proposed to grant their Engineers exchange compensation allowance, but it was disallowed by Government (G.Os., No. 2689 L., dated 23rd December 1893, and No. 3 L., dated 8th January 1894). Mr. Scott's (the Local Fund Engineer, Nellore) request for the same was refused in G.O., No. 508 L., dated 15th March 1894. The Tanjore District Board was allowed to raise Mr. Syson's pay until the rupee rose to 1*s.* 4*d.* (G.O., No. 1301 L., dated 17th July 1894).

With regard to the pay of Public Works department upper subordinates, please see Government of India Public Works Code, page 9, section 17, for rates of pay. Their travelling allowance is regulated in accordance with the Civil Service Regulations (please see page 159 of the same Code). The rates of allowance range from Rs. 8 to Rs. 3 (please see Civil Service Regulations, page 424). The whole file is not resubmitted for convenience sake as it is such a large one.

W. W. PHILLIPS—23-7-96.

J. F. PRICE—6-8-96.

A note by the Chief Engineer dated 19th August 1896 is submitted with reference to the Honourable Member's note of the 8th.

W. W. PHILLIPS—26-8-96.

J. F. PRICE—28-8-96.

There is an objection to the use of the term surveyors, though I do not think it is conclusive. Perhaps it would be better to call them Local Fund Sub-Engineers.

J. G[ROSE]—28-9-96.

They might be called Local Board Engineers and Assistant Local Board Engineers as suggested below by the Hon'ble Mr. Bliss.

A. E. H[AVELOCK]—20-10-96.

It seems to me that the sort of men who are required for service as Local Board Engineers (or whatever they may be called —I hardly like the title of surveyors of roads, surveyors in this country being both by education and pay a distinctly lower class of men than any kind of Engineer) are the sort who are now employed by Government as Sub-Engineers. If so, His Excellency's scale of pay and that paid to upper subordinates in Government service will compare as follows:—

Government service.	Rs.	*His Excellency's proposals.*	Rs.
Sub-Engineers—		Local Board Engineers—	
1st grade	400	1st class	500
2nd „	300	2nd „	400
3rd „	250	3rd „	300
Supervisors—		Assistant Local Board Engineers—	
1st grade	200	1st class	200
2nd „	150	2nd „	150
Overseers—		3rd „	100
1st grade	100		
2nd „	80	[His Excellency did not deal with the lower grades of employés.]	
3rd „	60		
Sub-overseers—			
1st grade	Rs. 50—10*—70		
2nd „	„ 35— 5*—45		
3rd „	„ 25— 5*—35		

*Quinquennial increment.

The chance of a Government Sub-Engineer rising to Assistant Engineer seems to be but small—I think it may be neglected. On the other hand, Local Board Engineers do not get pensions as Government servants do. Allowing for this, I now think that the rates of pay proposed by His Excellency are sufficiently liberal for the class of men it is sought to engage, viz., natives of the country, not men who expect to mix in European society and to educate their children in Europe.

On reconsideration I think so, too.
J.G.—28-9-96.

Assistant Engineers under Local Boards should, I think, be paid as Government supervisors are. I would not go below Rs. 150. Even allowing for the Local Board bonus funds, the former class will not be quite as well off as the latter; but then I don't know that men of the same qualifications are required.

J.G.

For overseers and sub-overseers I think the Local Boards should adopt the Government scale of pay. They won't get as good men as they need unless they do.

J.G.—28-9-96.
A.E.H.—20-10-96.

H. W. B[LISS]—31-8-96.

Remarks on the draft order.

Paragraph 5 of the draft order.—There are now ten Assistant Engineers in the employ of Local Boards. The No. 7 fixed by His Excellency has therefore been raised to 8. In addition to these, there are now 22 Local Fund supervisors in independent charge of portions of districts and their pay varies from Rs. 90 to Rs. 200, as will be seen from page 230 of the last Quarterly Civil List. The status of these officers is higher than that of overseers, and lower than that of Assistant Engineers, although the nature of their work is identical with that of the latter. It is therefore for consideration whether the number of Assistant Engineers of the second class may not be increased by 22, and the class of Local Fund supervisors abolished altogether, without, however, in any way, affecting the salaries of the present incumbents.

V. RAGHAVA CHARLU—14-11-96.

But there are only five on Rs. 150 and upwards—Coimbatore (1), Ganjám (1), Kistna (2) and Tanjore (1).

There are seven on Rs. 100 which is pay of a first-grade overseer and one on Rs. 90; two on Rs. 110; one on Rs. 112-8-0; three on Rs. 120; two on Rs. 125; one on Rs. 135.

It would be sufficient to put these five on the Assistants' list: the rest might remain as overseers with a special allowance as being "in independent charge." I don't think it would be desirable to put the Assistant class as a class on less pay than Rs. 150: the Engineers are to be recruited from them.

H. W. B[LISS].
J. G[ROSE].
A. E. H[AVELOCK].

G. S. FORBES—27-11-96.

Passed subject to the remarks below.

If the decision as to exchange compensation allowance is maintained by my Honourable Colleagues, please send me proof before issue, that I may record a minute of dissent, based on the ground that such a grant would be contrary to principle.

H. W. B[LISS]—1-12-96.

I still maintain it. I don't think any principle is violated by giving this small increase of pay to a few individuals in order to remove discontent which causes harm to the public service.

J. G[ROSE]—5-12-96.

I also still maintain it.

A. E. H[AVELOCK]—8-12-96.

Submitted to the Hon'ble Mr. Bliss with reference to his note of 1st December 1896.

G. S. FORBES—18-12-96.

Minute attached.

H. W. B[LISS]—7-1-97.

The Hon'ble Mr. Grose
His Excellency the Governor } to see the Hon'ble Mr. Bliss' minute of dissent.

G. S. FORBES—8-1-97.

Seen.

J. G[ROSE]—11-1-97.

Seen.

A. E. H[AVELOCK]—15-1-97.

Now issue.

G. S. FORBES—16-1-97.

[G.O., No. 86 L., dated 16th January 1897.]

Extract from the Minutes of Proceedings of the District Board, North Arcot, passed at their Meeting held on Saturday the 25th January 1896, in the Union Office at Chittoor.

Present

Ex officio

1. J. W. Hughes Esquire, acting Head Assistant Collector
2. Rt. R. Rly G. Kattumdiramayya garu M. A. Head Quarter deputy Collector.

Nominated officials

3. Rt. R. Rly J. R. Ramachendra Iyer avergnt, B. A. Treasury deputy Collector and Vice President. Presiding.

Nominated non officials

4. Rt. R. Rly C. Balakrishna Mudaliar avergnt
5. —"— B. Venkat Row garu.
6. —"— Venkataramanayyan kaidon garu.
7. Syed Mir Nuruddin Saheb

Elected non officials.

8. Rt. Rly. K. Narasimha Iyer avergnt
9. —"— P. Narasimha Iyya garu.
10. —"— S. Venkatachella Chettyar avergnt
11. —"— A. Looburamania Iyer avergnt
12. —"— D. Venkoba Row garu
13. —"— V. Raghava Mudaliar avergnt
14. —"— G. D. Arumachella Mudaliar avergnt
15. Patel Muhammad Usman sahib.

4. Read G. O. No. 2464 L dated the 21st December 1895, forwarding to the Public Works Department for opinion of the Chief Engineer, certain memorials & subject of the Consolidation of the Local

Local Fund Engineering Department, and calling for a report from the Presidents of District Boards on the matter before the 15th February 1896. Read also the Presidents' draft reply dated the 19th Instant on the Subject.

The Board objects to the proposed scheme for the reasons, among others, recorded in the Presidents draft reply.

Asst Secretary
for President

Reply as
Comply/ MK

1/2/96
2/2/96

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NORTH ARCOT, DISTRICT BOARD'S OFFICE,

No. 69 of 1896.
disposal

Chittoor, 26th January 1896.

ENCLOSURE. one.

LOCAL & MUNICIPAL DEPT.
CURRENT No. 257

FROM

S. H. Wynne Esquire,

President, District Board,
North Arcot.

To

THE CHIEF SECRETARY TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
Madras.

Sir,

In reply to G.O. 2464L, 21-12-95, I have the honor to say that the proposed scheme seems to me objectionable for the following reasons:—

1st. It would require legislation.

2nd. It would act unfairly to the local bodies and ratepayers. Either the pay drawn by the Engineer would be as nearly as possible equal to the contribution on his behalf paid by the Board, in which case all the districts would suffer by constant change as promotions occurred, or else in many cases Govt would not get the skill and experience proportionate to their payments. In point of fact, however, the proposal in para 11 (a) would involve far more inequalities and injustice than such as would result from the mere grading of the Engineers.

3rd. It would be very unfair to the existing staff. The pretended object being to secure a more efficient body of men, if the existing staff were retained and graded as proposed, there would obviously

anciously be an enormous increase of expendi-
ture without any adequate return for, probably,
at least a quarter of a century. The only course, there-
fore, would be (accepting the arguments in the
memorandum) to dispense with the majority of the
existing staff.

4th. In almost all districts, as remarked by Govern-
ment in G.O. 1686L, 14-9-95, the pressure of grants II and III
has, owing to the straightened circumstances of the
boards, caused a diminished expenditure in grant I
to the detriment of the roads. Orders have issued for
the curtailment of expenditure on the two former grants,
with a view to increase the maintenance grants of the roads.
The further heavy expenditure proposed in paras 11(a)
and 13 would completely disorganize the present system
of education, sanitation and medical relief.

5th. The greater number of the matters mentioned
in para 5 and that in para 11(b) have no connec-
tion with the organization of the staff, either as it
exists or as it is proposed.

6th. That the existing subordinate staff is bad
is certainly true, but a raising of their pay would
not secure better men for very many years to
come, because trained men do not exist, and
in the meantime all boards that I have had
cognizance of are constantly in difficulties for want
of funds. I consider, however, that money would
be better laid out with this object than in increasing
the pay of engineers.

7th. Local Boards seldom undertake any
work of difficulty or magnitude now and the pro-
posed superintending staff seems to me extra-
vagant.

5

8th. The figures in para 13 are obviously
worthless and very serious difficulties might be
incurred by the Local Funds of the Presidency,
if a large pension scheme of this kind was en-
tered upon. If it was organized, I do not see how
other servants of the boards could fairly be denied
similar advantages.

2. The resolution of the Board on the subject is en-
closed.

I have the honor to be,
Sir,
Your most obedient servant.

A. Lawrence Lyon
for President.

be speedily
Comply

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From

THE PRESIDENT,

District Board,

North Arcot.

Local & Municipal Dept.
CURRENT No. 257 L

To

The Chief Secretary to Government,

Local and Municipal Department,

Fort St. George.

CHIEF SECRETARY'S GOVERNMENT OF MADRAS
28 JAN. 1896

Station—~~Chittoor~~ Vellore

Dated 26th January 1896

Despatched 27th ——————

~~Ref. on Gl. L. F.~~ No. 69 of 1896.
Disposal

Enclosure. one

Subject.

Submitting copy of a resolution of the District Board objecting to the proposed scheme regarding the consolidation of the Local Fund Engineering Department.

7

No. XI of 1895-96

Minutes of Proceedings of the District Board, Chingleput, passed at the meeting held on Saturday the 25th January 1896

—

Present

G. S. Forbes Esquire. President

Official members

1 Surgeon Major H. A. F. Nailer, District Medical and Sanitary officer
2 M. R. Ry P. Krishna Rao avargal, Deputy Collector, Tiruvallur division
3 " M. Tillainayagam Pillai avargal, Deputy Collector, Saidapet division
4 " V. Raghavacharlu avargal, 1st Assistant, Local and Municipal department, Chief Secretariat, Madras
5 " V. Damodara mudaliar avargal, Tahsildar of Conjeeveram
6 " Muhamad Ali Hazari Sahib, Tahsildar of Tiruvallur
7 " Sanjivi Nayudu Garu, Tahsildar of Ponneri

Non official members

8 M. R. Ry P. Elayalwar Nayudu Garu
9 " V. Ramachandra Rao avargal
10 " Parthasarathy Nayudu Garu
11 The Honourable P. Rungiah Nayudu Garu
12 M. R. Ry. Appa Rao Nayudu Garu
13 " N. Bujanga Rao Garu

14 M. R. Ry S. N. Duraisami aiyengar avargal
15 The Revd A. Andrew
16 The Revd W. B. Simpson
17 Muhamad Muhamad Khan Bahadur
18 T. Muhamd Ali Sahib Khan Bahadur
19 M. R. Ry. Shanmugaraya Mudaliar avargal

4. Read G.O No 2,464 dated 21st December 1875 calling for a report from the Presidents of district boards on the subject of the consolidation of the Local Fund Engineering department.

The Board are not in favour of the Scheme. They do not see that any material advantage would therefrom accrue to the district. The Board are opposed to relinquishing control over the Engineering establishment and transferring it to the Chief Engineer. The requirements of professional skill are comparatively small and the Board have found no difficulty in applying the necessary control over the department. They are also able at any time to refer difficult projects to the Government Engineers.

So far as the question of improving the status of the Engineers by providing

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providing them with pensionary privileges is concerned, the Board are prepared to contribute towards a Provident Fund.

(Signed) G. S. Forbes
President, District Board

(True Extract)

Vice President
for President, District Board

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CHINGLEPUT DISTRICT BOARD'S OFFICE,

No. 85 / L of 1896

SAIDAPET, 28th January 1896.

From

R. C. C. Carr Esquire

President of the District Board,

Chingleput.

To

The Chief Secretary to Government

Local and Municipal Department

Madras

SIR,

In reply to G. O No 2464 L dated 21st December 1895. calling for a report on the subject of the consolidation of the local fund Engineering department, I have the honour to forward herewith a copy of the resolution of the District Board passed at the meeting held on Saturday the 25th January 1896. It will be observed that this Board is averse to any change in the existing system of control, though it is willing to subscribe to a

Provident

Provident fund.

I have the honour to be
Sir
Your most obedient Servant

Murray
Vice President
for President, District Board

12

1896.

319 L

WLS

FROM

THE PRESIDENT OF THE
DISTRICT BOARD,
CHINGLEPUT.

To

THE Chief Secretary to
Government, Local and
Municipal Department
Madras

Dated 28th January 1896.

ENCLOSURE. 1

No. 85 A 1896

SUBJECT.

31. JAN. 1896

GOVERNMENT OF MADRAS

Submitting copy of the resolution of the district Board in the matter of the consolidation of the Local Fund Engineering Department and stating that this Board is averse to any change in the existing system of control.

Proceedings of the District Board, Trichinopoly, at the meeting held on Saturday, the 25th January 1896.

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Present.

James Andrew Esquire, President.

Members.

1. Khadir Navaz Khan Sahib, Khan Bahadur, Head Quarters Deputy Collector, Trichinopoly.
2. M. A. Rg. K. S. Ganapati Aiyar Avl. B.A, M.L., Government Pleader, Trichinopoly.
3. " S. Kuppuswami Sarma Avl. B.A., B.L., High Court Vakil, Srirangam.
4. " T. A. Kuppuswami Aiyangar avl, District Court Pleader, Srirangam.
5. " T. M. Kuppuswami Nayudu Garu Estate Manager, Marungapuri.
6. " R. V. Renga Aiyar Avl, Mirasdar, Musiri.
7. " Arokianatha Pillai Avl, Pleader, Ariyalur.
8. Kharim Sahib —, Mirasdar, Perambalur.
9. Syed Shah Hamid-ud-din Sahib —, Mirasdar, Valikondapuram.

Resolution No 89 of 1896

Read: G.O. No 2464 L, dated 21st December 1895, calling for a report from the Presidents of District Boards on the subject of the consolidation of the Local Fund Engineering Establishment.

Having considered the G.O. in question, the District Board is of the following opinion:—

(1) It is not desirable to amalgamate the different

Districts

Districts for Engineering purposes, or to place the Engineering Establishment under the control of the Chief Engineer to Government.

(2) Although the right of appointing to the posts of Engineers and Assistant Engineers should vest in the District Board Presidents subject to the approval of Government, or in Government on the nomination of the President, it may tend to ensure in a greater degree the appointment of the best men available if on the occurrence of a vacancy the President of the District Board concerned is required to submit to Government with his nomination or appointment roll a list of all those who have applied, or who are - so far as he knows - willing to accept, the appointment. The Chief Engineer to Government also might be required to keep a list of Engineers - whether in Europe or India - who have expressed their wish to serve as Local Fund Engineers or Assistant Engineers, and on the occurrence of a vacancy the District Board President should obtain a copy of such list, and mention all such names in making his recommendation. This would put Government in a position to decide if the Engineer selected was one of the best available, and not merely if there was no actual objection to the appointment. The Chief Engineer is probably in a better position than any one else to hear of competent men desiring such appointments, and if it is widely known that he keeps such lists, Engineers will inform him of their wish and the field of selection will thus be widened.

(3)

(3). As regards para 4 of the memorial regarding the liability of Engineers to removal on 3 months' notice, such rule does not - the Board believes - work unjustly in practice, and it has many advantages. The Board considers that in the case of Engineers appointed in - i.e, who have lived in - India, the knowledge of the liability to removal does not deter competent men from applying, as it is well known that such removals are never made without just cause. It is possible however that the condition in question may tend to deter competent men in Europe for offering to come to India, and it is a matter for the consideration of Government as to whether in such cases the condition in question might not with advantage be removed. On this, however, the Board has not had practical experience.

(4). The Board is decidedly of opinion that Engineers, - Assistant Engineers, Overseers, and their Clerks should be brought on a Pension list, and that on transfer from one District to another, the service already earned should not be lost. Pensionary contributions should in all cases be paid by the Boards, and might be made either, - (1) by payments made into the Treasury with each payment Government being then liable for the Pension earned, or (2) by each Board contributing into a Common Fund, a certain percentage of Grant I Establishment Charges each year, Pensions to be paid out of the Common Fund thus raised. It is also desirable to allow, at the option of each existing Officer, pensionary contribution on account of past services - such contribution to be made for

each

each year of back service decided to be counted towards pension in such proportions by the Officers and by the District Boards concerned as may be found equitable after examination of detailed calculations, with due regard to the finances of the respective Boards.

(5) It is inexpedient to abolish, as proposed in para 11, the Inspecting Accounts Department. It has not been shown that the present system is fairly open to the criticisms contained in the last part of Para 5 of the Memorial and if the present system has defects such as are there indicated, the proper way is to point them out in detail, and to have them remedied where necessary. The present system has the decided advantage that the one Inspector checks the accounts of all the Grants, and to separate Grant I from Grants II, III and IV would mean a double Establishment which would certainly involve greater cost. It is in many ways an advantage having the one staff to do all the Grants as that tends to keep the President, District Board, in greater touch with the Local Fund Inspector and his staff.

(6) While the Board considers that it must be left for each District Board to decide subject to the approval of Government as to the salary of its Engineering staff, it is at the same time desirable to allow of progressive rates of pay in the case of approved service to their Engineers, as a man is not likely to feel much heart in his work if he has no improved prospects before him.

The Board therefore suggests that Government should approve of this policy, and it will be then for each Board to consider what increments if any should be allowed to its Engineer.

(7) On the subject of Superintending Engineers the Board entertains considerable doubt, but it thinks that it would on the whole be worth trying the experiment of the appointment by Government of an Officer of the Public Works Department as a Superintending Engineer for 8 or 9 Districts for a period of one or two years. Each of the 8 or 9 Districts should contribute proportionately to the cost, and at the end of 1 or 2 years Government could decide, after hearing the views of the different Boards if the advantages derived from the supervision of the Superintending Engineer is likely to be commensurate with the cost.

(Signed) J. Andrew.
President.

(True Copies)
Krishnaswamy
for President.

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TRICHINOPOLY DISTRICT BOARD'S OFFICE,

29th June 1896.

His No. 56 of 96 Dated 31st June 1896.

One 1.

FROM,

James Anderson ESQUIRE,

PRESIDENT, DISTRICT BOARD,

TRICHINOPOLY.

Local & Municipal Dept
CURRENT No. 330 L

To,

THE CHIEF SECRETARY,

TO GOVERNMENT,

MADRAS.

Sir,

As directed in G.O No 2464L, dated 21st December 1895, I have the honor to enclose Copy of resolution No 99 of 1896 of the District Board passed at its meeting held on the 25th instant on a certain memorial on the subject of the Consolidation of the Local Fund Engineering Department.

2. The resolution contains the views of the Board at sufficient length and it is only with respect to the last part relating to the appointment of Superintending Engineers that I would wish to add some remarks.

3. Other departments, such as the Department of Public Works, Forest, Sanitary, have officers.

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officers (Superintending Engineers, Conservators and Sanitary Commissioner) whose duties are somewhat analogous to those of the Superintending Engineer which the District Board, at my instance, considered should be appointed as an experimental measure. It is not proposed that he should have any power as regards appointments or punishments, but that he should be simply an advising and inspecting officer. His opinion should be obtained on all estimates above a certain value, and this would obviate the necessity of referring them to the Public Works department, provided they did not exceed such limits as might be fixed by Government. His duty would be to tour in and through the District under his charge, and inspect roads and buildings, and generally to check all the work of the Engineer. The Board thinks it

is possible that the knowledge that their work would be checked by a professional superior would tend to make the Engineer make greater efforts towards perfection. The Superintending Engineer would be able to compare the abilities of all the Engineers in his range, and in the event of a Vacancy occurring in the grade of Engineer in a District in which the pay was higher than in others, the Superintending Engineer would be in a position to give his opinion as to the relative merits of applicants from within his Range. This would act as an incentive to good work.

4. Another advantage the system would have would be that it would put Government in a better position to form an accurate opinion as to the relative efficiency of the administration of each District, so far at least as

as regards 21 Grant I. At present — to take the chief item, viz, roads — the opinion that Government forms as to the state of the roads of any district must ordinarily be the opinion of the President of the Board of that district. But as expressions such as "good", "bad", "fair" etc as applied to the state of roads are but relative, and as different Presidents would not all use the same adjective in describing the same road, any general Comparison now made in Government orders between different districts must be more or less misleading. A Superintending Engineer however — with a knowledge of a number of districts (of the soil, the gravel to be obtained in the roads, and the distance of quarries from the roads) would be in a position to Compare the

the State of roads of different districts and the relative efficiency of the administration of the district Boards. This would be a distinct gain.

5. Another point for consideration is that different Engineers and different Presidents have their own ideas as to the best way of keeping roads in order, and some systems are not so good as others. It would be an advantage if Presidents could have the benefit of the opinion of an efficient Superintending Engineer of wide experience.

6. One last advantage deserving of some consideration is that if the experiment should turn out to be a success, and if after such trial as might seem fit to Government — Superintending Engineer are selected from among the most Competent of

of the Local Board Engineers, the latter would have greater encouragement to work well having the hopes of such promotion before him.

7. On the other hand there is the question of expence, and the Board does feel doubtful if the advantages to be derived from the Scheme would be worth the cost. For this reason it only suggests the appointment of one Superintending Engineer to be selected from among the officers of the Public Works department for a limited period in order to enable Government to decide, after consulting the District Boards if the experiment is likely to be a success.

I have the honor to be
Sir,
Your most obedient Servt
A Dunbar Nunnington
for President.

24

Local & Municipal Dept.
CURRENT No. 330L

CHIEF SECRETARY'S
1 FEB 1896
GOVERNMENT OF MADRAS

Trichinopoly District Board's Office.

From,

J. Anderson Esquire

President, District Board,
Trichinopoly.

To,

THE CHIEF SECRETARY
TO GOVERNMENT,
MADRAS.

Dated 29th January 1896.
Despatched 31st

Encl
No. 56 of 96

Subject.

Submitting the views of the Trichinopoly District Board regarding the Consolidation of the Local Fund Engineering Department.

25.

Extract from the Proceedings of the District Board, Salem, passed at its meeting held on the 24th January 1896.

PRESENT.

C. A. Mounsey Esquire (President)

Ex: officio members

1. Mahomed Azeezuddeen Hussain Sahib Bahadur
Head Quarters Dy Collector Salem
2. Official members (Nominated)
M R Ry D. S. Ganapathi Iyer avl Bt
Treasury Dy Collector and Vice President.
3. F. S. Mullaly Esquire, Superintendent of Police

Non-official members (Nominated)

4. M R Ry. S. Krishnasawmi Mudaliar avl
5. " G. Aswathayya garu
6. Mahomed Habibulla Sahib
7. Mahomed Hossain Sahib.
8. Haji Kadir Hussain Uddeen Sahib

Members (Elected)

9. M R Ry D. Seshagiri Iyer avl
10. Peer Batcha Sahib
11. M R Ry M. Ramaswami Naicker avl
12. " K. Ragavendra Row avl
Tahsildar of Ramakkal
13. " D. S. Subramania Iyer avl B.A, B.L
14 Nabee sahib
15. M R Ry. D. M. Ranagaratnam Ottaiar avl B.A
16. " D. Venkata Row avl

1. Read G.O dated 21st December 1895 & 2+64d: requesting to submit a report on the question of reorganizing the Local Fund Engineering Establishment.

Resolution: The Board are strongly of opinion that a case has been made out for the reorganization of the Local Fund Engineering Establishment. They think that the appointment, transfer, dismissal &c of District Board Engineers and Assistant Engineers should be wholly in the hands of the Government in the Public Works department and that all other Control should remain in the hands of the Presidents including appointment, transfer, dismissal &c of all officers below the grade of Assistant Engineers as at present and that the whole of the subordinate service as well as superior should be pensionable. They also think that districts should be graded and the pay of the Engineers and Assistant Engineers settled by Government. In regard to recruitment of officers, they are of opinion that a Competitive examination in Madras for the few vacancies that there would be, to be open to men trained in any of the recognized Engineering Colleges of India or at home be a preferable plan to accepting as Engineers men who have failed at an Engineering College at home to qualify for an appointment in the Public Works department. The Board see no reason for altering the present system of audit.

(Signed) G H Mowbray
President.

(True copy extract)

Mowbray
for President

GB 30/1 HH 30.1

D No. 19 Govt. 28

Salem District Board's Office,
D/28th January 1896.
Desp. 1st February 96

& Municipal Dept.
RECEIPT No. 3382

From C. H. Mounsey
~~G. MacWATTERS~~, Esq.,
President, District Board, Salem.

To
The Chief Secretary to Government,
Local and Municipal Department,
Madras.

Sir,

With reference to G.O dated 21st December 1895 No 2464, I have the honor to forward herewith a copy of the resolution of the District Board, passed at its meeting held on the 24th January 1896 in regard to the consolidation of the Superior Service of the Local Fund Engineering Establishment. This resolution was passed by the Board on the understanding that the Local Fund Engineers' Association has, since the date of the G.O above quoted, given up

Enc-1

3382/96

up the proposed control of the Local Fund Engineering Establishment by the Chief Engineer as also the proposal of the appointment of Superintending Engineers. I consider that the scheme though it will entail some additional cost, will place the Superior Service of Local Fund Engineering Establishment on a better footing and will remove from the Collector Presidents, the responsibility of getting efficient Engineers.

2. With regard to recruitment of the Engineering staff I submit that it is self evident that men selected at such a competitive examination as is suggested would not be at once qualified by experience to take charge of a District and that they should enter at the grades of Assistant Engineers only if found duly qualified.

I have the honor to be
Sir
Your most obedient Servant
Lt Mowbray
for President

30/1 20/1

Local and Municipal Department.

30

189 .

Local & Municipal Dc
CURRENT No. 3382

From,

THE PRESIDENT,
DISTRICT BOARD,
SALEM.

To,

THE CHIEF SECRETARY
TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
MADRAS.

Dated 28th January 96
Despatched / 24 } February 1896.
Received

No. 49 Govt

ENCLOSURE

UNDER SECRETARY FEB 96 PUBLIC & TOGENT.

SUBJECT.

Forwarding a Copy of the resolutions of the District Board passed at its meeting held on the 24th January 1896 in regard to the Consolidation of the Superior Service of the L. & Engineering Establishment

D. B. O. No. 10.
15-6-92—300.

Disposal No 30 of 1896.
D.B.

31

South Canara District Board Office,

Mangalore, 31st January 1896.

From W. H. Welsh Esquire,
President, District Board,
SOUTH CANARA.

To The Chief Secretary to Government
Local & Municipal Department
Madras.

Sir,

With reference to paragr: 2 of G.O No. 2464 L dated the 21st December 1895. I have the honor to enclose herewith copy of Resolutions of the District Board on the question of reorganizing the Local Fund Engineering Establishments in the Residency.

2. I do not understand why the majority of the Board objects to the proposed transfer of the inspection and audit of accounts to the Examiner. (Paragraph 3 of their resolution).

3. There are a few points in which the District Boards might improve the position of their Engineer without incurring undue loss or liability, and I would suggest that in framing the rules it should not be rendered impossible for them to do so. For instance:

(1) Engineers and Subordinates should be permitted to do other than Local Fund work by leave of the

Board

Boards and receive remuneration (less a percentage to be paid to the Board for use of office, stationery &c); provided that if this provision is abused, Government may prohibit such employment, or withdraw the prohibition

(2) The Board should be at liberty to build or acquire a house for the Engineer and require him to occupy and pay rent for it. (There is sometimes difficulty about office accommodation which this provision might obviate.)

I have the honor to be,
Sir,
your most obed.t Servant.

R. H. Welsh.
President

Cop. H.

W.

Extract from the Proceedings of the District Board of South Canara, dated 27th January 1896.

Present:-

W. H. Welsh Esquire, President.
J. H. Robertson Esquire, Acting Head Assistant Collector of South Canara.
Dewan Bahadur A. Pinto, General Duty Deputy Collector of South Canara.
M. R. Ry. M. Ravi Varma Raja Avargal, Head Quarters Deputy Collector of South Canara.
" V. Rama Rau Avargal, Acting Tahsildar of Elsperiangady.
S. F. Brito Esquire.
M. R. Ry. V. D. Venkat Rau Avargal.
" N. Manjunathaya "
" B. Manjunatha Shanbhogue "
" S. Raghunathaya "
" C. Gopalkrishnaya "
" K. Laxumapparasu Kunda Heggade "
" Jacki Alva "
" K. Narna Shetti "
" T. Kantappa "
Abdul Ali Rajab Ali Shet Sahib.

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17. Read G. O. No. 2464 L, dated 21st December 1895, calling for report from the Presidents of District Boards on the subject of the consolidation of the Local Fund Engineering Department

Resolved that the meeting be adjourned till tomorrow for further consideration of this question. Four members, (Mr Robertson Messrs Gopalkrishnaya, Raghunathaya and Venkat Rau) who cannot be present to-morrow, consider that there is no objection to consolidate the subordinate Establishment, but that the Engineering Establishment should not be consolidated.

× × ×

Proceedings of the adjourned meeting of the District Board of South Canara, dated 28th January 1896.

Present:-

W. H. Welsh Esquire, President.

Dewan Bahadur A. Pinto, General Duty Deputy Collector of South Canara.

M R Ry. M. Ravi Varma Raja Avargal, Head Quarters Deputy Collector of South Canara.

" V. Rama Rau Avargal, Acting Tahsildar of Uppinangady.

L. F. Brito Esquire.

M. R. Ry. B. Manjunatha Shanbhogue Avargal

" K. Laxumappa Arasu Kunda Heggade "

" Jacki Alva "

" T. Kantappa "

Read again G. O. No 2464 L, dated 21st December

December 1895 calling for report from the Presidents of District Boards on the subject of the consolidation of the Local Fund Engineering Department.

Read also the Board's resolution recorded at yesterday's meeting on the subject of the Government order.

—

The majority of the Board by 7 to 6 (including in the minority the votes taken yesterday) are in favour of a reorganization of the Engineering Establishment by having one list for the whole Presidency, but they express a wish that the powers of the Board as to the execution of work, sanctioning of Estimates &c should remain exactly as at present, with the Collector President also in the same position except as regards appointments, transfers &c of the Executive Department, consistent with paragraph 7 of the memorial and paragraph 11 (a) of Mr Dwyer's memorandum. All the details of the memorandum do not commend themselves to the majority of the Board: for instance, with respect to paragraph 12 they do not wish the total expenditure on establishment including pensions to exceed the 20 per cent under any circumstance

circumstances.

2. Also they do not wish to have separate Superintending Engineers, but represent that the Public Works Department Superintending Engineers who have already to travel over the same ground might well do some inspection and give some advice as well as exercise mathematical scrutiny, and that Boards should contribute to their pay out of the said 20 per cent instead of paying 2½ per cent for mere scrutiny of Estimates, the number of Superintending Engineers being if necessary increased.

3. As regards inspection of accounts the majority of the members of the Board who have considered the question do not think any reorganization necessary.

4. As regards the subordinate Establishment, overseers &c, the Board is unanemously in favour of reorganization by having one list for the Presidency.

/Signed/ W. H. Welsh
President
District Board.

/True Extract and Copy/

W. Welsh
President,
District Board.
South Canara.

1/3588/96

W.

Copied.

37

LOCAL FUND (1896) DEPARTMENT.

I & Municipal Dept
RRENT No. 3582

From

The President,
DISTRICT BOARD,
South Canara.

To

The Chief Secretary to Government
Local & Municipal Department,
Madras.

Dated 31st
Despatched } January 1896
Received

Disposal № 30 of 1896
D.B.

Enclosures one

CHIEF SECRETARY
4 FEB 1896
GOVERNMENT OF MADRAS

SUBJECT.

Consolidation of the Local Fund Engineering Department.

Submitting, with reference to G.O. No. 2464 L, dated 21st December 1895, copy of resolutions of the District Board on the subject of the —

38

Proceedings of the District Board Coimbatore at a meeting held at 3 P.M. on Saturday the 25th January 1896.

Present.

Herbert Bradley Esquire, President
M.R.R. S. Soundararaja Aiyangar avl. Bt
Treasury & Collector & Vice President, District Bd.
L. A. Moore Esquire, Ag. Rl. Assistant Collector of Coimbatore
M.R.R. V. Chappan Menon avl. Bd.
Deputy Collector Coimbatore Division
" P.S. Vasudeva Rao avl. Tahsildar of Coimbatore
" B. Chinnappa Mud. avl. Do. Pollachi
" E.T. Vedanayagam Pillai avl. Do. Bhavani
" A.T. Tiruvenkatasawmi Mud. avl.
" S.P. Narasimmulu Rayadugaru.
" S. Lakshminarasimmayyar avl.
" Angappa Chettyar avargal.
" V. Narasimmaiyangar avl. Bt
Tahsildar of Kollegal.
" D. Nagaraswami Rayadugaru
" P. Balakrishna Chettyar avl.
" T.S. Balakrishnaiyar avl. Bt Bd

× ×

Read:—

39

Read:-

Cir. No 2464 L dated 21-12-95 forwarding to the Public works department for the opinion of the Chief Engineer certain memorials on the subject of the Consolidation of the Local Fund Engineering department and calling for a report from the Presidents of District Boards on the matter before 1st February 1896.-

Resolution No 10 of 1896

The Board is of opinion that the present system works sufficiently well.-

x x x

(Sgd) Herbert Bradley
President

(True Extract)

Sundry
for President

40

In a letter from the President, District Board, Coimbatore, to the Chief Secretary to Government, Local and Municipal Department, Madras, dated 30 ~~February~~ January 1896

Disposal No 98 / 263 of 1896.

Enc: No. 1

Resolution of the Combatore District Board dated 25 January 1896 No 10 of 1896.

1 / 38 L of 96.

41

No_____

Coimbatore,
District Board's Office,
30th January 1896.
Despatched Feb: 1896.

FROM, Herbert Bradley Esquire,
PRESIDENT, DISTRICT BOARD,
Coimbatore.

Local & Municipal Dept.
CURRENT No. 389

TO,
THE CHIEF SECRETARY TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
Madras.

SIR,

In reply to G.O No 2464 Local and Municipal dated December 21st 1895, I have the honour to report that the District Board considers that no change is required in the present system. The matter was placed before the Board and discussed at the last meeting and the opinion expressed showed that the members considered that the proposals contained in the memorandum were unnecessarily costly.

2. I cannot see the object of spending half a lakh of rupees annually upon Local Fund Superintending Engineers. The work at present does not suffer from

the

the Superintendence of the P.W.D. Superintending Engineers, and it appears to me either that the money proposed to be spent upon Superintending Engineers and their establishment will be simply waste, or if it is necessary that the number of P.W.D. Superintending Engineers can be considerably reduced if the proposals are carried out.

3. One of the principal objections to the proposal to consolidate the L.F. Service is that it will lead to frequent transfers the result of which will be that the less favourite districts will suffer. This district being a favourite one is likely to have no difficulty in retaining a Local Fund Engineer, but the men posted to such districts as Cuddapah or Kurnool will be constantly pressing for a transfer. At present men know that they are solely responsible for the state of the roads &c. in their districts, and if they are constantly or even occasionally transferred this individual responsibility will be in a great measure lost.

4.

4. There can, I think, be no doubt that if Local Fund Engineers are placed directly under the control of Local Fund Superintending Engineers the control which the Presidents of District Boards now have over them will be in a great measure abolished. It will be to the Superintending Engineer and not to the President that the Local Fund Engineer will look for instructions and orders, and we shall have Local Fund Engineers really independent of Presidents. If this is to be the case I certainly think that the old system under which all Local Fund works were under the P.W.D would be far preferable. If therefore, any alteration of the present system is proposed I think it would be far better and probably far cheaper to return the old system. I say cheaper because I think in many districts establishment would be saved if the P.W.D had charge of Local Fund works as well as their own.

Further if the Local Fund Engineer is to

be

be independent of the President I would far rather hand over all the works to the P.W.D.

5. There can be no doubt that the proposals made in the memorandum under reply will result in a considerable increase in expenditure, and this, if they are brought into force will be at a particularly in opportune time when the roads in many districts require special attention.

6. If the position of Local Fund Engineer is considered to require amelioration it appears to me that the proper course will be to provide some increase of pay after a certain number of years of approved service. To consolidate the whole service may be a reasonable way of arranging this, but I should prefer to see the present system as far as possible continued and increased salaries provided by agreements entered into at the commencement of the service of each Engineer under the Board by whom he is employed. —

7.

7. I presume that if the Consolidation is carried out each Board will be required to pay a fixed percentage of the total cost of the establishments, or a percentage based upon its annual expenditure. I do not think this system could be worked fairly as regards the interests of the different Boards. For instance I think we should find a comparatively permanent Engineer in this district, a man with considerable local and personal experience. In Kurnool on the other hand I expect the Local Fund Engineer would be constantly changed, and that he would generally be either junior and inexperienced or effete and useless. I do not think the Kurnool Board would be unreasonable in objecting to paying the same percentage of its annual expenditure as the Coimbatore Board for the services of a less satisfactory Engineer. —

8.

8. I believe that the roads of this district compare favourably with those of other districts, but I do not think this is entirely due to climatic and natural advantages. It is, I believe, in some measure due to the facts that the Local Fund Engineer of this district is the oldest Local Fund Engineer in the Presidency and has been here ever since the Local Funds took over the roads.

9. I am not able to judge whether the proposal to abolish the present Inspector of Local Fund accounts will affect a saving or not. Neither is my experience of the Public Works Examining Department sufficient to enable me to form an opinion as to whether the Local Fund Engineers would be materially benefited by the proposal made. It would appear, however, that if the P.W.D Accounts Department were somewhat increased in the subordinate branches it might be

able

able to manage the Local Fund accounts without difficulty provided that the forms used are the same as those used by the P.W.D.

10. The proposal to provide pensions for the Engineering establishment appears to be a very proper one. I doubt however whether it could be carried out without increasing the burdens of the Boards as stated in para 13 of the Memorandum. The writer of this was evidently doubtful on the subject himself vide "there could hardly at any time be more than 6 Engineers on the fund". I cannot see why there should not at times be 12.

11. In conclusion I would beg to refer the Government to the remarks of the Local Fund Engineer of this district forwarded with Mr. Sim's Endorsement dated October 28th 1895.

I have the honour to be
Sir,
Your most obed. Servant,

for President

5.1.96

1896. 48

Local and Municipal Dept.

CURRENT No. 389

From

The President,
District Board
Combatore

To The Chief Secretary
to Government
Local and Municipal
Department
Madras

Disposal No. 98/D63 of 1896

Date 30.1.96
Despatched.
Received. 7 FEB 1896

CHIEF SECRETARY
GOVERNMENT OF MADRAS

Enclosure one.

Subject

Reporting on the question of reorganizing Local Fund Engineering Establishment. —

C no 406 L 49.

Madras Presidency Local Fund Engineering Department.

APPENDIX TO MEMORANDUM
ON PROPOSED CONSOLIDATED SCHEME.

SINCE the Memorandum on the subject of a proposed consolidation scheme for the Presidency Local Fund Engineering Department was presented to His Excellency the Governor in Council, it has been ascertained that the method therein suggested for transferring the control of the Executive staff under the Chief Engineer to Government was not likely to prove acceptable, and a conference of Local Fund Engineers was held to consider such modifications on this point, as would retain more closely the present seystem of control. The Engineers are very desirous that the scheme should have no appearance even of interfering in any way with the powers of either the Boards or the Collector Presidents over the Department either in the direction or execution of works, but at the same time would again point out the disadvantage at which they are placed in not having a professional superior. As there appears however to be some alarm that the change of control proposed in the Memorandum, while satisfying this most important requirement would unduly interpose between the Collector Presidents authority, and perhaps lead to complications the Association does not desire to press it.

2. Instead therefore of the Establishment detailed in para 7 of the Memorandum, it is proposed that the following should be substituted :—

5.	1ST	Grade	Executive	Engineers	on Rs.	900 =	Rs. 4500.
6.	2ND	„	„	„	„	750 =	„ 4500.
10.	3RD	„	„	„	„	600 =	„ 6000.
3.	1ST	„	Assistant	„	„	400 =	„ 1200.
2.	2ND	„	„	„	„	300 =	„ 600.
4.	3RD	„	„	„	„	250 =	„ 1000.
						Monthly... Rs.	17,800
						Annually... „	2,13,600
					Increase under Travelling Allowance ... ... „		15,000
					„ in grading & raising the pay of the Subordinate Establishment... ... „		50,000
						„	2,78,600
					* Deduct cost of present Superior Staff ... ... „		1,65,000
					Total annual increase ... ... „		1,13,600

*[Rs 15000 less than in the previous statement this being the amount paid to the P. W. D. for scrutiny of estimates and which under this modification would be continued.]

3. This staff excludes Superintending Engineers as the Scrutiny of Estimates required under the Local Fund Rules would be made by the Public Works Department as at present, and its cost would be somewhat less than that formerly proposed, thus leaving a larger sum for the improvement of the Subordinate Establishment should it be found necessary.

50

4. For the reasons previously stated the whole service would be consolidated into one Department, and treated as such for purposes of promotion &c., being financed as already described in para 11 (a) of the Memorandum. The staff of each District would be under the authority of the Collector President exactly as at present; but the power of appointments, dismissals, transfers, and leave arrangements should be vested in Government, these being Gazetted as in other services, and the Superior appointments recruited as suggested in para 10. This is practically leaving matters in this respect, *in Statu quo*, since all appointments at present have to be sanctioned by Government, and simply implies more direct action as a necessary outcome of consolidation, to which exception can hardly be taken.

5. It appears desirable to state here that the Association is sensible of the disadvantages in every way of frequent transfers, and would discountenance such except in cases of promotion. A District can best be served by its Engineer having a thorough knowledge of it, and consolidation is not intended to promote changes, but as one of its commendable features to simplify promotion when there are bonafide vacancies and provide a relay of trained and experienced Engineers. If for nothing else, the Engineers on the score of economy alone, would be the last to encourage or seek changes.

6. The proposals already made in paras 10 to 15 of the Memorandum are understood to be considered sound, and suitable to the requirements and just claims of the Department, and the Association has no further remarks or suggestions to offer thereon. It is hoped that the modifications herein described will be acceptable, and that Government will take such early steps to farther the proposed reforms as will result in a speedy settlement of this important subject.

Robt. J. Storr A. M. I. C. E.
HONORARY SECRETARY,
Local Fund Engineers' Association.

TANJORE,
27—1—96.

51

Tanjore 2 abstract
6th February 1896

From

Robert C. Storr. A. M. I. C. E.
Honorary Secretary —
Local Fund Engineers' Association —

To

The Chief Secretary to Government
Fort. Saint George
Madras

Sir,

I have the honor to send you under separate cover for the information of Government 6 copies of Appendix to Memorandum on proposed Consolidation Scheme of the Local Fund Engineering Department Madras Presidency —

I have the honor to be
Sir
Your most obedt servant —

Robt. J. Storr A. M. I. C. E.
— Honorary Secretary —
Local Fund Engineers' Association

P. W. CURRENT No. 1576
E
Encl 1
Q[illegible] 2-96
No. 6
No. 208
Referred to the Chief Engineer, Public Works Department, for remarks in continuation of G.O. No 2464 S, dated 21st December 1895.
(By order)
Wm Phillips
Ag Assistant Secretary
Fort St George
15th February 1896
Encl 519 Sundries 21.1.96
17-2-96
To the Chief Engineer, Public Works Dept.
Returned
Encl 519 Sundries 21.1.96
Fort St George
Dated 6th March 1896.
UNDER SECRETARY
PUBLIC WORKS DEPT.
Dated 6th
Rec'd
Encl 6
Chief Secretary to Govt
Fort St George
Dated 6th
Rec'd
Encl 6 (Sundries)
—
Subject
Estimate for improvement of Fortmeir to admit of the passage of Steamers
Copies of Estimate
(with Index)
A 14/20
10/20
K.C.

Year	Expenditure under Head I P.W. — New Works: Communications	New Works: Civil Building	New Works: Irrig. Pub. Improvements	Repairs: Communications	Repairs: Civil Buildings	Repairs: Irrig. Pub. Improvements	Total New Works + Repairs	Establishment charges: Engineering Establishment	Establishment charges: Contingencies	Total	Percentage
1895-96	7,030	850	740	76,600	700	2,600	88,520	18,400	1,050	19,450	21·97
1894-95	4,203	613	4,114	78,858	1,992	2,555	92,335	18,258	1,928	20,186	21·86
1893-94	1,538	2095	6,617	69,442	1,576	3837	85,105	20,967	1,389	22,356	26·27
1892-93	5,397	4,243	6,954	119,885	1,423	3,884	141,789	22,453	"	22,453	15·83
1891-92	7,223	2189	10,294	99,315	1035	1850	121,906	21,478	"	21,478	17·61
1890—91	8,867	3657	1411	82,620	2469	1786	100,810	19,507	"	19,507	19·35
1889-90	12637	3309	2734	93,734	1860	1298	115572	18,669	"	18,669	16·15
1888—89	17,497	1,327	3431	78,688	608	1,385	102,936	17,557	741	18,298	17·77
1887-88	9,991	315	2,532	84,593	1,901	25	98,957	17,073	1,894	18,967	19·16
1886—87	2,790	"	4,102	89,246	1066	83	97,287	17,473	1046	18,519	19·03
1885-86	7,100	"	539	102,298	1,568	"	111,505	18,330	956	19,286	17·29
1884—85	3,962	1010	450	88100	911	"	94433	19,322	1147	20469	21·67

Compiled by
CJ
9-2-96

Checked
9-2-96

Chief Engineer
for President

Presidents Note.

I am directed to consult the District Board and submit a report before 15th February 96 on the question of reorganising Local Fund Engineering Establishments. The G.C. and connected papers will be placed before next meeting and the Board is requested to state its views.

2/ The present law on the various points raised by Mr. Dwyer will be found in Sections 41 - 47 Act V of 1884 (Madras). The responsibilities of the Board in respect of roads &c: is laid down in Sections 95 & 96 of the Act. These are "subject to such rules as may, from time to time, be prescribed by the Governor-in-Council."

3/ It is clear that the present agitation

agitation is on the part of the Engineers and not on the part of District Boards

What Mr: Dwyer and other Local Fund Engineers are asking for is largely increased pay & prospects of promotion and pension. This is a natural desire on the part of Mr: Dwyer & other Local Fund Engineers.

What the Board has to consider is whether it is satisfied with the present system of having its own Engineer, on moderate pay under control of itself and its President or whether it anticipates getting better roads, bridges, School houses, hospitals &c: by adopting the more expensive scheme sketched out in Mr Dwyers memorandum under which so far as I can see all direct efficient control over the Engineer will be transferred from the Board & its President.

4/ Mr: Dwyer proposes to start a Local Fund Engineering Department

(He is entirely in error in speaking throughout his memorial & memorandum of a "department" and a Service as if such a thing were at present in existence!) to be officered by 30 Engineers on salaries ranging from 1,100 Rs + Travelling allowance to 250 Rs + Travelling allowance and 23 out of the 30 to draw salaries of Rs 550 and upwards. He proposes to benefit the Public Works Department by giving it 3 of these appointments on Rs 1,100 and Rs 1,000

5/ I see from the Civil list that there are at present 21 Local Fund Engineers who are paid as follows:—

2 @ 700 Rs — (Tanjore & Malabar)
1 @ 675 Rs — (North Arcot.)
1 @ 670 Rs — (Godavari)
2 @ 600 Rs — (Coimbatore & Kistna)
1 @ 550 Rs (Trichinopoly)
8 @ 500 Rs (South Arcot, Canara, Cuddapah, Madura, Nellore, Nilgiris, Tinnevelly, Vizagapatam.)

5

2 @ 400 Rs - - (Bellary + Kurnool)
2 @ 350 Rs (Chingleput + Ganjam)
1 @ 250 Rs (Anantapur)
1 @ 100 Rs (Salem) (acting)

The new proposals, therefore, involve an enormous increase both in Salaries & numbers to say nothing about pensions, prospects of promotion and increased travelling allowance.

6/ The expected benefits to be derived from this enormous increase in expenditure are depicted in para 14 of Mr: Dwyer's Memorandum. From the Board's as distinguished from the Engineer's point of view Mr: Dwyer's estimate of the benefits to accrue is that trained + experienced men will be always available, and so instead of the difficulties at present experienced in satisfactorily filling vacancies there will be no difficulty in filling vacancies of all kinds + more particularly those in the higher grades. (The italics are Mr: Dwyer's)

7. So far as I know, this Board has not hitherto experienced any difficulty in filling vacancies. It's Engineer on 500 Rs a month is an old Servant, and besides renting a large house at Cuddapah he has been able to build, I am informed, a very excellent house for himself at Madanapalli. The difficulties said by Mr: Dwyer to be now in existence have not therefore been hitherto felt by this Board, and its Engineer has apparently been fairly remunerated.

8/ As for the constant flow of promotion anticipated by Mr: Dwyer, I have no hesitation in saying that it cannot be realized in a small Service consisting of only 30 members. The Madras Forest Department comprises 34 appointments divided into 9 grades and yet I recently saw a complaint from one of its

its officers that he had had no promotion for six years and saw no prospect of any promotion for an indefinite time to come.

9/ In considering the necessity for the enormous improvements in position, Emoluments &c: of Local Fund Engineers proposed one of the chief things to be considered is the nature of the work the Engineer have to do. The bulk of the work is road maintenance which does not require any high degree of professional skill. Sometimes new roads are constructed and this may require greater professional skill for successful work, but still a very ordinary Engineer can make a road in this District. Bridges are of great variety and buildings are confined to the plainest possible kinds of Constructions for schoolhouses dispensaries & Market Sheds.

It must not also be forgotten that under the present system all Estimates between 2,500 and 5,000 Rs relating to Buildings & Masonry works or works of a special or unusual character have to be scrutinised and approved of by the Superintending Engineer D.P.W. and that all Estimates exceeding 5,000 Rs have to be scrutinised and sanctioned by the Chief Engineer to Government. Besides this all plans & Estimates for original or repairs works of a Sanitary nature exceeding 200 Rs require the approval of the Sanitary Board and of the Superintending Engineer.

10/ Government has recently expressed a very strong opinion that roads have greatly deteriorated throughout the Presidency since they have

been incharge of Local Fund Engineers.
However true this may be of other
Districts, I dont think it can be
true of Cuddapah. Things cannot
be worse than they are depicted in
the Collectors letter to the Secretary
Board of Revenue No: 4852
dated 27th November 1871 printed
in Proceedings of the Madras
Government Public Works
Department No: 211 dated
23rd January 1872.

11/ A table is appended showing
the annual cost of Establishment
each year since 1884–1885 the
total expenditure each year and
the percentage of Cost of Establishment
to expenditure. The Board will
observe that except in 1893–94
when expenditure was excep-

was very short the percentage has
never reached 22 per Cent, has
only exceeded 20 per Cent in 3
years and has fallen in 1892-93
so low as 15.83 per Cent.

12/ I request that the Board will
give this new proposal its best
consideration and fully state its
views. It would of course be a great
relief to the President to be
relieved of the duty of Controlling
the Engineers work, but I have
grave doubts as to the advisability
of reverting to the System of dual
control which worked so badly
before the present system was
introduced.

Kodur
2nd Febry/96.

I have &c
Signed A.C. Tate
President.

I have &c
by Accountant
for President.

Compared
9.2.96

63

Extract from the Proceedings of the District Local Board, Cuddapah, passed at a Meeting held on Wednesday the 5th February 196

PRESENT.

Officials.

M. R. Ry. T. Somasundra Row Pantulu garu

" J. Vittal Pant garu

" K. Madhava Row garu

" K. Ganapayya garu

" M. A. Vardachariar garu

" T. Jagannadham Pantulu garu

Surgeon Major A. J. O'Hara I. M. S.

Mr. Sayad Khader Badshaw Saib Bahadur

Non officials.

M. R. Ry. The Honorable C. Jambulinga Mudeliar avergal Bay. B. L. Vice President District Board.

M. R. Ry. A. S. Vaidhyanadaiyar avergal Bay

" D. Appalachariar garu

" C. Subbanadri Row Naidu garu

" Thummala Raiyaherry garu

" T. Venkata Chellama Chetty garu

Mr Athy. J. Varadiah garu.
" R. C. Rama Iyengar Garu B.
" C. Sundara Chariar garu.
" Y. Nagayya garu.
" B. Mallikarjuna garu.
" B. Narasayya garu.
H. S. A. Br. Munjuncah Lub
Khan Bahadur.

The following business was transacted.

× × ×

145/. Read G. C. dated 21st December 1895, No: 24642 forwarding to the Public Works Department for the opinion of the Chief Engineer certain memorials on the subject for the consolidation of the Local Fund Engineering Department and calling for a report from the President of the District Boards on the matter before the 15th February 1896.

III.

Resolution:—

The Board is unanimously opposed to the proposal for the following reasons.

a/ The work which a Local Fund Engineer has generally to do is not such as to require any special professional skill on the part of the Controlling authority and therefore can be efficiently supervised by the President of the Board as hitherto.

b/ In the case of special and important works adequate provision has been made by the existing rules of Government for obtaining

obtaining the advice of the
Superior officers of the Govt:
Public Works and Sanitary
Departments

C/ The privileges of the Local
Fund Engineering Establishment
as regards leave & allowances
are identical with those of
Government officers under
existing rules, and as to pensions
the Board will have no objection
to extend the provisions of article
863 of the Civil Service Regulations
if the officers desire.

D/. As the Local Fund
Public works have been
carried on in a fairly

satisfactory manner at the
present moderate cost, it
is unnecessary to increase
the expenditure on the staff.

E/ Further the proposal is
opposed to the spirit of
Local Self Government
and is uncalled for and
undesirable.

The Board is also of opinion
that the present arrangements
for audit and inspection of
accounts are satisfactory
and ought not to be interfered
with.

I have &c.

(Signed) C. Jambulingam
Vice President

68

Fair Copy.

Asst Collector
Cuddapah 7.2.96
} for Collector

Dlc
8.2.96

Completed
A/
9/2

1/422/96

69

No. 139 / 96
Dis

CUDDAPAH,
DISTRICT BOARD'S OFFICE,
dated 7th Febry 1896.

Enclosures 1 Panch Kodars.
Despd 10th Febry/96.

From A. C. Gale Esqre Ma.Cs
PRESIDENT,
DISTRICT BOARD,
CUDDAPAH.

Local Fund Municipal Dept.
Received on 422/2

To
The CHIEF SECRETARY TO GOVT.,
LOCAL FUND DEPARTMENT,
FORT SAINT GEORGE.

Sir,

I have the honour to submit the report called for in para 2 of G. O. No: 2464 L dated 21st December 1895 which only reached me on 18th January.

2/ On receipt of the order I consulted the old papers in my office bearing on the introduction of the existing system. I then drew up a note (of which I enclose a Copy)

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to be laid before the District Board, and it was accordingly laid with the connected file of papers before a meeting of the Board on 5th instant.

The meeting was attended by 21 Members and was presided over by the Honorable Mr: C. Jambulingam Modeliar, Vice President. It unanimously passed the Resolution of which I enclose a copy.

3/ Two things seem clear to me, 1st that so far as this District is concerned, the roads must have been in very bad order when in charge of the D. P. W in 1872 vide G. C (Public works department)

No: 412+413 dated 23rd January 72; 211 21

2nd that there was great friction & dissatisfaction on account of the dual nature of the control and responsibility.

4/ I am very strongly of opinion that the existing System should be let alone. The maintenance of roads, and the construction of plain School houses, hospitals, and Market sheds constitute 99 per cent of the Work Local Fund Engineers have to do. This work does not call for any high degree of professional skill and can be very well carried out by an ordinary Local Fund Engineer controlled by a non-professional President acting under the direction of the District Board. As the

As the Board says in its
resolution the proposal to create
a Department of Local Fund
Engineers is opposed to the spirit
of Local Self Government,
and is unnecessary & undesirable.
The system here is very similar
to that in Ireland where
each County has its own
County Surveyor responsible to
its Grand Jury. The County
Surveyors do not require
Superintending Engineers to advise
& assist them, and see no
reason whatever why Local
Fund Engineers should require
such advice and assistance.
What they do require is individual
energy & constant & strict

strict Supervision on their own
part over the work of their
Subordinates.

5/ It must not be forgotten that
under the present System all
Estimates between Rs 2500
and Rs 5000 relating to buildings
or masonry works or works of a
special or unusual character
have to be scrutinised and
approved by the Superintending
Engineer D.P.W. and that all
Estimates exceeding 5000 Rs
have to be scrutinised and
sanctioned by the Chief Engineer
to Government. Besides this
all plans & Estimates for original
or repair works of a Sanitary

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nature exceeding 200 Rs — require the approval of the Sanitary Board and of the Superintending Engineer.

6/. It seems unnecessary to lengthen this letter. The only change I would propose in present arrangement is that Government should fix the Salaries that each Board should pay its Engineer at a suitable figure. I think the Salary (250 Rs) drawn by Mr: Dwyer is too low. I am aware that at present Government approve "proposition statement". My suggestion is that Govt

Government should take the initiative as regards Engineers Salaries.

I have the honor to be
Sir.
Your most obed: Servt.

by Command of
The President.

Compd by AS 9/2.

Okey
8.2.96

1896. 76

Local Fund Department.

From

THE PRESIDENT,
District Board.

To

THE CHIEF SECRETARY TO GOVT.,
LOCAL FUND DEPARTMENT,
Fort Saint George.

Dated 7th
Despatched 10th } Febry 1896.
Received

No. 139 of 96
ENCLOSURES 3
SUBJECT.

CHIEF SECRETARY * 11 FEB 1896 * GOVERNMENT OF MADRAS

Submitting report on the reorganization of the Local Fund Engineering Departt as required in G.O. No: 2464 L dt/21st December 1895.

77

4302

No. 150 of 1896.
IX-57

ALL COMMUNICATIONS TO GOVERNMENT SHOULD GIVE THE No., DATE AND SUBJECT OF ANY PREVIOUS CORRESPONDENCE, AND SHOULD NOTE THE DEPARTMENT QUOTED.

FROM

THE SECRETARY TO GOVERNMENT,
N.-W. PROVINCES AND OUDH,

To

The Chief Secretary to the Government of

CHIEF SECRETARY * 14 FEB 1896 * GOVERNMENT OF MADRAS

MADRAS.

Dated Allahabad 7th February 1896.

SIR,

Local Self Govt. } Financial ~~Financial~~ DEPARTMENT.

I am directed to acknowledge the receipt of your letter No. 2465 L.Mis., dated the 21st. December 1895, requesting to be furnished with information as to the organization working and control of Local Fund Engineering Establishments in the North Western Provinces.

2.- In reply I am to forward a copy of the District Board's Manual of these Provinces, containing Laws and Rules relating to the Administration of District and Local Boards, and to refer you to rules 1 and 2 on page 33, paragraphs 3 and 4 on page 35, and rule 6 on page 155 thereof.

3.- I am to add that a copy of your letter has been forwarded to the Public Works Department of this Government with a view to such further information being furnished to the Government of Madras as may be available from the records of that Department.

I have the honor to be,
Sir,
Your most obedient servant,

J. O. Miller

Secretary to Government,
N-W. P and Oudh.

P. No. 03171—13-11-95. 2000. Progs. Dept.

[9]

LOCAL AND MUNICIPAL DEPARTMENT.

Local & Municipal Dept.
CURRENT No. 4302

From

The Secy to Govt
N. W. Provinces & Oudh

No. 150
IX-57

Dated 7/2

Received 11/2

Enclosures 1

SUBJECT.

Forwg. a copy of the Bd Boards' manual of the N. W. Provinces.

Coimbatore,
District Board's Office,
7th February 1896.
Despatched 10.2.96

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Reference current No 48 / D.B of 96

FROM,

Herbert Bradley Esquire,
PRESIDENT, DISTRICT BOARD,
Coimbatore.

Local & Municipal Dept.
CURRENT No. 4412

TO,

THE CHIEF SECRETARY TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
Madras.

SIR,

Since writing my letter dated January 30th 1896 Disposal No 98/D&B of 1896, I have received from the Honorary Secretary to the Local Fund Engineers' Association an appendix to the proposed Consolidated Scheme. This appendix presents the proposals of the Local Fund Engineers in a greatly modified form and meets most of the objections taken by me in my letter by withdrawing the proposals to which I referred. There are, however, one or two points in the appendix with regard to which I have the honour to submit my remarks.—

2

2. The Local Fund Engineers now withdraw entirely the proposals which were likely to render them independent of the Boards and now proposes a consolidated establishment exactly similar to the one now in existence but appointed by Government. The proposal appears to me a very reasonable one and I am sure there are not many Presidents who are anxious to assume the responsibility of selecting a Local Fund Engineer when a vacancy occurs. But I cannot see any reason why under this scheme Engineers should ordinarily be transferred at all from district to district. The better system appears to me to be to keep Local Fund Executive Engineers in the district to which they are first appointed grading and consolidating the service if considered advisable after promotion from the grade of Assistant to Executive Engineer I would employ an officer either in the district to which he had been appointed as Executive Engineer or that in which he had served as Assistant Engineer. By this means the Senior Executive Engineer, all

all other things being equal, would get the highest pay without being transferred from the district in which he was serving. Similarly Assistant Engineers acting in leave vacancies as Executive Engineers would not draw acting allowances based on the pay of the offices for whom they were acting, but on the pay of the lowest grade of Executive Engineer.

3. The appendix does not explain why there should be 21 Executive Engineers and 9 Assistant Engineers when no Superintending Engineers are provided, whereas only 20 Executive Engineers and 7 Assistant Engineers were considered necessary, when Superintending Engineers were included in the scale of Establishment. Nor do I understand why the scale of pay should be raised to Rs 600 to 900 for Executive Engineers against Rs. 550 to 850 in the original proposals or why more officers should be employed in the higher grades both

of Executive and Assistant Engineers.
Either the pay proposed in the present
appendix is excessive or that in the
original memorandum was too small.

I have the honour to be
Sir,
Your most obedt. Servant
for President

10/2

83

1896.

Local and Municipal Department

Local & Municipal Dept.

From CURRENT No. 4412

~~The President~~,
District Board
Coimbatore

To, The Chief Secretary to Govt.
Local and Municipal Deptt.
Madras

Reference No. 48/D.B. dated 7/2 dispatched 10 Feb. 1896. Received.

Enclosures. —

CHIEF SECRETARY TO GOVERNMENT OF MADRAS
12 FEB. 1896

Subject

Submitting further reports in continuation of the one already submitted re the Consolidation of the Local Fund Engineering Department.

84

BELLARY DISTRICT BOARD OFFICE.

Dis No. 105

Dated 4th February 1896.

Despatched 10th

From, H. Irmenkeera Esqr
THE COLLECTOR AND PRESIDENT DISTRICT BOARD,
BELLARY.

Local & Municipal Dept.
CURRENT No. 4442

To.
THE CHIEF SECRETARY TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
MADRAS.

Sir,

I have the honour to inform Government that I have complied with their orders contained in G.O. No. 2464 L. dated 21st December 1895 by consulting the District Board on the Chingleput Local Fund Engineer's Memorial and its accompanying Memorandum. The Board have this day passed the following Resolution;

"The Board unanimously disapprove "of the proposals both those of the "Memorial and its Memorandum and also

"also those of the Appendix Submitted"
"by the Honorary Secretary Local Fund"
"Engineers Association."

2. The Government order also required Presidents to submit reports on the question of re-organizing Local Fund Engineering Establishments, and I now begin to do so. I understand that the reports are to concern themselves with the Memorial and its Memorandum.

3. For my opinion of the Scheme suggested in the Memorandum I solicit reference to the first of the two enclosed notes (Printed) which I laid before the Board. I need not enter into this matter further, as yesterday I received from the Honorary Secretary Local Fund Engineers Association an Appendix to the Memorandum, stating that the Association had radically modified its proposals.

There can be no doubt that a copy of this Appendix has been forwarded to Government.

4. It makes the Stranger Statement that paras 10 to 15 of the Memorandum are understood to be considered sound. In the first place, this is obviously incorrect, as a great part of para 11. Concerns portions of the Scheme that have been abandoned. In the second, I may express the hope that Government is far from having made up its mind before considering the opinions of the District Boards and their Precedents.

5. My views on the revised proposals are embodied in the second of the two enclosed notes (printed). I take the opportunity however of submitting some further remarks.

6. The Boards have in my opinion been

been seriously prejudiced in two ways; first, by the Memorialist putting forward a scheme which contains so many absolutely untenable positions which distract attention from such points as are alone worthy of discussion; secondly, by the revised scheme concerning itself with two entirely distinct matters which cannot conveniently be discussed together. The first objection is apparent, now that the Association has retired from the clearly untenable positions; the second I must touch on further.

7. The Association at once seeks a remedy for certain alleged grievances of the existing Staff, and suggests an entirely novel method of recruitment. Now recruitment from Coopers Hill may be good or bad, but it is

is a matter not only entirely different from the other, but one requiring a great deal of careful consideration on quite other lines. This cannot properly be given in the short time at present allowed (15th February), which hardly suffices even to put the other proposals properly before the Boards. I beg therefore that Government in deciding upon the questions at issue between the Boards and the Engineers will drop this question now and take it up separately; as most distinctly it does not constitute a grievance. Should Government however prefer to deal with it at once, it has before it the views of the Board and of myself, so far as we can formulate them under difficulties.

8. I come now to the grievances of the Engineers, for those of the Subordinate Staff can be too easily remedied by the

the Board at the mere suggestion of Government to require further notice.

9. I demur altogether to the view that the Engineers are at present so underpaid as to require an increase of salary of over 40 per cent. (see second note). This is another instance of the Boards being prejudiced by proposals which may almost be characterized as absurd. The danger is that Government through recognizing such an increase as altogether unreasonable, may possibly decide on some smaller increase, & thus give its Consent to proposals which the Boards have not had before them for Consideration. I therefor suggest that the revised Scheme may be returned to the Association or to the Memorialist with the remark that Government refuses to Consider proposals so utterly out of the question.

10. But it may be argued that all

these and similar points are details and that the main matter for discussion is the unification of the Engineering Department under Government. It must however again be urged that the multiplication of such details. Some of them verging on the absurd- diverts attention from the principle, and obscures its discussion. The matter, I respectfully submit, should be placed singly before the Boards whether they prefer a District or a centralized Staff. The latter will entail the maximum Contribution of 20 per cent and. (with all respect to the protest of the Associations) Constant transfers which will be accompanied by the patent evils set forth in my notes, (especially ignorance of the Vernaculars), and be particularly hard on the poorer districts. As I wish to have an Engineer of Experience

years together, and thoroughly acquainted with its language, with manners of the people, and with the characters of his Subordinates. I beg Government will not Sanction proposals which will give us a succession of useless boys who will have to go about with translators.

11. In my opinion the Engineers have only two grievances; both of which can easily be remedied without Consolidation. They have not a Pension Fund; one can be created. They can in theory be dismissed unreasonably by an unjust President; Government in effect does not allow this, but the matter can be put on a basis which will not allow even a Sentiment of grievance.

I have the honour &c
Sir
your most obedient Servant

The President begs to lay before the Board the following remarks on a Memorandum proposing consolidation of L. F. Engineering Department circulated for opinion of District Boards in G. O. 2464 L.—21-12-95.

2. The proposal is to throw all the Engineers into a graded Department (of 3 Superintending Engineers on 1,000 & 1,100, 20 Executive Engineers rising from 550 to 850 & 7 Assistants rising from 250 to 400) and the Supervisors and Overseers into a similar Subordinate Department; with the leave-rules, and to some extent the pensions of the Uncovenanted Service; appointed and controlled by the Chief Engineer to Government, and audited by the P. W. Examiner.

3. The arguments of the Memorandum will now be noted and briefly criticized.

ARGUMENT.	REPLY.
(1). The "Department" is undermanned. (Para 2)	The present Executive Staff is 21 Engineers and 11 Assistants; that proposed is 20 Engineers and 7 Assistants. The argument obviously fails as to the Superior Staff. As to the Subordinate, if it is undermanned the Boards can provide a remedy.
(2). It is underpaid. (Para 2)	The Civil List shows that the 21 Engineers draw an aggregate salary of 10,695 or an average of Rs. 509 per mensem. Most of them draw a Travelling Allowance of Rs. 4 a day. The more important Districts pay from 600 to 700 Rs. per mensem. It is submitted that the pay is not unreasonably low, considering the work. It is believed the Subordinate Department is underpaid; but that, the Boards can rectify.
(3). Professional control would give better results: unnecessary responsibility is thrown on the Engineers, whose Estimates the Presidents cannot scrutinize and whom the Presidents cannot advise professionally.	All Estimates for new works costing more than Rs. 2,500 must be submitted for the approval of the Superintending Engineer D. P. W., and those above Rs. 5,000 to the Chief Engineer. Estimates for Sanitary Works costing more than Rs. 200 must receive the approval of the Sanitary Engineer to Government. If an Engineer needs advice in other cases he can always get it by applying through his President to the Superintending Engineer. What further assistance can be required? The figures for 1894-95 show an average expenditure for the 21 Boards (New Works & Repairs) of only 1⅓ lakhs on Roads, and about Rs. 20,000 on Rest-houses, Market-sheds, Side-drains & Latrines.

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ARGUMENT.

(4). There are no openings for promotion.
(para. 3).

(5). Men offered better appointments have to give up the privileges and benefits of past service.
(Para 3).

(6). It is difficult for Boards to find competent men on the present conditions.
(Para 4).

(7). There are no general rules as to retiring funds, or leave.

(8). In designing and execution, friction arises between the President and the Engineer.
(Para 5).

(9). Needless labour is entailed upon the Engineer especially by Taluk Boards, in estimating for works that can never be carried out.
(Para 5).

(10). Delay in sanctioning estimates scrutinized in the D. P. W. would be avoided if that Department were responsible for execution.
(Para 5).

(11). The L. F. Audit is more harrasing and expensive than would be the P. W. Examining Department.
(Paras 5 & 11).

REPLY.

The Boards increase their Engineers' salaries by yearly increments, until a maximum is reached which they cannot afford to pass.

If the pay is better, they lose nothing but the leave they have earned.

This is very doubtful; but, if so, the matter will right itself, since then the Boards must offer better inducements.

As noted in para. 12 of the memo, the scheme of Provident Funds will become universal. As to leave, if the present system be shewn to press hardly, the Boards will accept any suggestions of Government.

This shows it is contemplated to take designing and execution out of the hands of the Boards and to transfer them to the Chief Engineer.

To the Boards will remain only the selection of works and the allotment of funds.

There will arise between the Boards and the proposed branch of the D. P. W. (for it is nothing less) a friction compared to which the present friction—which is worthy of mention in only 2 or 3 districts—would be insignificant.

If designing and execution are left with the Boards, any present friction will not be diminished; if they are taken away, it is incorrect to state (Memo para 12. a) that the powers of the Board as to the execution of work would remain exactly as at present.

Rarely so by the District Board; but the complaint is well founded as to the Taluk Boards. This however can be remedied as well by the District Boards as by the Chief Engineer.

Merely a pious hope.

This is a mere opinion. But the charge against the L. F. Audit might be looked into with a view to simplification and ease of working.

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ARGUMENT.

(12) The Subordinate Department is underpaid, and consequently untrustworthy, incompetent and indifferent.
(Para. 6).

(13) The rise in salaries would not cause the maximum of 20 per cent. of expenditure to be exceeded.
(Para. 8).

(14) The contribution of District Boards towards the Provident Fund, of 6¼ per cent of established charges, would suffice for a Pension Fund. This would not be drawn upon for 12 years, and would never have more than 6 Engineers upon it.
(Para. 13).

REPLY.

This is true, and matters should be put on a better footing. This can be done by the Boards themselves at the suggestion of Government.

The figures take no account of the increased cost of introducing the Uncovenanted Leave Rules or of the constant interchange of Engineers or Subordinates from one district to another.

Besides, this district cannot afford to pay 20 per cent. It pays now only 17, and the rise would absorb Rs. 3,000. This is out of the question; for, merely to balance our Budget we have just had to close two dispensaries, and every department is starved.

Here each Local Fund Servant (excluding the Engineer) pays 10 per cent of his salary.

The fund would be drawn upon by invalids before 12 years, and the estimate of 6 Engineers appears too low.

Nor would a Service recruited from Cooper's Hill be satisfied with rupee pensions of unfixed value; they would clamour for exchange at 1s–8d.

4 It will be seen that these arguments, where they have a basis of fact, point to defects which could all be remedied by the Boards, and which would no doubt be remedied should Government after due enquiry so desire. It must be remembered however that the Engineers who drew up the memorandam are not impartial witnesses; for the hope of rising to Rs. 1,100 is apt to warp the judgment of an officer who took up an appointment rising to only 500, 600 or rarely Rs. 700.

5. While the scheme is supported by no effective arguments, it lays itself open to objections which it is submitted are destructive.

(1) It contemplates recruiting from Cooper's Hill, but meanwhile the pay of the existing staff is to be very largely raised. The pay of the 21 Engineers aggregates 10,695, and that of the 9 Senior Assistants 2,310. In other words, the pay of the 30 Senior officers is 13,005 monthly. But, under the proposed scale, the 30 Senior officers are in a short time to draw 18,550: an increase of Rs. 66,540 a year or 42 per cent. (It will be noted from para 9 of the memorandum that after the first vacancy the posts of Superintend-

ing Engineers are to be filled up from the Local Fund Engineers).

Or take the Engineers apart from the Assistants. At present 21 officers draw 10,695 per mensem. The Senior 21 officers after a short period are to draw :—

			Rs.
3	Superintending Engineers	...	3,100
4	1st Executive ...	...	3,400
4	2nd " ...	...	3,000
3	3rd " ...	...	1,950
7	4th " (on Rs. 550)	...	3,850
21			15,300

Here is an increase of 43 per cent.! Surely no one who judges impartially between the Boards and their Engineers can say that the latter merit a rise in their salaries of 43 per cent.

(2) Three Superintending Engineers are proposed. One, the Under Secretary to the Chief Engineer, might have some work; the other two would hold fat sinecures. What work for instance would the Ceded Districts give a Superintending Enigeer? Not enough to make it worth while to pay even his Travelling Allowance. In 1894-95 the total expenditure of the four District Boards on Communications, Buildings and Miscellaneous Public Improvements (New works and Repairs) amounted to only $3\frac{1}{4}$ lakhs, of which $2\frac{1}{4}$ was for repair of roads.

(3) At present any district properly administered secures an Engineer who has a thorough colloquial knowledge of its vernacular. Men recruited from Cooper's Hill would know no more of the vernaculars than a newly landed Assistant Collector or D. P. W. Assistant Engineer; that is to say, next to nothing.

(4) Even if it be supposed that the proposed recruits from Cooper's Hill should know one vernacular efficiently, how would they get on in a district where that vernacular is not current? Tamil, Telugu, Canarese, Malayalam would each in turn be required by a man transferred in a unified service. In other words, quite half the Engineers would not be proficient in the languages of their respectiye districts.

(5) Most districts retain their Engineers for considerable periods and thus reap the benefits of their experience. A consolidated service would certainly give its senior men to the heaviest charges; and thus light districts like Bellary, South Canara, Nellore, Kurnool and Anantapur (all five of which combined do not spend nearly as much on the repair of roads as Kistna with Godavery) would constantly be having officers for a few months on their way elsewhere. This the Memorandum calls "new blood constantly introduced at the lowest point in each grade for training as vacancies occur" (para 14).

(6) And these would be young and inexperienced men, just out from England, with no knowledge or experience; in short, useless. That the less important Boards would suffer is obvious.

(7) Notwithstanding the disclaimer in para 11 (*a*) of the Memorandum, it is certain that the Boards will retain only the power of selecting works and of allotting funds; they will have no word to say as to the method of execution. This is clear from the following references:—

The department is to be directed by its own profession; (para 2.)

The Engineer is under the orders of a non-professional President; (para 5.)

Friction arises both in designing and execution; (para 5.)

The Executive Department to be under the control of the Chief Engineer (para 9.)

He is to be, in short, the head of the Executive Branch; (para 9.)

The Executive branch is to be under effective control (para 11 *a*).

(8) If there should be gross delay, notorious peculation on the part of subordinates or incompetent work, the Board would have no more power of interference than has at present the Collector in the case of Irrigational work.

(9) As to the system of work, it is most probable that a Department organzed on a D. P. W. basis and working under the head of the D. P. W, would rely wholly on contractors. That system, as applied to the spreading of materials on roads, is in the opinion of this Board

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inefficient and expensive. Yet it must come, if the Engineers work entirely under the Chief Engineer's orders. For departmental spreading is very onerous and therefore unpopular, and will soon be abandoned if there is no one to insist upon it or to supervise it but the Chief Engineer and a Superintending Engineer.

(10) The control of the D. P. W. would introduce a cast-iron uniformity of system in the repair of roads, whereas the existing diversity of practice suits local variations and is highly instructive. One may instance Mr. Stephen's treatment of ruts in Coimbatore;—a method that could never have been acted upon under a D. P. W. system of contracts.

(11) It is not likely that any scheme can be worked out to safeguard the interests of the Local Funds by a Committee on which the Chief Engineer, the P. W. Examiner and 2 or 3 L. F. Engineers are to sit, but no representative of the District Boards except the Member of Council (para 11).

(12) That Engineers like Mr. ——, who educate their children in England, should press for a consolidated service on higher pay, is intelligible. But there are some who have made India their home and educate their children in the local schools. Such would prefer permanent residence in a station like Bellary or Trichinopoly, where there are good schools, to being knocked about the country on higher pay and having to send their children to school in Bangalore.

(13) The principle is sound, that local taxation for local purposes should as far as possible be administered locally. Because of certain defects that can be otherwise rectified, the Boards are asked to tax themselves that a central department in Madras may repair their roads. They would lose the advantages of an active, easy, and constant intercourse between the Engineer and his immediate superior. The tours of the President, his Divisional Officers and his Tahsildars would no longer be of any advantage to the roads. At present, even non-official members constantly bring to notice the need of urgent attention to particular roads, and the Board is able to direct its servant, the Engineer, to attend to

the defect at once, or to inspect and report. Beginnings have also been made in employing the services of such members in checking collection of materials, and a considerable advance may be looked for in this direction. Under the proposed plan, all this utilization of local knowledge and energy would cease. Nothing would be possible but to address the Executive Engineer, who so long as he stood well with his Departmental Superiors would in the nature of things care little for the mere representative of the tax-payer.

(14) The L. F. Engineering Department is said to be undermanned and underpaid and yet to turn out good work. If so what is the explanation of this anomaly? In a word, it is that Local Funds is the one branch of administration in India which can get rid of a bad bargain—which can dismiss, without proof that is elsewhere required to be almost demonstration, a man most reasonably believed to be corrupt, lazy or inefficient.

(15) It is however on this fact that the opposition to the present system is in reality based. No instances are put forward, but it is believed that in one or two districts the Engineers have become alarmed at the insecurity of their tenure of office. And it may be admitted that there may now or hereafter be Presidents whose action towards their Engineers savours of hardship, and that alarm may reasonably be felt. But it is possible to give a reasonable safeguard to the Engineers without placing them under the Chief Engineer or unifying the Department. They now have the right of appeal to the Boards, and they may be given the right of appeal to Government, whose sanction indeed is necessary for their appointment. This will ensure them fair play; and it will not materially reduce the control of the Boards if Government, instead of dealing with the cases on the analogy of appeals from its own servants, will act as an arbiter between a dissatisfied employer and his servant. Where it may appear that an Engineer though not deserving removal, can no longer work harmoniously under the Board concerned, Government might have power to transfer him to one of the other dis-

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tricts where the same vernacular is currrent.

16. For the above reasons, the proposals seem as unwise as they are retrograde. At the same time the memorandum points out some weak points in the present system; in the position of the Subordinate Staff particularly, but also in some degree in that of the superior *e. g.* as to Provident Funds and in the matter of accounts. If the Engineers would frankly accept their present status, and by forming an Association make reasonable suggestions as a joint body to remedy these and other defects, Government might embody a remedy in a set of rules to be commended for guidance to District Boards. This would really have the effect of putting them into force, for the Boards are ever ready to carry out any suggestions of Government. Reform, but do not centralize.

(Signed) H. TREMENHEERE,
President.

Bellary,
31st January 1896.

100

3rd February 1896.

On this day has been received from the Honorary Secretary, Local Fund Engineer's Association, an Appendix to the Memorandum, abandoning as not likely to prove acceptable the proposed control of the Chief Engineer; also the audit by the D. P. W.

2. The Superintending Engineers have also been struck out; but as a compensation, the executive staff has been increased in numbers and salary. There are 9 Assistants instead of 7, and 21 Engineers instead of 20. The former are left on the same pay; but the latter are treated still more liberally, thus;

the 4th grade on 550 has been abolished;
3rd grade; instead of three on 650 there are suggested ten on 600.
2nd grade; instead of four on 750 there are suggested six.
1st grade; instead of four on 850 there are suggested five on 900.

Total Rs. 15,000 per mensem.

3. As the pay of the Superintending Engineers and 20 Executive Engineers came to 16,400 in the original Scheme, it will be seen that only 1,400 per mensem has been saved by abolishing the Superintending Engineers, though their salaries came to 3,100; and that the opportunity has been taken of utilizing the difference, viz, 1,700 Rs. per mensem in not only providing another Engineer but also in considerably increasing the rates of pay. Or, to compare with the existing scale, 21 Engineers are to cost the Boards 15,000 instead of 10,695; an increase of over 40 per cent.

4. It is still proposed to have a consolidated Department, paid for by the Boards at 20 per cent. of expenditure, and recruited from Cooper's Hill; but the powers of appointment, dismissal, transfer and leave are to be vested in Government. It is added that frequent transfers are deprecated by the Association, and that the proposals of paras 10 to 15 of the memorandum are understood to be considered sound. It is not stated by whom they are so considered.

5. It must be admitted this change of front avoids some of the fatal objections. But the following still subsist;

(*a*) the existing staff will be overpaid by an increase of over 40 per cent.;
(*b*) the Bellary Board at least cannot afford to raise its cost of establishment from 17 to 20 per cent.;
(*c*) the Pension scheme is too sanguine and resting on a Rupee basis will not long satisfy European recruitment;
(*d*) Cooper's Hill recruits would not know the vernaculars;
(*e*) however transfers be minimised, a consolidation of the department must cause many, unless the salary is attached to the person and not to the charge. But to suppose this, is contrary to common sense, for it is beyond question that the senior men will gravitate to the heaviest charges. Then every transfer will risk ignorance of the local vernaculars in the officers transfered. For instance, it will be impossible to secure that many officers shall know Canarese and Malayalam;
(*f*) the lighter districts having junior men constantly passing through them would suffer grievously from their inexperience and ignorance of the language and of the people;
(*g*) consolidation by reason of its transfers would be unpopular with those of the Engineers who bring up their childern in this country;
(*h*) if Engineers and Subordinates can be dismissed only by Government, the Local Fund Department will lose its present advantage over other Departments of being able to get rid of bad bargains.

H. TREMENHEERE,
President, District Board.

Bellary, 3rd February 1896.

2/4496

PROCEEDINGS OF THE DISTRICT BOARD, BELLARY.

Dated 4th February 1896.

PRESENT.

H. Tremenheere Esqr. President.

C. E. Plunkett Esqr Vice-President.

M. R. Ry. T. Rama Rau garu, Deputy Collector, Bellary.

" Rao Bahadur M. V. Chellapati Nayudu garu Tahsildar of Bellary.

" Rao Bahadur P. Subbaraya Modelliar Avergl Tahsildar of Alur.

" P. Rama Rau garu Tahsildar of Hadagally.

" T. Kodandarama Nayudu garu Tahsildar of Adoni.

" K. Rama Krishna Brahmam Pantulu garu Tahsildar of Ruyadrug.

" A. Ramaswamy Nayudu garu Stationary Sub-magistrate Hospet.

" T. Soma Sundara Rau garu, Assistant Inspector of Schools 3rd Dn.

Non official Members.

J. P. Gopalaswamy Esqr M. A.

M. R. Ry. C. Hanumanta Rau garu.

" T. Sreenivasa Rau garu.

" Z. Venkata Rau garu.

" A. Bheema Rau garu.

" V. Kasturi Chetty garu.

" T. Srinivasa garu.

" H. Basalingana Gowd garu.

" M. Ravi Reddi garu.

" M. Narayana Reddy garu.

Mr R Ry G. Seddasavanagoud Esqr.

102 " W. Seddanagoud Esqr

" T. Ringnagoud Esqr

Muhammad Abdul Latif Sahib

Mukhtar Hunnur Sahib

Muhammad Shah Sahib.

Read Government order No. 24642 dated 21-12-95 forwarding memorials on the subject of the Consolidation of the Local Fund Engineering Department and calling for a report from the Presidents of District Boards on the matter

Read also appendix to the above memorial and President's memo on the subject.

—

The Board unanimously disapprove of the proposals, both those of the memorial and its memorandum and also those of the Appendix submitted by the Honorary Secretary Local Fund Engineers Association

3/44/96 (True Copy) (Signed) W. Ironmonger President.

Certified

Vice President

103

LOCAL FUND DEPARTMENT.

BELLARY DISTRICT BOARD OFFICE.

Dated 10 February 1896 No. 105

Local & Municipal Dept.
The Chief Secretary
to Government,
CURRENT No. 4442
Local & Municipal Dept.,
MADRAS.

Enclosures (3)

Received

CHIEF SECRETARY
Subject.
12 FEB. 1896

GOVERNMENT OF MADRAS

Submitting Board's Resolution and a report on the Memorials and Memorandum presented to Government for the inspection of the Local Fund Engineering Department under Government.

104

Extract from the Proceedings of the District Board, South Arcot, passed at a meeting held on the 31st January 1896.

Present.

Officials.

A E Castle Stuart Stuart Esquire President.
1. A R Cumming Esquire, Head Assistant Collector.
2. Surgeon Major W. A Lee, District Medical and Sanitary Officer.
3 J. R Coombes Esquire, Assistant Collector.
4. M R Ry. T. Sundara Rao Avl. Vice President & Treasury Dy Collector S.A.
5. " Ramachariar Avl. Tahsildar of Chidambaram.

Non officials

6. J. P. Paul Esquire
7. Revd H. P. Hansen.
8. M R Ry. Vythinada Iyer Avl.
9 " Sankara Iyer Avl
10 " Sankaraiah Naidu Garu.
11 " Seshachela Naidu Garu.
12 " Thiaga Pillai Avl
13 " Ramasami Iyer Avl
14 " Srinivasa Iyer Avl
15 Nazaruth Ali Hussain Saib.

No. 12. Read G. O. dated 21st Ultimo, No. 2464 L Calling for the opinion of the District Board on the proposals submitted by the Chengleput District Board Engineer for re-organizing the Local

Fund Engineering Establishment.

The Board whilst expressing its unqualified disapproval of any scheme which would in any way interfere with the absolute control it now exercises through its President over the Local Fund Engineer or with the expenditure of the Board, would welcome any scheme whereby the status of Local Fund Engineer might be so raised as to induce a better class of men to join this department of the public service. This improvement might, it thinks, be effected by (a) grading Local Fund officers and attaching salaries to the different grades regulated according to meritorious service without necessarily involving transfers and (b) by the formation of a general pension fund.

(Signed) A.E. Castle Stuart Stuart.

President Bd Bds.
South Arcot.

(True Extract)

Vice President
for President Bd Bds.

Madras Presidency Local Fund Engineering Department.

Appendix to Memorandum on proposed Consolidated Scheme.

Since the memorandum on the subject of a proposed Consolidation Scheme for the Presidency Local Fund Engineering Department was presented to His Excellency in Council it has been ascertained that the method therein suggested for bringing the Cocktail of the Executive staff under the Chief Engineer to Government was not likely to prove acceptable and a Conference of Local Fund Engineers was held to consider such modifications on this point as would retain more closely the present System of Control.

The Engineers Are Every desirous that the Scheme Should have no appearance of interfering in any way with the powers of either the Board or the Collector or President over the department either in the direction or execution of works but at the same time would again point out the disadvantage at which they are placed in not having a professional superior. As there

appears however to be some alarm
that the change of control proposed
in the memorandum, while satisfying
this most important requirement,
would unduly interpose between the
Collector President's authority, and
perhaps lead to complications
the Association does not desire
to press it.

2. Instead therefore of the Establishment
detailed in para 7 of the memorandum,
it is proposed that the following should
be substituted:—

5	1st grade	Executive Engineers	@Rs.	900 —	Rs. 4500
6	2nd "	" "		750 —	4500
10	3rd "	" "		600 —	6000
3	1st "	Assistant " "		400 —	1200
2	2nd "	" "		300 —	600
4	3rd "	" "		250 —	1000
				Monthly —	17,800
				Annually	213,600
Increase under Travelling allowance					15,000
" in grading and raising the pay of the subordinate Establishment					50,000
					278,600
Deduct Cost of present Superior staff					165,000
Total annual increase					113,600

[* Rs 15,000 less than in the previous statement this being the amount paid to the P. W. D. for scrutiny of estimates, and which under this modification would be continued.]

3. This staff excludes Superintending Engineers as the scrutiny of estimates required under the Local Fund Rules would be made by the Public Works Department as at present and its cost would be somewhat less than that formerly proposed, thus leaving a larger sum for the improvement of the subordinate establishment should it be found necessary.

4. For the reasons previously stated the whole service would be ~~consolidated~~ consolidated into one department and treated as such for purposes of promotion, &c, being financed as already described in para 11(a) of the Memorandum. The staff of each district would be under the authority of the Collector President exactly as at present, but the power of appointments, dismissals, transfers, and leave arrangements should be vested in Government, these being Gazetted as

as in other services and the superior appointments recruited as suggested in para 10. This is practically leaving matters in this respect "in Statu quo", since all appointments at present have to be sanctioned by Government, and simply implies more direct action as a necessary outcome of Consolidation, to which exception can hardly be taken.

5 It appears desirable to state here that the Association is sensible of the disadvantages in every way of frequent transfers, and would discountenance such except in cases of promotion. A District can best be served by its Engineer having a thorough knowledge of it, and Consolidation is not to promote Changes, but as one of its commendable features to simplify promotion when there are bonafide vacancies and provide a relay of trained and experienced Engineers If for nothing else, the

the Engineers on the score of economy alone would be the last to encourage or seek Changes.

6. The proposals already made in paras 10 to 15 of the memorandum are understood to be sound and suitable to the requirements and just claims of the department, and the Association has no further remarks or suggestions to offer thereon. It is hoped that the modifications herein described will be acceptable, and that Government will take such early steps to further the proposed reforms as will result in a speedy settlement of this important subject.

(Signed) Symons Stn Lee
Honorary Secretary
Local Fund Engineers Association

Tanjore
27.1.96.

To
The President
District Board
South Arcot

(Duplicate)

Municipal,
Vice Pres
District Board

10-2-96
MC

Local Fund Public Works Department.

Circular.

The accompanying Memorandum is circulated for the information of the Department. Steps are being taken to ascertain the views of the advisers to Government likely to have a prominent part in disposing of such a subject, and if favourable it is proposed to approach Government direct in the matter.

Success can only be hoped for by entire unanimity and Local Fund Engineers who desire to see such a Scheme or any part of it granted, are earnestly requested to signify their adherence by returning one copy duly signed.

If sufficient encouragement is obtained from the enquiries referred to, the advisability of presenting

a

a Memorial to Government in the name of all Engineers signing the Memorandum will be taken into Consideration by a Committee who have the matter in hand. Meantime it would be as well that all Presidents be made Conversant with the proposals.

The memorandum is considered to Cover all the Claims of the Department, except the question of "Compensation allowance" which it was thought advisable not to touch on meantime. Any suggestions will however be gladly received.

Tanjore. (Sgd) Lyon. A.M.I.C.E.
District Board Engr
Tanjore

To
The Local Fund Engineer
South Arcot
Cuddalore

(True copy)

Mundumel
Vice Pres
D.B.

10-2-96.

MC

SOUTH ARCOT.

DISTRICT BOARD PRESIDENT'S OFFICE
Local & Municipal Dept.
CUDDALORE.
CURRENT No. 4562

Govt
No, Ref. on Regr. No. of 1896. 8th February 1896.

From,
A. E. Castle Stuart Stuart Esquire,
President, District Board,
SOUTH ARCOT.

To,
The Chief Secretary to Government,
Local and Municipal Department,
MADRAS.

Enclosure.

SIR,

With reference to G.O. dated 21-12-95 No. 2464 L. I have the honour to submit herewith a copy of the District Board's resolution No. 12 dated 31st ultimo. The District Board is decidedly of opinion that no alteration of any kind is desirable in the present System of working the Local Fund Engineering Department or in the matter of direct control over the Local Fund Engineer and his Subordinates exercised by the Govt. whilst it agrees with the Chief Engineer that the status of the District Board Engineers might well be raised by the introduction of the graded Salary System (without necessarily involving transfers of Engineers from district to district and the formation of a general Pension fund. It strongly deprecates the proposal to divest it of the absolute and effective

effective control it has been exercising through its President over the Engineering Department. The weakening of local authority is in its opinion distinctly prejudicial to the best interests of the District and its inhabitants.

2. I may state that the above proposal first came up to me from the late District Board Engineer Mr. Norfor at the instance of the Jaypore District Board Engineer Mr. R. C. Syson who is apparently the author of the movement to emancipate Local Fund Engineers from the thraldom of the "Collector President". In reply the District Board Engineer was informed that the matter was one which did not come within the sphere of the District Boards' ordinary duties and that I was not therefore prepared to lay it before the Board at the instance of the Jaypore District Board Engineer, unless and until a reference was made by Government calling for the District Boards' opinion on the subject. The memorandum printed in the G. O. under reply is word for word, identical with Mr. Syson's communication. The late District Board Engineer Mr. Norfor appears to have submitted a similar memorial dated 8th October 1895 direct to Government as the Government order under reply refers to such a memorial, which I consider should have passed through my office.

3. On the 2nd Instant I received a paper called "Appendix to memorandum on proposed Consolidated Scheme" from Mr. Syson, Honorary Secretary, Local Fund Engineers' Association. In this paper, a copy of which is submitted for the information of Government Mr. Syson and his "Association" appear to have wisely dropped a portion of their original demand which if conceded, would have led practically to the introduction of a Second Department of Public Works over which the Collector Presidents would have had very little effective control."

4. No Collector-President "with the interests of his District at heart could view with approbation such a measure for, even in respect of the existing D. P. W. it became very necessary for the Board of Revenue (Vide its Resolution dated 21st August 1891 Nos. 5977) to move Government to define more particularly the "Control which

in B.P. 374 22-7-92

a

"a Collector as head of the District
"and responsible for its administration
"and well-being ought to possess in
"respect to works in charge of the Public
"Works Department" and Government
was pleased in its order dated 12th
February 1892 Mis No 870 Revenue to concur
for the most part in the Boards' recom-
-mendations which were recapitulated
in Boards Proceedings dated 22d July 1892
No 374. Most Collectors would, I believe,
endorse my opinion that there is still
too great a tendency on the part
of the existing D. P. W. to regard itself
as quite independent of control by
the local representatives of Govern-
-ment. Collectors as Presidents of
District Boards, have effective control
over their Local Fund Engineers and
unless they are to be relieved of respons-
-ibility in respect of Local Fund Works,
that control should in no way be
impaired. In the opinion of the District
Board, in which I personally concur,
the memorialists have failed to adduce
adequate reasons for the proposed
change in a Department which ac-
-cording to the memorial "has done
its work creditably in the past" as
proved by the extension and improve-
-ment of roads, the construction of
"many important buildings" &c, in spite
of the "one radical defect" of being
properly controlled by the heads of districts.

5. I append for the information of
Government Copy of a Circular sent to
Mr. Norfor by Mr. Syson in which it is
stated that "steps are being taken
"to ascertain the views of the advisers
"to Government likely to have a promi-
-nent part in disposing of such a
"subject" and adding that "if favourable
it is proposed to approach Government
direct in the matter."

6. The District Board of South Arcot
has no objection to the proposal to
grade Local Fund Engineers, promo-
-tion to the higher grades being
subject to approved Service without
necessarily involving transfers or to
provide a general Pension Fund
in the hope of attracting a better class
of men who should not as a rule,
require "professional" Superintendance
in the execution of their every day
duties which are for the most part
simple enough. For any work of
exceptional Engineering difficulty

Govt.

government has already furnished the means of professional assistance and nothing further, is in my opinion, necessary.

I have the honour to be,
Sir,
Your most obedient Servant,

Thomas Jefferson
Vice President
for President & U.S.

TJ

119

L. F. Department.

Local & Municipal Dept.
CURRENT No. 4562

From,

THE PRESIDENT, DISTRICT BOARD,
SOUTH ARCOT.

To,

THE CHIEF SECRETARY TO GOVERNMENT,
Local and Municipal Department.
MADRAS.

Dated 8th
Despatched 11th February 1896.
Received

Ref on Govt Ltr No. 9/513 of 96.

ENCLOSURES. Three

Subject.

CHIEF SECRETARY
13 FEB. 1896
GOVERNMENT OF MADRAS

Submitting Copy of Resolution of the District Board expressing its opinion on the proposals submitted by the Chief Executive District Board Engineer for re-organizing the Local Fund Engineering Establishment.

120

Extract from the Proceedings of the District Board Malabar at its meeting held at Calicut on Saturday the 25th January 96.

Present.

A. H. Pinhey Esq. President.

1. M. J. Murphy Esq. Head asst to Collector.
2. T. Varada Rao. Esq. Asst to Collector in Ch: Calicut Div
3. Mr. P. Krishna menon and Taluqdar Palghat
4. " P. Rama Iyer and Do Ernad
5. " V. Kesava menon Sub asst Inspector of Schools. Palghat Range.
6. " P. Ittiro menon and
7. Koya Kunhi Koya Mangal. Saheb Bahadur
8. H. L. Moideo Saheb Bahadur
9. Mr. P. Narayana menon and
10. " P. Sreedharan Namboodri and
11. " K. Raman Nair and
12. " K. Keshavan Nair and Vice Pt B C E
13. " P Kunhiran and
14. " P. I. Chinnaswami Pillay and
15. Karakkat Pookoya Mangal. Saheb Bahadur

x x x

Supplemental.

5. Read G O no 2464 L. dated 21 21

121

December 95. forwarding for the opinion of the Chief Engineer certain memorials on the subject of Consolidation of the Local Fund Engineering Department and calling for a report from the Presidents of Dist. Boards on the matter before the 15th February 96.

The Board find it impossible to form a deliberate opinion at such short notice and on a one sided view of the Case, but by a vote of 14 to 2 decide that, on the facts before them, they do not approve of the proposals of the memorialists.

× × ×

Sd. A. H. Pinhey
President

(True Extract)

Remarks

Don. Receipt

Sd. [illegible]

122

No. 1272/7
Ry

Malabar District Board's Office
Calicut 12th January 96.

Local & Municipal Dept.
RECEIVED 1896
No. 460 L

From.

G. Hewetson Esqr.
President, District Board
Malabar

To.

The Chief Secretary to Government
Local and Municipal
Department
Madras

Sir,

I have the honor to reply to G. O. No. 2464 L. dated 21st December 95. The Local Fund Engineer have since the issue of the G. O. considerably altered their Scheme, and I shall deal with the Scheme as altered.

2. In the first place the importance of the work entrusted to Local Fund Engineer has, I think, been exaggerated. The total Expenditure in 1894-95 was just under 33 Lakhs of rupees: of the total, over 23 Lakhs was spent on repairs to roads, 2½ Lakhs on miscellaneous Public Improvements, 2 Lakhs on Constructing and repairing buildings such as Schools, Choultries, and Hospitals and 5 Lakhs on Original Communications. Practically all Estimates for new works over Rs 2,500 have to be sanctioned by the Superintending Engineer and over Rs 5,000 by Government and all Estimates for Sanitary works over Rs 200

have to go to the Sanitary Board. In addition to this, important works are sometimes executed by the P. W. D. e.g. the Wenlock Causeway in North Arcot. On the other hand it is only fair to mention that the large bridge over the Tampraporni at Sriraikuntam was executed by a Local Fund Engineer. It will thus be seen that a very large part of a Local Fund Engineer's work requires no great professional skill, and that where such skill is required, the services of Government officials are available.

3. It is not therefore necessary, in my opinion, to pay Local Fund Engineers on so high a scale as Executive Engineers. The present staff of 21 Engineers and 11 Assistants costs Rs 13,200 a month according to the current Civil List. The proposed scale of 21 Engineers and 9 Assistants is to cost Rs 17,800 a month, an increase of Rs 4,600 a month or Rs 55,200 a year. It will be seen that though the department is paid to be undermanned, it is deliberately proposed to reduce its strength by 2 Assistants. The lowest Grade Engineer is to get Rs 600 a month against Rs 250 at present paid by Anantapur. At present each district ~~gives~~ fixes the pay it will give according to its requirements, and unless the law is altered must continue to do so. I have no objection to Government ~~a~~ appointing Engineers and their Assistants

Memorial

and consider that their doing so would be an improvement on the present system. The pay to be given must depend on the source from which recruits are to be drawn. The Local Fund Engineers propose to recruit from England, but I presume Government are opposed to this, as they only a few days ago negatived my proposal to recruit from England for the Cuddapah District Board. If then the department is to be recruited in India, the scale for Provincial Engineers may be taken as a guide. Under this Executive Engineers get Rs 650, 550 and ~~475~~ 475 a month and Assistant Engineers Rs 400, 350 and 250 a month. As I said above, I do not consider that District Board Engineers would need be paid as highly as Government Engineers, but the nominal pay might be the same if the District Board Engineers contribute for pension out of their pay. If such a department is to be formed, I consider that it should be formed gradually, as a large proportion of the present Engineers are not fit for admission to it.

Ep 2254 3-2-96

4. At the same time I consider that this District is exceptional, and that Rs 650 decreased by contribution to pension would not be sufficient for its

Engineer

Engineer. Malabar is a large district with a short working season. heavy rainfall, and a large number of bridges to look after. At present, too, our Contractors are Europeans of means, and a good man is required to cope with them. Our present Engineer is certainly worth the Rs 700 he draws.

5. To sum up, I approve of the proposal to ~~Constitute~~ constitute a District Board Engineering Department to which appointments would be made by Government and I would also propose that the part of the Local Fund Budget dealing with Grant I should be submitted to the Chief Engineer for remarks, just as other parts of the Budget are sent to the Director of Public Instruction, the Surgeon General and the Sanitary Commissioner. The Engineer might also, I think, be relieved of their responsibility for petty matters of account by assimilating the position of their Accountants to that of D. P. W. accountants.

6. The resolution of the District Board is enclosed.

I have the honor to be,
Sir,
Your most obedient Servant.

J Hewetson

President
District Bd. Malabar.

12.2.86

nb 1896

Local & Municipal Dept.
CURRENT No. 460 L

From

The President,
District Board
Malabar

To,

The Chief Secretary to Govt
Local & Mul Dept
Madras

Dated 12th Feb 1896
Rcd 12 17 FEB 1896

CHIEF SECRETARY GOVERNMENT OF MADRAS

No 127 L7
Dis

Encl. one

Subject

Giving opinion with reference to
Govt No 2464-L dt 21st Dec 1895
regarding the Consolidation of the
Local Fund Engineering Establish-
-ment.

127

PROCEEDINGS OF THE District BOARD Tinnevelly.

Dated 27 January 1896.

Resolution No. 3.

Present.

A. J. D. Higgens Esquire, President.

Officials

1. A. C. Dutt Esquire, Head Assistant Collector.
2. Rao Bahadur V. Subbiah Pillai Avargal, Treasury Deputy-Collector, and Vice President.
3. " T. Raghaviah Avargal, Head Quarters Deputy Collector.
4. " V. Narayanasami Pillai Avargal, General Charge Deputy Collector.
5. " T. Swaminah Avargal, Manager, Ettayapuram Estate.
6. " Rao Krishna Anjar Avargal, Tahsildar of Srivaikuntam Taluk.
7. " T. Narasimha Sastriar Avargal, Tahsildar
8. " K. C. Sanjana Assistant Surgeon Madras. District Surgeon.

Non Officials

9. Reverend Margoschis.
10. Rao Bahadur Subbanaidu Garu
11. " Rao Shanmugam Pillai Avargal

12 Mr. R. Ry. C. Subramania Pillai Avargal.
13 " Venkatarama Aiyar Avargal
14 " Kumaraswami Mudaliar Avargal
15 " Vengu Aiyar Avargal.
16 " Gopalaswami Naidu Garu
17 " Nalladuvana Koundan
18 " R Subbier Avergal
19 Syedji Abdul Sahib.
20 Mr. R. Ry Sankaranarayana Somajiar Avargal
21 " Krishnaswami Somajiar Avargal
22 " Somasundram Pillai Avargal.
23 " K. Ramalingam Pillai Avargal.

Read G.O. No. 2464 L. dated 21st December 1895 forwarding a memorial and a memorandum regarding the reorganization of the Engineering establishments and requesting to report the opinion of the District Board on the question.

Proposed by Mr. R. Ry. P. Swaramiah Avargal,

That while admitting that the Local Fund Engineering establishment as at present Constituted labours under the disadvantage of having no wide or proper field for promotion the scheme of re-organization as sketched in the G.O under

under Consideration is inadmissible in that it is opposed to the principles of administration of Local Fund and is a retrograde measure in the Cause of local self Government.

That without sacrificing the principles of Local Self Government the end in view viz to secure a well manned and Combined Engineering establishment with prospects of promotion may be secured by the various District Boards arranging and agreeing among themselves to give preference in filling up vacancies in their Engineering establishments to officers similarly employed in other Districts.

And that Government be requested to lend support to this proposal and use its powers and influence with the various District Boards in bringing about this understanding among them which is of undoubted benefit to all the parties Concerned.

Seconded by the Reverend A. Margoschis.

Proposed by Mr. Dutt "That the proposals

of

of the Memorial be accepted with the exception that all officers on Rs. 100 or less be appointed or suspended or dismissed by the President, District Board and that officers drawing more than Rs. 100 be placed under the Control of the Chief Engineer"

Not Seconded

Mr. K. Ry Raghaviah makes a proposal which is not seconded.

The original proposition is Carried almost unanimously.

(True Copy)

Ds.

Ds. President

Note. by the Rev. A. Margöschis

The proposals are a very natural attempt on the part of men working in a non-Government, ungraded Service to better their position, and hence they ask for various benefits to be conferred upon them, none of which they now possess and their claims to which should be properly established.

2. They ask to be formed into a graded service, and to be recognized as such by Government. That is to say, they desire to be placed on a similar footing to other Government departments, such as the Revenue, Medical and P.W.D. departments. To enter the above mentioned Government departments a special training in each case has to be undergone, consisting of from 4 to 5 years preparation, at the close of which appointments under Government are obtained by

by Competitive examination.
It is 132 not a part of the scheme
proposed that the present or
future Local Fund Engineers
should be required to undergo
any special Course of training
and should then submit them
=selves to a competitive examina
=tion before obtaining appoint
=ments. all the advantages of
a graded service under Govern=
=ment Sanction are asked for. but
none of the preliminary hardships
or difficulties and expenses which
Government Servants undergo are
sought or are even suggested. It
is not asserted that the present
staff of Local Fund Engineers have
any special claims to be placed
on an equal footing with D. P. W.
Officers or other Government Servants,
As a matter of fact, District
Boards are driven to the necessity
of employing almost any man
who

who offers himself for employment,
and at the last vacancy in the
Tinnevelly District after many ad=
=vertisements in the newspapers there
were only two Applicants for the
post of District Engineer. There
may be some exceptions but
generally speaking the District
Engineers are men of inferior
training and professional edu=
=cation, as compared to graded
officers of all Government depart
=ments. It is proposed to raise
the existing salaries of these Engineer
-ing Officers and to make their
Service pensionable. as already
shown, inferior men obtain service
in the Local Fund Department
and it follows that they must
be content with inferior salaries.
It is urged that only inferior men
are now obtainable for employment
as Engineers of District Boards,
because of the insufficient in=
-ducement offered to them in the
way of remuneration but this

plea

plea is utterly fatal to the claims
of the 134 agitators of the present
scheme now under considera=
tion, for if all the present Distrct
Engineers, speaking generally are
inferior men with low professional
qualifications such men are
not worthy of being recognized
as and formed into, a graded
service (Vide preceding para).
The salaries of District Engineers
vary from ~~Rs~~ 400 per mensem
with travelling allowances extra
up to ~~Rs~~ 700 per mensem. For the
work done by these officers the
salaries are not inadequate and
if advertisements were put in
the London papers probably well
qualified, efficient, trained Engineers
could be obtained for a sum of
£350/- per annum with extra
allowances for travelling. Efficient
men wherever they are, even under
the present regime, can command
their own market price and
when a District Board secures

a good engineer they are not 135
likely to allow him to leave
their service on account of
insufficient salary. In this
District experience has shown
to us the desirability of increasing
the salary of the Engineer from
~~Rs~~ 500 to ~~Rs~~ 600 with allowances extra.
The claim for pensions deserves
consideration and a scheme
can be formulated by which
a fixed proportion of the salary
of each officer shall be retained
and reserved towards a Pension
fund.

4 The last benefit or privilege
demanded is that the Depart=
ment should have its own Superin
=tending engineers supervised by
the Chief Engineer to Government.
It is assumed and asserted
that Revenue officers are not
qualified to supervise the work
of Engineers. Now the Presidents
of the District Boards are always

men

men of education, ability and
experience. They are not profession-
-al engineers, nor is it necessary
that they should be, for, speaking
generally, most of the money placed
at the disposal of the District
Engineers is expended on making
roads and the upkeep of them.
District Engineers are seldom
required to build even a bridge,
and difficult engineering works
are already invariably refer-
-red to the Superintending Engineers
of the D. P. W. It is acknowledged
that extra and more efficient
supervision of the work of District
Engineers is highly desirable, and
if the Presidents of the various
Boards are asked to pay more
attention in future to Super-
vision, say, of the roads of the
District, no doubt an improvement
will speedily follow. Members
of taluk and District Boards should
also be encouraged and should
be specially asked, to take
personal

personal interest in the repair
and upkeep of the roads in their
own neighbourhood.

5. To sum up the foregoing, (1)
it is submitted that no Government
sanction can be given to form
"a Graded Service". Let these Engineers
form an association for offensive
and defensive purposes such as
other men do, e.g. the Madras
Chamber of Commerce, the Planters'
Association etc etc. This plan will
foster a spirit of esprit de corps
amongst them and they can work
in unison for their own benefit.

2. No increase in the present
scale of salaries is necessary but
a pension fund should be formed.

3. Superintending Engineers are
not required. And efficient supervision
can be exercised by the existing
District Officials and by the members
of the Board.

(Signed) A. Margöschis

(True Copy)

President

Current No 55/96 Urgent
29-1-96 1896. 138

Tuticorin Dt Board
COLLECTOR'S OFFICE.

FROM

~~THE~~ G Campbell Esqre
President Dt Board
Tuticorin

To

THE President Dt. Board
Tuticorin

Camp Vilathikulam

Dated 27
Despatched } January 1896.
Received

Disposal No. 74 of 96

ENCLOSURES.

Sir.

With Reference to your footnote on G.O No 2464 L, 21st Dec 95 I have the honor to state that it only reached me late last night, so my reply cannot possibly reach you in time for to-day's Dt Board meeting.

2. The proposed scheme for Consolidating the Local Fund Engineering Department is only roughly sketched in Mr Dwyer's memorandum, and there are many important

details to be worked out. It is clear, however, that the Scheme can be satisfactorily worked out, and that it will be an immense improvement on the present state of things. I am, therefore, strongly in favour of the General Scheme. I am not prepared, at such short notice, to go further into the matter. I much regret my inability to be present at to-day's St Board Meeting, at which the matter will be discussed, but I have important Compensation-work here which could not be postponed.

I have the honor to be
Sir
Your most obt Servant.
Campbell

Pres. Bd

To

MD

Note by Mr R.Ry P. Sivaramaiah Asst

The proposal is to Consolidate the Local Fund Engineering establishment employed in the various districts into one department for the whole Presidency like the Government Public works Department and place it under the Control of the Chief Engineer to Government in that Department. The proposed Department is to Consist of various grades of Assistant, executive, and Superintending Engineers whose appointments, transfers and promotions are to be under the orders of the Chief Engineer, whom they are to look upon as their professional head. The Presidents of the Districts Boards and the Boards are to retain Supervision and Control as far as execution of work is Concerned and are to provide necessary funds.

2. The difficulties and disadvantages arising from the present system and which justify a departure from it are stated to be, that the Local Fund Engineer works without the advantage of a professional Superior and has Consequently much

unnecessary

unnecessary responsibility thrown upon him. He further has to take the orders of a non-professional President who, however well intentioned, cannot fully appreciate the Engineer's difficulties or properly scrutinize his work or give instructions. The Engineers who are further but so many scattered units in the Presidency have no proper field for their promotion and therefore no incentive for good work. They further have often to deal with Taluk Boards who constantly give the Engineers needless work in preparing plans and estimates for works not likely to be carried out, delay in sanctioning estimates — often unnecessarily interfere with the Engineers discretion in designing and execution with the result that friction often arises between them.

3. The advantages claimed for the scheme are the removal of the existing disadvantages, the improvement of the prospects of the Local Fund Engineering establishments which will be better manned, and the execution of works under the orders of the professional superiors who will be able to guide and advise the officers of the lower grades. A Pension fund which is the —

backbone

backbone of every efficiently manned Service will also be created and the Boards will be required to contribute towards its formation.

4. It is admitted by the proposers of the scheme that the present cost of the Local Fund Engineering establishment will be considerably increased and the Boards will be required to provide the additional cost. It is however believed that the expenditure on establishments will not exceed the prescribed maximum of 20 percent on the outlay.

5. The above are the chief details of the proposed scheme, and, so far as improvement of pay and prospects of promotion and pension are concerned, it has much to recommend in its favour. The improved pay and prospects will also attract to the ranks of Local Fund Engineers Europeans who have received training in European Colleges. But to my thinking it seems that the scheme is based wholly upon an erroneous idea of the fundamental principle underlying the creation of District Boards which led to the existence of the present Local Fund Engineering establishment whose improvement it is now sought to promote. The formation of District Boards and of Subordinate Local Boards

was in view of giving effect to the principle of Local self Government under which the various Boards which were created were to have the management and Control of various local services, such as roads, sanitation, primary education, Vaccination &c which were transferred to them — and for which the necessary funds were to be provided by introducing a local impost. The funds locally raised were to be spent upon the Local needs of the areas Concerned and the District Boards which had certain new trust transferred to them were to make their own arrangements for the efficient dis- -charge of the new responsibilities thrown upon them. The management of certain Local services which was prior to the formation of Boards done by Government itself through its various departments was transferred to the newly created Boards which were thereafter to choose their own agency - Roads in a district were one of such Local services which were transferred to District Boards and to Sub- -ordinate Taluks Boards. It is also a principle of Local self Government and of the administra- -tion of Local Funds that they are to be used — solely for the Local needs and cannot be trans- -ferred to meet the requirements or deficiency —

arising in other Districts. The proposed forma- -tion of a Consolidated department which in its working is to be a Government Department is, in respect of an important local service, but a reversion to the state of things in pre- Self Government days - what the Government gave up to Local Boards to enable them to acquire experience and skill in the management of its affairs is again to be taken back by Government. In this aspect of the case the scheme is certainly opposite to the principles of Self Government, — which Government has thought fit to introduce and takes care to promote.

In another point of view also I think the proposal is opposed to principles of administration of Local Funds. Local Funds which are raised locally are also to be spent locally. Increased pay is contemplated for Local Fund Engineers with a view to improve their status and prospects and attract better men; And in the case of poor and small Districts of which there are not a few in this Presidency the Cost of the Local Fund Engineering establishments now maintained with

regard

Ws

regard to their needs and capabilities will have to be greatly raised and may exceed the prescribed maximum, the requisite increased proportion needed to bring the Presidency average below 20 percent having to be found in other Districts. In other words, in order that District A, a small and poor one, may have the luxury of a highly paid Engineer, District B will have to raise its proportion of Cost of establishment to outlay. Local funds raised in District B, virtually therefore come to be used in District A for supporting its Engineer.

6. It seems to me also from the proposed Scheme that the real position of the Local Fund Engineers has not been properly understood. The Construction and maintenance of roads and of buildings needed for certain local services having devolved upon District Boards the latter appoint an agency for the execution of the said works. The Local Fund Engineers who entered into service under District Boards which form separate units by themselves partake of the

same

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same nature. Their attempt to compare their lot with Government Engineers or with Local Fund Engineers of other Districts is not justifiable and is on all fours, I think, with that of the different managers of a number of firms at Madras who wish to form themselves into a Graded class with increased pay and compel their employers to provide more from their funds for meeting the increased pay. The firm knows what it should pay for managing its business and employs a person on that pay; and if after Sometime the manager thinks that he ought to get more and the firm is not disposed to take the same view, the course open to the former is to seek fresh fields and pastures new. In the Case of District Boards there is the powerful hand of Government which will certainly interfere and ask them to make suitable provision for the pay of the Engineering officers if with a spirit of parsimony and blind to their own interests they offer a Salary not sufficient to attract really Good men.

This

this I think is the safest possible interference with the discretion of the District Board in the selection of its agency, if the principle of Self Government is to be retained.

7. Apart from insufficient pay and the Consequent desire to better it and future prospects which is but perfectly natural, the chief disadvantage which according to the memorialists the present system labours under, is that the Engineer has to take orders from a non-professional President who however well intentioned, cannot appreciate the Engineer's difficulties, S-crutinize his work, and advise him properly. To remove this disadvantage the memorialists require a professional head in whom also should be vested the appointments, transfers and promotions. This description of the difficulties of a professional man working under a "lay" President so to speak, seems to me to be highly exaggerated. Briefly put, the works which the Local Fund Engineers have

have to deal with, are the Construction of roads, culverts, roaddams and bridges thereon, and hospitals, chattrams, and buildings for other miscellaneous purposes. They have generally nothing whatever to do with irrigation works or with intricate hydraulic questions. The works which they have to execute do not seem to me to be so very difficult of Comprehension or of Supervision that it will be a Sacrilege for a "lay" President or the members of a District Board to think of Sanctioning the Engineer's estimates, and of supervising their execution or of instructing the Engineer as to what the "plan" of a proposed chattram or building should be. In getting up the scheme under Consideration the Local Fund Engineer's chief object seems to be to get rid of the Control of a professionally a lay man, and to secure a man of his own profession as his head. The idea is to create a Separate Service enjoying the prestige of a professional department and to introduce

the

the usual departmental esprit-de-Corps which in generality of Cases, except perhaps in the Revenue department, degenerates into a — tendency to stick to the members in the lower — rungs of the ladder and support them against the whole world. If as it is proposed the appointments, transfers, and promotions are to be transferred to the Departmental head from the hands of the President or the District Board, the latter will have to content themselves with their representations to that head, who will generally be disposed to agree in the views of the professional Juniors under him. Supervision of execution of works without the power of Control vested in appointments and award of punishments Cannot Carry much weight and will be ineffectual, if the Boards are still to be the spenders of their own money.

8. As the Memorialists themselves admit, the proposed scheme takes one step further than what the practice is as regards other technical

6.

Technical Subjects such as education &c. In these Cases the District Boards consult the Government heads of these Departments in doubtful or difficult matters and take their advice and regulate their action accordingly. In the matter of roads and buildings too, the same course may be and is, I believe, adopted. If any large work has to be Considered or Sanctioned the head of the Government Public works Department or his chief Subordinate officers can be Consulted, and this Course may be even insisted upon. But the further step proposed beyond this viz: to Constitute the whole of the Agency into a Government Department is, though it is but a single step as the Memorialists innocently call it, a fatal step - fatal to the Cause of the Local Self Government, which if the Memorialists to reflect for a moment avoiding personal Considerations, they will see is the parent from which the present Local Fund Engineering establishment has Sprung.

9. With a view to man the Local Fund Engineering Department with better Engineers, the Presidents of District Boards may be instructed to seek the aid of Government Professional officers in the selections to be made. No further interference with existing powers beyond this Consultation and advice should in my opinion be permitted. The wholesale transfer of powers from the hands of the President and of the District Board to a Government Departmental head which the memorialists pray for is wholly to be deprecated and is inadmissible, if the Scheme of Local Self Government is to retain its distinguishing features.

(Signed) T. Swarama ayer.

26-1-96.} (True Copy)

President

V.P.

No.

Tinnevelly Taluk Board's Office
dated January 1896.

From

The President
Taluk Board
Tinnevelly.

To,

The President
District Board
Tinnevelly

Sir,

With reference to your endorsement Ref. A on Current No: 55/1896 dated 24.1.96 on G.O. No: 2662 dated 21.12.95, I have the honor to submit the following remarks of the memorandum of Mr Dwyer & the Government of Madras.

2. I entirely agree with Mr Dwyer in thinking that the L.F. Engineering Department needs being put on a better & a more satisfactory footing & this can be secured as Mr Dwyer points out by grading the appointments and recruiting them by duly qualified candidates & making the appointments pensionable.

3. Mr Dwyer says that a serious evil from which the Local Fund Engineers now suffer is the want of immediate Professional Supervision. He says that the work of Local Fund Engineers is growing every day in extent and in importance & that difficulties arise from non-professional Presidents failing to appreciate the difficulties of Engineers. I do not

not agree with them here. Rule 36 of the rules published under Act V of 1884 requires "that estimates for all new works of the value of rupees 2,500 & upwards & for all repairs of rupees 10,000 & upwards for works not provided for by maintenance grants should be submitted to the D.P.W. Department for scrutiny." In the face of this rule the difficulty complained of by Mr Dwyer cannot, I think, stand & the evil complained of may still further be minimised by lowering the minimum of value of works whose estimates may be referred to the D.P.W. Department for scrutiny, say Rs 1500 for new works & Rs 2500 for repairs. This may increase the work of D.P.W. Superintending Engineers to some extent, for which however they may be compensated. Estimates for new works of less than rupees 1,500 & of repairs of less than rupees 2500 may, I think, be satisfactorily scrutinized by non-professional men aided by the Local Fund Schedule of rates.

4. For the above reasons I do not consider the creation of the posts of Local Fund Superintending Engineers necessary. Local Fund Engineers will not have enough work to do. The only useful work they might do is the scrutiny of estimates, which can however be secured otherwise & is being now secured; & the work of supervising finished works may be done equally efficiently by Local Fund Engineers & non-professional Presidents & members of Local Boards.

5. On the other hand I think the entertainment of an Assistant Local Fund Engineer is necessary

necessary in almost every District. There are Assistant Engineers at present only in a few Districts. These are qualified men unlike Local Fund Overseers & are generally in charge of nearly half their respective Districts. They give valuable assistance to their L.F. Engineers by relieving them of much of the work of supervision in their ranges & preparing many of the important plans & estimates which else would have to be prepared by Local Fund Engineers unaided. They are at the same time under the Control of the Local Fund Engineers who are men generally of large experience & consequently competent to scrutinize & supervise their work. If Assistant Engineers are to be entertained throughout the Presidency, nearly twenty more of them than at present exist may be needed & the posts may be filled by duly qualified men either from the Cooper's Hill College or the Madras Civil Engineering College. These men may be entertained on a minimum monthly salary of Rupees 250 to start with, the salary of the already existing Assistant Engineers being increased to Rs 300 & they being transferred to the more important Districts. The salaries of the Local Fund Engineers may also be graded on lines similar to those suggested by Mr Dwyer & Local Fund Engineers of lower grades caused higher grades on the occurrence of vacancies & posted to the more important Districts & Assistant Engineers caused to posts of Local Fund Engineers in course of time, on approved merits and

and Service.

6. The subordinate staff of Queensd may also be graded & recruited by duly qualified men. If the establishment of a Pension Fund (w hose feasibility has been pointed out by Mr Dwyer in his memorandum he added to these changes, I think all the evils of the Department would have been removed. It would be better manned, better managed, would stand on a firmer basis & would hold out far better prospects for qualified and efficient men.

I have the honor to be,
Sir,
Your most obedient Servant

Macfarlane.
President.

Enclosure

466 [illegible]

186 1896

From
The President
Taluk Board

To
The President
District Board

Dated 27th January 1896
Despd 29th "

Dis No: 15 dy 1896
Rec: 29.1.96.

Submitting views on the subject of the Consolidation of the Local Fund Engineering Department

12.2.96

187

COLLECTOR & DISTRICT MAGISTRATE, TINNEVELLY. 27 JAN. 9

From
The ~~Headquarters~~ President Taluk Board
Shermadevi

To The President
District Board
Tinnevelly

No 8.
Date 27/1/96.

Sir In reply to your
endorsement order No 57/96
requesting to be informed
of any views regarding
certain memorials on
the subject of the con
solidation of the Local
Fund Engineering depart
ment, I have the
honour to submit
the following report

2. The scheme put forward in these memorials has got three principal features.

(i) It is proposed to consolidate the Local Fund Engineers into one service

(ii) It is proposed to raise their pay and make their appointment pensionable

& (iii) It is proposed to place the Engineers under the control of the chief Engineer

3. The first mentioned alteration is one to which I can see no objection

4. The next alteration is one that also commends itself to me. How far, the alterations proposed could be carried out with the funds available would have to be seen by a Specific communication. In his memorandum Mr Cooper

has not taken into consideration the Lesser allowances of Local Fund Engineers on Rs 600' and Privilege Leave. If such allowances are taken into consideration the maximum of 20 p.c of the Revenue Collected would probably be exceeded.

5. I am not however entirely in favour of depriving the Boards of the right of suspending and dismissing its Engineer officers such a course would I think be opposed to the principle of Local Self Government. If Local Fund Engineers and all his subordinates drawing a pay of Rs 50 or more should I think be placed under the chief Engineer. Subordinates drawing a lower pay should still be kept under the control of the Boards. It is my impression

that some similar system exists
with regard to the Medical and Edu-
cational officers of the Boards.

This report having been called
for urgently I am not able to
ascertain and report on the matter
in detail but I would suggest
that some system similar to
the one in vogue in the Medical
Department be introduced also
into the Engineering Department.

I have the honor to be
Sir
your most obedient servant
A. C. Dick
President Taluq Board
Tinnevelly

Dt. D.B. Tc, Circular No. C
Current No. 55 of 1896.

District Board Office Tinnevelly,
Dated, 11th February 1896.

From,

Local & 467

A. W. B. Higgens Esqre,
President District Board,
Tinnevelly,

To,

The Chief Secretary to Government,
Local and Municipal Deptt.
Fort Saint George,

Sir,

Referring to G.O. No. 2464 Lo dated 21st December 1895, I have the honor to report that the scheme put forth in the memorial and memorandum appended to the G.O was laid before a very full meeting of the District Board of this District on the 27th January 1896, and that the Board after considering it together with the comments of the Head

Assistant Collector, Head Quarters Deputy Collector and the Manager of Ettayapuram (M. R. Ry, P. Swaramaiah Avl.) agreed to the enclosed resolution. I enclose the comments of the officers named together with those of the Sub Collector and of the Reverend A. Margoschis received after the meeting, and beg to call special attention to those made by M. R. Ry P. Swaramaiah Avl. who was also the author of the resolution adopted by the Board, and to those of the Reverend A. Margoschis.

2. The subject is one of considerable difficulty; for while on the one hand it is eminently desirable to increase the efficiency of the L. F. Engineering establishments, it is on the other hand undesirable to do anything to detract from the prestige of Local Self Government.

3. I assume that Government has no intention of taking any step which will lower the prestige of Local self Government, and that there is accordingly no probability that any scheme will be adopted, in the direction desired by the memorialists, by which the powers of Local Boards or their Presidents in respect of the appointment of the Engineering officers serving under them or of the supervision of their work will be really diminished. Under a perfect system of Self Government the Boards would appoint, punish or dismiss and generally control their own officers. In present conditions it is no doubt best that large powers should be vested in the Presidents as representatives of the Boards subject in certain circumstances

to appeal to the Boards or to the sanction of Government. The Chief Engineer or L. F. Superintending Engineers as his deputies would hardly represent the Boards in this respect as they are now represented by their Presidents, and, whatever the memorialists may say to the contrary, the scheme proposed by them would certainly hinder the control of the Local Boards over the execution of works.

4. I am bound to confess that personally I should be very glad to be relieved of the grave responsibility which the existing system throws upon me in the matter of the appointment punishment and removal of members of the L. F. Engineering establishment and control of their work, and should welcome any scheme under which this duty should be placed in professional

professional hands. I doubt however whether any such scheme is practicable, without making the Engineering establishment a mere branch of the Imperial Public Works Department - a course which is in my opinion to be deprecated, because it would practically deprive the Boards of any effective control. I am not therefore prepared to recommend the acceptance of the proposals of the memorial and memorandum for the appointment of Local Fund Superintending Engineers working under the Chief Engineer for the control of the L. F. Engineering staff.

5. There is however no doubt that the present system is by no means perfect; and certain changes appear necessary:-

(a) In regard to the appointment, punishment and removal of the superior

staff 106 drawing Rs 100 and more, the rules (71 and 72 of the general Rules) require the Presidents to act entirely on his own responsibility, subject to the sanction of Government in the case of appointments and an ultimate appeal to Government in the case of punishments or removals. No provision is made under which the Presidents is directed or enabled, before making an appointment or ordering a punishment or removal, to consult the superior officers of the Public Works Department, who might be able to help him. Such consultation would certainly take time; but, if advice were freely asked and given, it would in a great measure remove the ground for the prayer of the memorialists for relief from the control of lay Presidents and

fo 72 & 27 20-6-86

and would enable the Presidents to make appointments and pass orders with greater advantage to the Boards & professional opinion would also be a help to Govt. and to the Boards on appeals - No doubt even as matters stand now, the D. P. W. Superintending Engineers are generally prepared to help Presidents in this respect; but it would be an advantage if Presidents were required to consult them and they to advise the Presidents before orders were passed.

(b) Similarly in regard to the appointment &c. of Overseers and other subordinates of the Engineering Establishments, the Superintending Engineers might be required to give advice to Presidents whenever it might be sought.

(c) The memorialists protest with

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some reason against the want of professional supervision over their work. As a rule, their work is of such a description that it requires very little professional knowledge to enable a person of ordinary education to supervise it, and such supervision can be carried out by Presidents and members of Local Boards. The rules (Chapter V of the general rules) provide for assistance to be rendered by the Public Works Department in the scrutiny of plans and estimates for works of unusual value or difficulty, and possibly it might be provided that help might on demand be given by the P. W. Deptt. even in regard to less important works. But for the supervision of the execution of important L. F. works, which

are in some instances quite as difficult of execution as those carried out by an Executive Engineer of the D. P. W, and for their final examination, no provision is made. The Boards are in this respect entirely in the hands of their own Engineers, subject to the control of the Presidents under L. F. P. W. Rule 2. Here again much valuable help might be given by the P. W. Supdg. Engineer; and indeed, either in connection with the duties suggested under (a) and (b), or otherwise as occasion might require, they might be required to examine on demand works even of minor importance.

(d) A grave defect in the present system is that the whole L. F. Engineering establishment is practically on a

170

temporary footing, tied to service in one particular district and with no claim on any other post whatever. This is indeed the chief grievance of the memorialists; and their remedy is the institution of graded Govt service. I would illustrate my assertion by instances (1) Fault is found with a L. F. Engineer and something more than mere censure is required as a remedy. The only course open to a President, short of dismissal, is to give the Engineer notice to quit or to allow him to resign. There is no possibility of reducing him and transferring him to another less responsible post in another district, though that would perhaps be a more appropriate order and would certainly be less detrimental to the prospects of the officer concerned

(2) The Engineer and one or more of his chief subordinates are hardly on speaking terms. This state of things seriously hinders official work and costs the President much valuable time in settling difficulties. The obvious course would be to separate the contending parties. But this cannot be done and unless a sufficient reason is found for the absolute removal of either party from L. F. service in the district, which means to him the entire loss of employment, the difficulty must continue. As already indicated I do not advocate the remedy of a graded Govt service; but I would recommend that the question be put to all District Boards and their Presidents whether, in view to obviate such difficulties as those involved in the two cases stated above and others which might arise, and to improve the tone of

the staff by removing the feeling of un-
-certainty as to the future which now exists,
they would be prepared to take over, on
terms to be fixed, the services of officers or
subordinates who might not have deserved
dismissal but whose removal to another
district on reduction or otherwise might be
desirable.

(C) The want of promotion among officers
and subordinates is another defect which
is closely connected with that just discussed,
and it appears to admit of the same
remedy - viz - the interchange of officers
between the various districts. This is the
proposal advocated in the resolution of
the District Board of this district as the
chief remedy for the grievances of the memo-
-rialists, and the proposal has my
support. The list of L. F. Engineers and
Assistants

Assistants shows that, without altering the
cost of those offices in each district, it
would be possible to arrange for the promo-
-tion of deserving officers by transfer to
another district, if the various District
Boards and their Presidents would agree
to such an arrangement. With this end
in view it would be necessary that all
Presidents should exercise the greatest
possible care in the selection of officers
for the post of Asstt. Engineer or Super-
-visor, so that fit men might be always
available for transfer to other districts
on promotion. Similarly Overseers
might receive an assurance that, if
they were really deserving they would
be entitled to promotion to the rank
of Supervisor in their own or another
district in preference to an outsider.

The want of such an assurance naturally deters all the best men from taking up L. F. Service, and the result is the state of things which is more or less accurately pourtrayed in para 6 of the memorandum.

(f) The want of pensions for the staff is a great bar to its efficiency. In some districts Provident Funds have however been started, which take the place of the provision of pensions. In order that an exchange of officers and subordinates might be carried out as occasion should require, it would I presume, be necessary that all districts should have Provident Funds on a common model, and that an officer moved from one district to another should not thereby lose any rights acquired by payments made to the Provident Fund of his first District. It

is possible that the funds of all districts are not sufficient for the institution of a Provident Fund. If that be the case, then the exchange of officers herein proposed can only be carried out between those districts in which such Funds exist. If districts cannot afford a Provident Fund, they would obviously not be able to subscribe to a general Pension Fund for their officers. If on the other hand a Pension Fund will (as suggested in the memorandum) cost no more than a Provident Fund, and all the Boards are able and will agree to contribute to a Pension Fund in proportion to their means, probably that would be the more satisfactory arrangement.

6. Supposing that the suggestions herein made for additional help to the Local

Boards by Public Works Superintending Engineers were carried out, there would be a demand for a contribution to the Public Works Department by Local Funds on that account. Government would no doubt be able to fix the cost at a moderate amount. The work required of the Superintending Engineers would not be heavy; and most of it would be done on their ordinary tours. In any case there would be far less addition to the cost of establishments than that suggested by the memorialists.

7. There is some foundation in fact for the complaint of the memorialists of friction between their own offices and the audit Branch of the Collector's office. It is possible that this difficulty might

might be removed by placing the audit in the hands of the D. P. W. Examiner. It is not however certain that this result would follow from the change. The difficulties which lead to friction are often of a purely local character, and may sometimes be better settled by a reference to the President than in any other way. A great deal depends on careful supervision of the work of the audit clerk by the Treasury Deputy Collector, and much more on loyal efforts by all concerned to facilitate the despatch of business, by careful observance of rules on the part of the L. F. Engineer's office, and avoidance of vexatious objections on the part of the audit Branch of the Collector's office.

I have to be,

Your Most Obedient Servant.

DESPATCHED 12 FEB 96

12-2-96.

President

178

Local Fund Department

Local ept.

1896. 4662

TINNEVELLY DISTRICT BOARD'S OFFICE.

From

CHIEF SECRETARY GOVERNMENT OF MADRAS

The President District Board

Tinnevelly

To,

The Chief Secretary to

Government,

Fort St. George.

Dated 11 February 1896.
Received

No.

Enclosure. 5. Six.

Dt. Rd. Reference C
Current No. 55 of 1896

Subject.

Local Fund Engineering Dept.

Submitting report on the subject of the consolidation of the —.

179

Proceedings of the District Board Madura.

Dated 10 February 1896.

Proceedings No. 14 of 1896.

Present:-

~~Read:-~~ J. Twigg Esquire, Collector - President.

M. R. Ry. C. Srinivasachariar Avergal, Treasury Deputy Collector - Vice President.

Members:-

M. R. Ry. C. Subramania Ayyar Avergal Deputy Collector.

J. K. Batten Esquire, Acting Sub-Collector.

G. J. Hickey Esquire.

Robert Fischer Esquire.

~~Resolution:-~~

M. R. Ry. R. Ramachandra Row Avergal

" V. Muthusami Ayyar Avergal.

" L. Narasimhachariar Avergal

" P. Narayana Ayyar Avergal

" V. Ramabadra Naidu Garu

" M. Alagirisami Naidu Garu

" C. Renga Row Avergal.

" G. Strinivasa Row Avergal

" P. Venkateswara Ayyar Avergal

" S. A. Sivappa Goundar Avergal

" P. Subbaraya Ayyar Avergal.

" V. Venkatarama Ayyar Avergal

Syed Alla-ud-din Saib.

Read:- G. O No. 2464 L dated 21-12-95, requesting the Presidents of District Boards to consult with their respective Boards and submit a report on the subject of the consolidation of the Local Fund Engineering Department.

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Resolution:— The majority of the Board is satisfied with things as they are, and considers no change necessary.

Jury
President

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No. 17

Madura District Board Office,
12th February 1896.

4682

From

I. Jaigg Esquire,
President, District Board,
Madura.

To

The Chief Secretary to Government,
Local and Municipal Department,
Madras.

Sir,

With reference to para 2 of G.O. No. 24642, 21-12-95, I have the honor to report as follows:-

2. The memorandum on the proposed Consolidation Scheme was laid before the District Board at a meeting held on the 10th Instant, and also a further memorandum withdrawing the proposal made in para 9 to place the Executive Department under the P. W. Department and modifying the Staff proposed in para 7 by striking out the Superintending Engineers and raising the pay of the upper grade of Executive

Executive Engineers.

3. Thus modified, the Scheme is reduced to a proposal to improve the position and prospects of the Superior P.W. Engineering Staff of the different districts by Consolidation into a Department with pension and leave rules, the offices being graded and pay raised, and appointments, promotions, transfers &c placed in the hands of Government.

4. The Board by a large majority, expressed itself satisfied with things as they are, and considered no change necessary. It saw only the disadvantages of the Scheme:- the increase of Cost, and the weakening of the Control by Presidents and Boards- and did not recognize any necessity for improving the prospects of the Engineering Staff in order to attract better men, or even admit that better men were wanted.

5. This is not an unnatural view for members to take who are satisfied with their present Staff and have no experience of other districts or of the extreme difficulty that Presidents find in securing good men.

6. My own opinion, in which I was supported by a small official minority, is that such a

a Scheme as that shown in para 3 above, is very necessary, though the cost and scale of pay suggested are too great. While fully recognizing the difficulties and drawbacks I believe that these should be faced and accepted, as the lesser of two evils, in the interests of the Local Needs, & of the Presidency as a whole.

I have the honor to be
Sir,
Your most obedient servant,

President.

From

The President,

District Board,

Madura.

To

The Chief Secy. to Govt.,

Local and Municipal

Department,

Madras.

Dated 12th February 1896.

Received 14 FEB 1896 SECRETARIAT GOVERNMENT OF MADRAS

No. 17

Enclosures. (1)

SUBJECT.

Submitting the report called for in G.O. no 24642 / 21.12.95 on the subject of the Consolidation of the Local Fund Engineering Establishment.

Extract from the Proceedings of the District Board of Tanjore

Dated 10th February 1896.

READ

Present

G. Stokes Esquire. President

Members

1. W.B. Ayling Esqr Sub collector Kumbakonam.
2. S.E. Marjoribanks Esqr. Head Assistant Collector Negapatam.
3. M.R.Ry. Diwan Bahadur K Lakshmana Row Avargal Deputy Collector Mannargudi.
4. Doctor C. M. Thompson, District medical and Sanitary officer Tanjore.
5. Mr L.C. Williams Pillai. Assistant Inspector of Schools 6th Dn.
6. M.R.Ry. S. A Swaminada Aiyar Avargal Government Pleader Tanjore.
7. S. A Sundaram Aiyar Avargal Sub Assistant Inspector of Schools Negapatam Range.

6. The Honorable K. Kalyanasundaram Aiyar Avargal, Tanjore
9. Dr. R. Ry. Sivaswami Odayar Avargal, Kumbakonam.
10. " Govindasami Pillai Avargal Tanjore.
11 " Rengasami Mudaliyar Avargal Mannargudi.
12 " S. Sankara Row Avargal Kumbakonam.
13. " P. Ratnasabapati Pillai Avargal Negapatam.
14 " Ramachandra Nayudu Garu Nannilam.
15. " Govindaswami Aiyar Avargal Nannilam.
16 " Sabhanayaga Mudaliyar Avargal Shiyali.
17 " Vaithinada Aiyar Avargal Mayavaram.
18 " T. Rathnaswami Nadar Avargal Mayavaram.
19 " Arpaswami Vandayar Avargal Tanjore.
20 " Gopala Row Garu Row Sahib Avargal Tanjore.
21 " Syed Gulam Ghouse Shah Kadiri Sahib Tanjore.

x x x x

2 Read G. O. No. 2464 L dated 21st December 1895 forwarding to the Public Works department for the opinion of the chief Engineer, certain memorials on the subject of the Consolidation of the Local Fund Engineering department and calling for a report from the Presidents of district Boards on the matter before 15th February 1896; and Presidents note thereon dated 22nd January 1896.

(1). The following resolution proposed by M. R. Ry. Ratnasabhapati Pillai Avargal and seconded by Mr. L. C. Williams Pillai was put to the meeting but found no support.

Resolved that the appointments of Local Fund Engineers and

and Local Fund Assistant Engineers be recruited from among the grade of Assistant Engineers of the Government Department of Public Works, the officers so appointed retaining their lien in the Government Service and the Board making contributions towards their pension. The salaries of the Local Fund Engineers and Local Fund Assistant Engineers in the Presidency should be graduated according to the allotments for Public Works and area in the several districts, which will give room for promotions from one district to another. As regards the authority in the matter of making appointments, the existing rules will remain in force and the nominations will be made by the Presidents from the list of Government Assistant Engineers qualified for the Local Fund appointments in question which may be published by Government annually.

1. The Board thinks it entirely essential that there should be no change in the control now exercised by, or in the relations of the Engineer to the district Board Presidents, as now laid down in the Local Fund Public Works Department rules.

2 While the Board thinks that in view to future recruitment steps should be taken

Act, 1892 but that the rules as to leave to Engineers should remain as at present.

5. The Board thinks it desirable to provide for pensions for the Local Fund Engineer by some such scheme as that embodied in para 12 and 13 of the Memo.

× × ×

(Signed) G. Stokes
President

(True extract)

[illegible]
President

Local Fund Department.

Tanjore District Board Office.

Camp, Vallam 14th February 1896.

Disposal No. 86 D. B. of 96

From

G. Stokes ESQUIRE,
President District Board,
TANJORE.

To

THE HONORABLE MR. J. F. Price,
Chief Secretary to Government,
Local and Municipal Department,
MADRAS.

Sir,

With reference to G. O. No. 24642 dated 21st December 1895, I have the honor to submit herewith the resolution of the Board passed at its meeting held on the 10th February 1896.

2. The resolution necessarily puts somewhat baldly the conclusions arrived at. With a view to making its meaning somewhat more clear, I append the following explanation

3. 1914 The Board unanimously and very strongly insisted - that there should be no change in the power of Control exercised at present by the Board through the Collector-President over the work of the Local Fund Public Works department as it was of opinion that any - other course would involve expense and waste. The work of the Local Fund Public Works Department is such that any layman of average intelligence can usefully criticise and control it and that a unified Department was objectionable as tending to foster insubor - dination to that Control.

4. They were also of opinion that the powers now available for appointment as Engineers were generally very unsuitable - and that in view to get not men of high professional - attainments but honest conscientious workers who would carefully supervise the unintersting work of road making and petty house building, it was necessary to make the - appointment of Engineer more attractive. This it thought - should be aimed at by making the appointment more certain and by grant of pensions - but they were entirely of opinion that there was no need to raise the rates of pay now given to Engineers. They thought however that the rates of pay given to the subordinate establishment

were 1915

were too low and that measures were needed to improve both its status and its recruitment.

5. With a view to improve the status of the upper Local Fund Public Works Department Service generally, they thought that some scheme of recruitment is necessary. For the reasons set out in the resolution, they thought that this end could only be legally obtained by grading the districts so as to provide a means of promotion and by placing entirely in the hands of Government the appointment, dismissal and transfers of Engineers and such of the lower subordinates as might be found necessary to

to enable Government by means of rules framed under sections 44 and 144 of the Act and to regulate the recruitment and promotion of this upper service as to enable the District Boards always to obtain within the Presidency itself as many suitable for the appointment of Engineer. As to the source whence men suitable for enrolment in the service so constituted should be obtained, some members thought that such men of the grade of B.C.E. might be got from the Engineering College. The members thought they might be got from the ranks of the Assistant Engineers in the Public Works

Works department but the
idea received little support
from the Board. (Vide Reso-
-lution enclosed). In my
opinion the whole difficulty
of the situation lies in the
fact that there seems to be
no good field for the recruit-
-ment of Local Fund Engineers &
Upper Subordinates.

6. In conclusion, I
would urge though the matter
was not touched on at the
meeting of the Board that
if any Committee is appointed
to deliberate in the matter
of revising the existing
arrangements, that such
Committee should contain at
least two or three of the most
experienced Presidents of
Local

Local Boards in the Presidency
with whom hitherto, the appoint-
-ment &c of the Local Fund
Engineers has vested.

I have the honor to be
Sir
Your most obedient Servant
J. Waters
President

Dy

S/.

1896. 200

Local Fund Department.

Local
1898
4982

From

The President District Board,

TANJORE.

To

The Chief Secretary to Government,

Local and Municipal Department,

MADRAS.

Dated 14th
Despatched 15th February 1896.
Received

DESPATCHED
15 FEB. 96

Disposal No. 86

ENCLOSURES. one

SUBJECT.

Submitting report regarding the consolidation of the Local Fund Engineering Department.

Memorandum on the scheme for the Re-organization of the Local Fund Engineering Establishments of the Madras Presidency.

1. I cannot fully endorse the facts cited and opinions expressed in the Report submitted by my Brethren of the Sub. Committee.

2. I would not put the Local Fund Engineering establishment altogether out of the Control of the District Board as proposed in the new scheme, nor am I in favor of the present system of having the District Board Engineers at the mercy of the Presidents of the District Boards, as the Boards are at present constituted.

3. I would meet the organizers of the new scheme half way and propose

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

gineering Depart-
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that some safeguards may be devised
to save the Local Fund Engineer from the
whims and caprices of the official
District Board President, who, it often
chances, is not certainly competent,
being an unprofessional superior,
to fully judge and justly decide whether
the amount of work turned out by his
Local Fund Engineer and the diligence
exhibited are commensurate with the
pay and emoluments of his office.

4. A Civilian Collector-President is
generally a gentleman of first rate
ability and integrity and expects
naturally as much work and honesty
from his lower-treated, ill-paid and
ill-trained Local Fund Engineer,
the quality and quantity of work which
he himself would be able to turn out

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Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step. and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

gineering Depart-
ment.

especially as he is not conversant with the difficulties and troubles that a District Board Engineer has to face in exacting work from his ill-paid and incompetent subordinates and in having to answer a number of too technical and vexatious objections sometimes raised by the auditor of the Local Fund Accounts.

5. I have known instances of capable Local Fund Engineers having been worried by Presidents unnecessarily and without any justifying ground. Some of the District Board Engineers having been summarily dealt with by the District Board Presidents, this new scheme appears to have been hit upon by the members of the Department to escape similar treatment. Two things are

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

very much needed, viz, a better treatment and chances of gradual increase of pay and allowances. When from some Cause or other the District Board and the Engineer cannot agree, the Engineer should have the option of being sent over to other District by Government, if, in the opinion of the Chief Engineer & Government, the Engineer does not deserve a more severe punishment.

6. The District Board Engineers should be of different grades of pay according to the allotments of the Public works of the different Boards of the Presidency, in order that when a vacancy in a higher grade occurs, an engineer of the lower grade might claim and secure it.

gineering Department.

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

5.

7. The new scheme aims at the re-
-cognition of these two essentials, namely,
fair treatment and gradual increase
of pay and emoluments without which
no Service under the sun can be expected
to be good and efficient.

8. I think therefore that the prayer
of her Devizes Convened in para 8 of
his memorial to appoint a Committee
to work the details and submit a
scheme containing these two essentials,
is very reasonable and ought to be
granted.

9. Of Course, I am not in favour of
the creation of the appointment of
Superintending Engineer referred to
in para 7 of the memorandum annexed
to her Devizes memorial.

-gineering Depart-
-ment.

Resolution. The Board is not in favor of the Scheme
and Considers it a retrograde step and is
unable to accept it. It further refers
the matter to a Sub Committee Consisting
of

gineering Depart-
ment.

10. The Government ought to make the Local fund Engineering Service as good and efficient as their other Services and there is no denying the fact that at present, as a gentleman remarked, 'it is Composed of the sweepings of the South Indian Railway' with a few exceptions and it is my humble opinion that if better treatment is accorded, and thereby security of appointment guaranteed and better pay emoluments assured, the Local fund Engineering Department will attract to its service Engineers of superior Calibre and unimpeachable Character not only from the Indian Universities but also from the Coopers Hill College.

S. Narayana Sammy Chetty.

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

C No 190 / 916

20

Madras Presidency Local Fund Engineering Department.

COLLECTOR
NELLORE
4, 2 36

Appendix to Memorandum on proposed Consolidated Scheme.

Since the Memorandum on the subject of a proposed Consolidation Scheme for the Presidency Local Fund Engineering Department was presented to His Excellency the Governor in Council, it has been ascertained that the method therein suggested for transferring the Control of the Executive Staff under the Chief Engineer to Government was not likely to prove acceptable & a Conference of Local Fund Engineers was held to consider such modifications on this point, as would retain more closely the present system of Control. The Engineers are very desirous that the scheme should have no appearance even of ~~interfering~~ interfering in any way with the powers of either the Boards or the Collector Presidents over the Department either in the direction or execution of works, but at the same time would again point out the disadvantage at which they are placed in not having a professional superior. As there appears however to be some alarm that the Change of Control proposed in the Memorandum, while satisfying this most important requirement would unduly interpose between the Collector Presidents authority, and perhaps lead to Complications the Association does not desire to ~~persist~~ press it

2. Instead therefore of the Establishment detailed in para 7 of the Memorandum, it is proposed that the following should be substituted:—

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of:-

5.	1st Grade	Executive Engineers on	Rs 900 =	Rs 4500.
6.	2nd	" " "	" 750 =	" 4500.
10.	3rd	" " "	" 600 =	" 6000.
3.	1st	" Assistant "	" 400 =	" 1200
2	2nd	" " "	" 300 =	" 600
4	3rd	" " "	" 250 =	" 1000
			Monthly	" 17,800.
			Annually	" 2,13,600
		Increase under Travelling Allowance		15,000
		" in grading & raising the pay of the subordinate Establishment		50,000
				2,78,600
		Deduct× cost of present Superior Staff		1,65,000.
		Total annual increase		1,13,600

× Rs 15000 less than in the previous statement this being the amount paid to the P. W. D. for Scrutiny of Estimates, and which under this modification would be continued.

3. This Staff excludes Superintending Engineers as the Scrutiny of Estimates required under the Local Fund Rules would be made by the Public Works Department as at present, and its cost would be somewhat less than that formerly proposed, thus leaving a larger sum for the improvement of the subordinate Establishment should it be found necessary.

4. As the reasons previously stated the whole Service would be consolidated into one Department, and treated as such for ~~promotion~~ purposes of promotion &c leaving Licensed or otherwise described in para 11(a) of the Memorandum, the staff of each District would be under the authority of the Collector President exactly as

gineering
-ment.

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step. and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

as at present; but the power of appointments, dismissals, transfers, & leave arrangements should be vested in Government, these being Gazetted as in other services, and the Superior appointments recruited as suggested in para 10. This is practically leaving matters in this respect, "in Statu quo," since all appointments at present have to be sanctioned by Government, and simply implies more direct action as a necessary outcome of Consolidation, to which exception can hardly be taken.

5. It appears desirable to state here that the Association is sensible of the disadvantages in every way of frequent transfers, and would discountenance such except in cases of promotion. A District can best be served by its Engineer having a thorough knowledge of it, & Consolidation is not intended to promote Changes, but as one of its commendable features to — simplify promotion when there are bonafide vacancies and provide a relay of trained & experienced Engineers. If for nothing else, the Engineers on the score of economy alone, would be the last to encourage or seek changes.

6. The proposals already made in paras 10 to 15 of the Memorandum are understood to be considered sound, and suitable to the requirements and just claims of the — Department, and the Association has no further remarks or suggestions to offer thereon. It is hoped that the modifications — herein described will be acceptable, and that Government will take such early steps to farther the proposed reforms as will result in a speedy settlement of this important subject.

R. A. Irwin A.M.I.C.E.
Honorary Secretary
Local Fund Engineers Association.

Lahore 27-11-'16. To the President Distt. Board Kallar

Resolution. The Board is not in favor of the Scheme and Considers it a retrograde step and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

Vice President

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District Board BRANCH.

EXTRACT FROM RESOLUTION BOOK OF THE NELLORE DISTRICT BOARD.

No. 156 dated 25 January 1896. 210

Members Present.

W. F. H. Le Fanu Esquire, President.
M. & Bry. P. Sitaramiah Garu Vice President (in the chair for subjects Nos 148 & 156)
" T. A. Shanmuga Sundaram Pillai Avergal Treasury Deputy Collector.
" K. Veeraraghavalu Garu Tahsildar of Ongole
" M. Sitaramiah Garu, Deputy Tahsildar of Cumbum
" S. Narayanaswami Chetti Garu, Dewan of Venkatagiri
" K. Sitaramiah Garu, Kanakadri.
" D. Venkatramireddi Garu, Butchireddipalem
" J. V. Venkatarama Aiyer Avergal B. A. B. L. High Court Vakil.
" K. Viswanathayya Garu, Ongole
" B. Balakrishnareddi Garu, Butchireddipalem
" P. Venkatareddi Garu, Boddunapallem
" R. Ramachandrareddi Garu, North Rapur
" K. Yellamandareddi Garu, Cheemakurthy
Mahomed Afghan Doctor Khan Sahib, Udayagiri
Ahamed Hussain Sahib Garu. Ongole

Subject or Proposition.

Read G. O. No. 2464 dated 21 December 1895 regarding the question of reorganizing Local Fund Engineering Establishment.

Resolution.

The Board is not in favor of the Scheme and Considers it a retrograde step. and is unable to accept it. It further refers the matter to a Sub Committee Consisting of

of the following members to draw up a report on the subject.

1 M Rbry. P. Lita Row Pantulu Garu
2 " T. V. Venkatramma Aiyer Avergal.
3 " T. Shanmuga Sundaram Pillai Avergal.
4 " S. Narayanaswami Chetty Garu.
5 " D. Venkatramireddi Garu.

/Sgnd/ P. Lita Row
Vice President

/True Extract/

P Lita Rau
Vice President

15-Feb

To.

The President, District Bd
Nellore

Sir,

We the Sub Committee appointed by the District Board to consider the proposals contained in the Memorial and memorandum forwarded along with G.O. No 2464 dated the 21st December 1858, have the honor to submit this report and request you will forward the same to Government with such remarks as you may deem fit to offer.

2. It would appear from the G.O. above referred to, that 11 out of the 22 District Board Engineers in this

are anxious that the Local Fund Engineering Department should be Consolidated and that the Engineering establishment should be reorganized on lines set forth by them or by Mr. Dwyer for them in his Memorandum printed as an appendix to the Government order above mentioned.

3. The reasons assigned by the Memorialists for effecting a change in the mode of appointment to the superior offices in the Local Fund Engineering Department are—

(1) That though the Department in question is doing a very important portion of the Public Works of this Country, the prospects held out for those in it are far from encouraging—

That the one radical defect

when the Boards were vested with their present powers, was in not placing the Control of the executive branch under professional agency and that the reform now suggested will introduce into the Department a system and order which is now wanting and extend the scope for the prospects and promotion of its officers.

4. We agree with the Memorialists in thinking that the Local Fund Engineering Department does a very important portion of the Public Works of this Country and that it is necessary that the establishment should be fully manned and that the prospects sho[uld] be

encouraging for those who enter the department.

It is also true that the subordinate staff in every district consists largely of the riff-raff of its class, that it is constantly changing, and is as a rule not only untrustworthy but incompetent and indifferent and any step, consequently, which can place this class of servants on an efficient footing and hold out hopes of good prospects for better treatment ought to be certainly welcome.

5. It seems to us scarcely possible that any scheme for the amelioration of this class of servants can be carried out without considerable additional expenditure. In most districts

districts the pay of the subordinate staff is just about half of what is paid to an officer of equal grade and responsibility in the Public Works Department, and in addition to this, each individual subordinate officer in the Local Fund Engineering Department has jurisdiction over an area about twice as large as would fall to the lot of a corresponding officer in the Public Works Department. Any arrangement therefore for improving the subordinate service should take into consideration not merely the fact that the subordinate Engineering establishment is poorly paid but also the circumstance that it is al

under-

undermanned.

6. The position of the Clerks and other inferior servants under the Local Boards is even worse. They do not receive a decent pay and their responsibilities and work are very heavy. and if any improvement is to be effected in their status, (and no improvement of the department is possible without improvement being effected in the Condition and prospects of these inferior servants and officials) a further additional outlay is necessary. Now the average Cost of the Engineering establishment is Rs 5,50,000 per year. Deducting 1,80,000 which is the Cost of the present Superior establishment including the amount paid to the Public Works Department for executing of estimates

estimates, the remainder Rs 3,70,000 is the average amount which is now expended by the District Boards for maintaining the subordinate engineering establishment. If the improvements proposed those stated above were to be carried into effect 1,80,000 Rs more will have to be set apart towards meeting the additional outlay that will be rendered necessary. This amount does not include the Contribution for pension referred to in para 13 of the Memorandum which requires an outlay of an additional half a lac of rupees.

7. The Memorialists in para 7 of the Memorandum formulate a Scheme for the

the reorganization of the superior grades of the Local Fund Engineering Service by which they provide for the entertainment of three Superintending Engineers in addition to the existing staff and for generally giving the Executive Engineers higher pay and emoluments than they now get. The Scheme provides for the expenditure of nearly a lac of Rupees more in raising the pay &c. of the superior grades of the service alone and although the condition of the Subordinate Service is not altogether lost sight of, yet the amount of Rs 50,000 provided in the Scheme, for the amelioration of this class of Servants is hardly sufficient to meet the requirements of the case.

8. Now the District Boards could

could ill afford to undergo this additional expenditure. The cost of the present Engineering establishment is fully 5½ lacs and if an additional three lacs were needed to raise the status and pay of all grades of the service the total cost of the Engineering establishment alone would be something over 8½ lacs and would represent an outlay of nearly 30 per cent on the total expenditure on public works. A state of things hardly in the interests of the District Boards themselves.

9. Nor is this expenditure at present, absolutely necessary or called for. Govt G.O. No 1686 dated the 14th September 1895, the so

85 a due which

adverting to the general unsatisfactory Condition of the roads then pointed out to the District Boards, the necessity for a further outlay on the proper upkeep and maintenance of Roads and bridges. Under Act III of 1866 a Cess of Six pies in the rupee was levied and this sum was to be spent exclusively on the upkeep of roads and Communications. Under Acts III of 1871 and II of 1884, this Cess was increased to one anna in the rupee and the amount Collected was to be utilized towards the object aforementioned and towards such other objects of public utility as may be determined upon; when Act III of 1866 was in force the roads were kept in proper order but ever since

ever since Acts III of 1871 and III of 1884 Came into operation the general Condition of the roads began Continuously to decline with the result that the Government was forced to direct special attention to the proper upkeep of Communications. According to G.O. No. 1686 already adverted to, half the amount of land Cess and the whole amount from tolls should be allotted for, and spent on the Construction and maintenance of Constructions and this, according to the statistics for 1894-95 would be as follows—

	Rs
Land Cess Rs 49,59,997. a half of this would be	24,79,999
Tolls nett Collections —	7,35,112
Total Rs.	32,15,111
Deducting the present expenditure on communications	28,31,026
the amount arrived at is Rs	3,84,085

which

which represents the additional sum, which the Government directs should be expended on the upkeep of Communications. If out of this amount is set aside the three lacs of rupees, which is required to reorganize the Local Fund Engineering establishment the outlay still available for expenditure on roads is absolutely insufficient to allow of them being placed in a thoroughly efficient Condition. In this Connection, it may be pointed out that the figures given by the Memorialists in para 8 of the Memorandum do not appear to be accurate.

An addition of Rs 122,000 to the present expenditure of Rs 5½ lacs per establishments does

does not, as the memorialist say, give less than 20 per cent but very nearly 22 per cent of the total outlay for public works, a percentage of expenditure on establishments which the Government orders now in force strictly forbid.

10. Moreover, it is hardly fair to compare the work done by the Public Works Department with the work entrusted to or done by the Local Fund Engineers. Whereas the work done by Engineers in the Public Works Department is so varied as to require a great deal of professional skill and ability, the major portion of the expenses incurred by the Local Boards is in the Construction of new roads and repair of old

old ones - work which does not require anything like great engineering skill. In these circumstances, the amount of Salary now paid to District Board Engineers, is, it seems to us, more than sufficient for the work expected of them.

11. It is not on the ground alone of expense that the Scheme is open to objection. What the Memorialists want and want, more than anything else, is that the Engineering service should be Constituted into a separate Department uncontrolled by the President, with the chances of promotion and frequent chances of transfer. The cry now raised, is not so much

so much against their amount of prospects, as against the inconveniences now suffered from the Control of the District Board Presidents and more especially from the Control of the Audit branch of the Collector's Office and the Scheme now formulated has Consequently in view not so much the bettering of the Engineer's prospects as the striking at the root of the Presidents' authority and through them of the in dependence of the District Boards.

12. The Memorialists begin by asserting that the one radical defect when the Boards were vested with their present powers was in not placing the Control of

of the Executive Branch
under Professional agency,
that the anomaly of a
Department of such impor-
-tance being without
professional Control is
unprecedented and finally
the Engineer is hampered
in his access into branch by
the Control of a Revenue
accounts Department which
almost seems to delight
in Complicating that
part of his work, so that
to keep himself and his
office straight, he must devote
the major portion of his time
to work altogether out of
his province, or be constantly
in hot water with the
Inspector of Local Fund
Accounts. The Memorialists
give us the pleasing assur-
-ance, that this scheme
does not contemplate —
interfering

interfering in any way
with the powers and authority
vested in the Local Boards
Act, but only to put the
Executive branch under
effective Control. The powers
of the Board as to the
execution of work, sanctioning
of Estimates &c. would remain
exactly as at present, with
the Collector President
also in the same position,
except as regards appoint-
-ments, transfers &c. of the
Executive Department.

13. This scheme appears
to us objectionable on
more than one ground. The
power of appointment of
all Local Board servants
and the power of dismiss-
-al are by Sections 44 & 45
of Act X of 1884 vested
in the President, District Bd
with

the result that effective
Control can always be
exercised over their servants
by the District Boards
through their Presidents.
The system as it, at present,
exists, is conducive to good
administration and what
we believe the memorialists
really want is to escape
from this system of Control
and to be under the Super-
intendence of their own
brethern in the service in
all ~~this~~ matters in which
effective supervision is, and
ought to be exercised by
the District Boards them-
selves.

14. When Local Boards
were first Constituted under
Act II of 1871, much of the
work which the Boards
are ~~were~~ now performing were
being done by Government
Officers,

Officers, and it was provi-
-ded by Section 25 of the Act,
that such servants were to
Continue to perform those
duties until Government
should otherwise direct.
In virtue of this provision,
the Engineering works of
the District Boards were
under the Control of the
Public Works Department
till 1879, when Government
by its Proceedings directed
that in future the Local
Fund Engineering establish
-ment should be a separate
body unconnected with
the Public Works Depart
-ment and this system has
Continued in operation ever
since. What the Memorialist
want is that they should
go back to the system
in force prior to 1879 but
they have shown no good
reasons

reasons for the adaption of this retrograde step.

15. The difficulties felt by District Boards prior to 1879 in carrying out any engineering works which they had resolved upon must be still within the recollection of many. A good deal of Correspondence had to be gone through before any work could be taken on hand and even when work was commenced in right earnest, considerable friction used to be caused between the Engineers on the one hand and the District Board Presidents on the other owing to the frequent refusal on the part of the Public Works officials to listen to the suggestions made by District Board Presidents as to the time when

when and the manner in which the work was to be carried on. It seems to us very good grounds have to be shown before suggestions could be adopted which would place District Boards if not in the same at least in almost similar predicament.

16. It is urged in para 4 of the Memorial that in giving effect to a scheme like this, the Government will not be making altogether a new departure as the Government is doing exactly the same thing in technical matters, such as educational, medical and Sanitary Law and engineering. Under Grant I relating to Public Works the District

Distruct Boards spend
over 31 lacs of Rupees per
year whereas in matters
such as education or
medical relief the
amounts which each Distrut
Board can spend is very
limited and to establish
an agency entirely for itself
to carry on its work in these
directions, would be alto-
gether out of the question.
In this connection therefore,
the Distruct Boards do
freely avail themselves
of the use of the great
departments maintained
by the State, but even
here, all appointments
created by and under
the control of the Distruct
Boards are made by the
Presidents of the Distruct
Boards and he has also
absolute right to dispense
with

with the services of any
person so appointed. In
fact Section 42 of Act V
of 1884 distinctly provides
for the Distruct Board
Presidents dispensing with
the services of even persons
whose services have been
lent by Government on
giving three months notice,
but in the Scheme now
suggested the Engineers
require that their appoint
-ments, or transfers should
be in the hands of persons
who are responsible to
no Distruct Boards, and
who can virtually override
resolutions of the Boards
by refusing to dispense
with the services of persons
who are in the Boards
opinion utterly incapable
of performing properly the
duties

duties entrusted to them. In matters educational as in medical the amounts spent by the District Boards are largely supplemented by grants from Provincial Funds. and it is but right that the supervision of the works in this connection should be largely in the hands of Government and District Boards should avail themselves freely of the advice which is afforded them by responsible Government officials. In the case of Public Works however each District Board spends something like 3 lacs of Rupees and each is able Consequently to maintain an establishment of its own independent of all others.

17

17. The Memorialists suggest that each District Board should invariably Contribute to Government 20 per cent of the allotment on public Works, towards maintaining the Engineering establishment as proposed. The works of the Engineering establishment in each District is not the same, nor even approximately the same. Some Districts may require more than others less and that each District should uniformly Contribute, or that Contributing less, some of the Districts should be treated in the matter of establishments on a level with the rest seems hardly fair. Moreover allotments Considerably vary from year

year to year where as the salaries of officials in a Consolidated depart-ment would be absolutely fixed and permanent and if in any one year, the percentage on allotments does not cover the cost of the establishment, the difficulty in providing additional funds would be felt all the greater.

18. When the tendency is on all sides to decentra-lize and when Government is anxious that local bodies should be empowered each to carry on its own work independently and of its own record we have here a proposal to institute another and a third Lake Depart-ment, which shall be enabled to supervise & Control

Control works which each District Board should be left to do for itself. We shall not be surprised if in the Course of a few years, a fresh proposal is started to Consolidate all public Works esta-blishments under the Control of the various Municipalities, for the amalgamation of this Consolidated establish-ment with the Public Works Department of the District Boards, with a modest suggestion on behalf of the Engineers for an increase of pay and enhancement of privileges in Consequence of additional work being thrown on their hands.

19. Many of the difficulties referred to

refered to in para 5 of the Memorandum seems to me to be altogether imaginary. If the powers of the District and Taluk Boards as to execution of works or sanctioning of estimates are not to be interfered with, it seems scarcely possible to avoid either friction in designing and execution or delay in repeated Correspondence. Nor do we see how if the Boards do desire an Engineer can escape estimating for works which may never be carried out. What really the Engineers want is escape from all Control from Collectors and Divisional Officers, who are Continually touring and who will be in a position to exercise close supervision and being subordinated

subordinated to a few thereon in the service not subject to the Control of the District Boards and living in a far off place, uninterested in local works and unaware of local events and requirements.

20. It seems to me, that in these Circumstances, the unanimous opinion of the District Board, is very properly against the proposal submitted to Government by the Engineers association and we request You would convey to Government our emphatic protest against the scheme suggested in the Memorandum under reference.

We have the honour to be
Your most obedient Servants

P. Kodandarama Reddi
V. V. Executive Committee
D. Venkatarama Reddy

Enclosure No.

to Letter
No. 197/283 of 1896.

1. The Resolution of the District Board.

2. Report of the Sub-Committee.

3. M.R.Ry. Narayanasami Chetty's Memorandum.

4 Mr Sysons Memo.

[Eng.; 21-7-03.]

Confidential

Nellore District Bd Office
No 197/283. 241 17th February 1896.
Disposition.

From,

W. F. H. Le Fanu Esquire,
President, District Board,
Nellore.

To

The Chief Secretary to Government,
Local and Municipal Department,
Madras.

Sir,

With reference to G.O. No. 2464 L dated 24th December 1895, I have the honor to send the Memorandum drawn up by the Committee and resolution of the District Board on the subject. The matter was first thoroughly discussed by the full Board and this Committee was then appointed to reduce the results of their Conference to writing.

2 I Concur with the decision of the District Board so far as it goes.

3

3. Since the Government order above quoted was received I have received a Communication from an Engineer who cannot sign his name legibly, but whom, from a reference to the almanac, I presume to be a Mr. Tyson, in which he undertakes, on behalf of his brother Local Fund Engineers, to withdraw the most objectionable part of Mr. Dwyer's proposals, viz. those which would substitute the control of Some Public Works Department Officers for that of the President, District Board; I think that the Local Fund Engineers have done wisely in so doing, but I still Consider it necessary to offer some remarks on the subject, which may crop up again, when there is no one left who can testify to the evils of the old regime to which a return was proposed.

4. The real reason why District Boards pressed for the removal of their works from the Public Works Department Control and for the appointment of establishments of their own, and under the Control of the President District Board, was that matters were coming generally to a dead lock. The Public Works Department Officers would not give proper attention to the Local Fund works in their charge; they were extravagant in their methods; they set the President of the District Board and the Boards at defiance, being in no way subordinate to them, and such friction generally resulted that the District Boards were compelled to move that they should be allowed to employ and pay their own Officers. There are still

still in the Service Officers who
remember the tension caused by the
temper and obstructiveness of Cols
Moberly and Hunter, of the Royal
Engineers, who were by no means
exceptions in the attitude which
they assumed towards the District
Boards; you yourself are personally
able to give Government some
information on this subject

5. The fact is that "communications,
which form the main part of a
Local Fund Engineers work, were al-
ways the step children of the old
D.P.W., except in the rare cases where
they could get a grant of Rs 500
a mile to fritter away on maintenance.
The other works, Irrigation & Buildings,
which the Public Works Depart-
ment had to supervise were
generally concentrated in comparatively few spots and easy of

of Supervision. Roads, however, vary
from 1000 to 1400 miles a district
and every inch of them requires
inspection at least twice a year.
This is "cooly work". The old Public
Works Department Engineers did
not like looking after roads, and
the present Local Fund Engineers
do not like it either, and will
not do the work unless positively
compelled. They see the Public
Works Department Engineer take
matters easily at headquarters
and no doubt one of their objects
in the proposal now abandoned
to get placed under Public Works
Supervision, was to be under officers
who would sympathize with them
and give them an easier time of
it than the President District
Board, does, or will do. I be-
lieve

known as lazy Local Fund Engineer
to take his 246 grievances in the
matter of inspection to a Public Works
Officer and to get sympathy, amounting
almost to abetment to mutiny, from
him. Besides the roads, the work
which the Local Fund Engineer
has to look after is of the simplest,
a School house, or dispensary, or a
masonry Culvert or something else,
in brick in mortar, which any
ordinary Overseer could very well
design and execute. The moment
the work is of any value or import-
ance such as an iron girder bridge—
Government steps in with its
Superintending Engineer and takes
responsibility for the design
& estimates. For such work
as is simple, and, in fact, "Cooly" work
the Local Fund Engineer has
gen
We require no Brunels or

Stephensons, though the more inefficient
a Local Fund Engineer is, the more he
is satisfied that he is a Stephenson or
a Brunel. For the work which is to be
done, the present pay is ample, and in
Cases more than ample. It would be
easy to replace every Local Fund Engineer
in the Service by a better and more
efficient man at a cheaper rate. 24

b. It has been correctly stated
by Mr. Dwyer that the subordinate Local
Fund Establishment consists largely of
the "riff-raff" of its class. He might,
with justice, have applied the same terms
generally to the higher ranks also—
men who have been excuded by Government,
or by Railways, or waifs and strays of sorts
have been pushed into the Local Fund
Engineers list, and then complain that
their prospects are bad. Let us take
Mr. Dwyer himself. If he were in
D.P.W. he would probably be a 1st class
overseer. It is just what he is fit for;
though the work of the Local
Department is, as above
stated, mostly simple and "Cooly" work,
it is quite within his capacity. The
avenues even to the magic letters —

A. M. I. C. E. are ridiculously easy. A Doctor must have 5 years' training and a Barrister three, and pass really severe examinations, but the names of Engineer proposers and Seconders can get a man into the outer circle of A. M. I. C. E's. who has really no qualifications to speak of. Any man may dub himself "C. E" who chooses. That the Board should be able, on 3 months notice, to get rid of a useless officer is no more than what should be. The Madras Railway would make much shorter work of it, and no mercantile firm pays its assistants generally better, or gives them better terms than the Local-Fund Engineers have. Mr Dwyer's memorandum takes up space in shewing that the Service, of which he is an ornament, has no prospects or advantages, and then Complains that Local-Fund Engineers eligible for and offered better appointments, have to give up all the benefits and privileges of past service" benefits and privileges according to [illegible] new-existing — "or elect to remain [illegible] appointed". This astounding statement comes with a

a peculiarly bad grace from Mr Dwyer, who, with my permission, obtained promotion to Chingleput from North Arcot. In fact there has never been any difficulty in going from one Board to another, and the Board which can pay least gets or ought to get the best men. It is only last year that a very Shamshanking Subordinate of mine in the Godavery obtained, with my permission, the post of District Board Engineer in Ganjam. So far from putting any obstacle in his way I was only too glad to get rid of him. These men have always been of mediocre attainments, and nothing more, professionally is wanted of them. In all the past 18 years the only Local Fund Engineer I ever came across who was too good for his work and pay was Mr Anderson, formerly in Malabar, and he, naturally, did not stay when he could get something better. What is principally wanted from a Local Fund Engineer is physical work, and this is exactly the Contribution which it is next door to impossible to levy from them. They will sit at a desk, and draw their pay with Commendable punctuality, but outdoor work and exposure does not suit them. I have a special Case in my own District. A man newly appointed, at the age of 57, for what reason I Cannot imagine; a rolling stone which has gathered no moss, and neither

can not will travel. I propose giving him notice to quit before long.

7. What we want is men, with the training of P. W. Supervisor, strong and hardy and willing to work, with a knowledge of the native languages. Such men would be amply paid by salaries rising from Rs 200 to 500, and would not require leave to Europe, or to send their families to Europe. Bishop Cotton's School and the Doveton ought, with the assistance of the Local Engineering College, to be able to supply all our wants in this direction, and the only recommendation I have to make is that the heads of those institutions should be asked to give the matter their attention. The Harbour works, in Messrs. Günther, Mac Donald and Boteler, prove that Europeans can, for years, undergo severe exposure in this Country and keep their health, or rather keep it in consequence of such exposure. These men, infinitely the superiors of the average Local Fund Engineer, have been obtained from Europe at less pay on short engagements, and without pension. The Madras Railway has no difficulty in getting good men and cheap, without pensions. Neither have the Kolar mines. The cry of the Local Fund Engineers is a mere manufactured agitation, got up probably by the [illegible] persons who have any claims to consideration.

8. It would neither be desirable nor possible to throw our

Local Fund Engineering establishment into our roster without trenching on the pecuniary and economical independence of the District Boards. The village service scheme works on the unit of the village. The District Board scheme on the unit of the District, and it is best so.

9. Mr Dwyer really touches on a raw when he says that the subordinate Local Fund Engineering staff is mostly riff-raff. This is painfully true. In Godaveri, to the best of my recollection, there was not a single qualified overseer in the whole establishment. One was an ex-policeman. I believe that the case is very much the same here, and this District should have at least four more overseers. The pay and allowances of the overseers in Local Fund employ should be put on the same footing as that of the P. W. Department, if we are to get efficient men, and an efficient and sufficient overseer staff would be the backbone of Lo. F. Works. In the Districts of Belgaum, the roads are a disgrace. In Godaveri it would be

almost times to say that, in the greater part of the district, there are no roads at all and yet, Mr Brown, who is one of the best of the Local Fund Engineers, has been there for some 15 years and unable to make any head. The matter received my special attention, and, before I left the district, I had taken steps to have this remedied, and Mr Brodie has since, I believe, submitted to Government the scheme which I had initiated. When the Local Fund Engineering subordinate staff has been placed throughout the Presidency on a proper footing — and this is the crying want — the surplus funds which Mr Dwyer proposes to annex for his own advantage will have disappeared. It would be an interesting thing to enquire what was the exact pecuniary position of the Fathers of the Gentlemen who are engineering this agitation. Mr A's father was, I believe, — and all honor to him for it — a European Soldier. Mr A however, thinks himself underpaid, though entertained with Rs 500 a month. Mr B's father was a missionary and probably never had more pay

Vide Corr No 3070 L in Govt Ref 111 29-1-96

than Mr B began on. Mr C's father held some small appointment in Calcutta, and probably, at his death, had no more pay than Mr C. has now. The father of Messrs D and E. came to India in the stoke-hold of a B. I. Steamer. He was a very fine honest hard working fellow, but I think that Messrs D and E. ought not to complain of being underpaid. Mr D took his qualifications and ambition to another country and has failed there. Mr F's father was a clerk on Rs 10 in some Collectors Cutcherry. Mr. F, however, has left the service. Mr G. is no longer in service. He left the P.W.D under shady circumstances and, when in Local Fund service, conducted his inspections in a bullock bandy which his extreme obesity made it difficult for him to enter. Mr H, if Mr Dwyer, who was my informant, was correct, commenced life in an elephant train. My opinion is that the Local Fund Engineers, as a body are either amply paid or overpaid. I venture to say that not one of them will resign, if this movement of

theirs comes to nothing. The memorandum of theirs teems with, not only bad english, but with the most audacious misstatements; e.g. in p. 6. it says "it is absurd to suppose that good or even moderately qualified men will long remain in employment, paid at about half the scale of its contemporary — and in employment when the work generally is every whit as important, and, at present, at least many degrees heavier." The mysterious allusion to "its contemporary" probably means that the L.F. Engineers think they should get the pay of the Engineers in the P.W. Department. The assertion that the simple work which they have to do is as important as the work done by the P.W Officers is preposterous. It is worth while, however, to scrutinize the audacious statement that the memorialists are paid at half the rate received by the P.W officers. Let us take Mr. Sandeck. He receives Rs 550 per mensem. His brother in the P.W. Department gets Rs 700. The latter has the Cooper's hill qualification. I am not aware that the former has any qualifications of any kind. He came out at the same time as his brother, I believe, on speculation. It seems to me that he has done uncommonly well. Let us take Mr Lyon, another prominent memorialist. If the Civil list is correct he came to his district in 1882, and is a contemporary of Mr Archpitel of the P.W.D. The two officers are in receipt of exactly the same pay. The whole L.F. Engineering establishment does not contain a man to be mentioned in the same paragraph with Mr Archpitel. Mr Brown joined the L.F. Department in 1880, in the same year in which Rai Bahadur S. Krishna Iyer entered the P.W.D. There is only a difference of Rs 30 between the pay of the two officers. Mr. Vivian with less service, is getting the same pay. In fact there three officers are getting, within a few rupees, the same pay as the Civil service gang

ness after 15 years service. Mr Mathews is
getting as high pay as he would get in the
P.W. Department and much more than he would
get on the same service in the Police. Mr
Underwood – a son I presume of the late
Mr W.E. Underwood, is getting higher pay
at one year's service than his father received
at 10. Mr Chester is, I presume, younger brother
of the Dy Collector of Madras – though much
his junior he is in receipt of exactly the same
pay. Mr Robertson is probably a brother
of the two men of the same name who were in
the P.W. and Educational Departments. Neither
of them ever attained to the salary Rs 500-
which Mr. A. commenced with.

10. There is another statement in the memorial
– para 5. to which I must take exception, viz.
that the accounts branch of a Local Fund
Engineer's office is a "work altogether out of
his province". It is not worth discussion
after attention has once been called to it.
The ideal one L.F. Engineer whom I have
known was to leave 3 supervisors appointed
to do his outdoor work for him, leaving a little
office work and an occasional trip to a
favorite halting place to occupy the rest of
his time. I see now that the memorandum goes
a step further and would eliminate the most
important part of the office work.

11. There is only one point in which the memo-
-rialists have touched a "raw", and that is
– para 5 – where they speak of "the control of a
Revenue Department which almost seems to
delight in complicating that part of the Engineer's
work, &c" — This is not all times, but it is partly
times. Nowhere were accounts so bad as in
Cadaneri, and the threats of the Accountant
General were so severe that I only wondered
that Government did not take action in the
matter. When I first took charge there the
arrears under objection for the quarter covered
three thick manuscript Folio volumes. By
systematic hunting these were gradually brought

down, but it is not true that the Account Department took any delight in complicating the Engineers' works. This complaint was made to me both there and elsewhere, and in no single instance was I able to trace the action of the Audit Department to anything but disobedience by the Engineer and his accountants of the Local Fund Code and its Account rules. I do believe that there is considerable truth in the complaint repeatedly made to me that the L.F. Department is under rules much more obstructive and difficult than the P.W. Department; and, if this is so, the sooner the matter is remedied the better. I would strongly urge that the L.F. Engineers should be required to send in full reports on all matters of Audit and Account which, in their opinion, require simplification, and that the work of simplification should be taken up in a sympathetic and not a wooden-headed red-tape spirit. Some of the Local

Fund Auditors would be able to give valuable assistance in this matter, and must have noticed cases where, though not to enforce obedience to rules, they could have suggested valuable emendations in the latter. I regard this as a real and very serious grievance calling for remedy.

12. Para 1 of the memorial contains two statements one of which is true, and the other not exactly so. It is true, as the memorialists say, that "there is still room for much improvement in the Executive Branch" – If the Local Fund Engineers would do their work instead of engineering memorials it would be a very great "improvement" indeed. The statement to which I cannot subscribe is that "roads have been largely extended and improved" – So take Tanjore, whose Engineer, Mr Lyon, has put himself prominently forward, I am credibly informed that there are only seven miles of road worthy of name

in the whole district, which has, according to the Civil list, enjoyed the benefit of Mr Tyson's services for nearly 14 years. I have yet to learn that there are any roads deserving of the name in Nellore, and, with very small exceptions, there are none in the Godaveri where Mr Brown has had an opportunity of showing what he could do for the last sixteen years. If the roads in North Arcot are decent it is only because the Engineers there — of whom ellr Dwyer was one, were made to work for six years on end. The Salem roads, which were formerly famous, have, I am credibly informed, fallen off in the most lamentable way. Krishna is probably no better than it was under Mr Brickwell twelve years ago. The Chingleput roads are mostly bad. I am no dog in the manger, and I go so far as to say that, if our district roads were properly kept there would be no pay in peace too high for the officer who kept them so. In fact, by proper

supervision, a Local Fund Engineer could save his Board many times his salary, besides giving the Board efficiency, if he would really devote himself to his outdoor work, and I would recommend the memorialists to take this matter to heart and amend their ways. Any Local Fund Engineer who could come to his Board and say "your roads are in perfect order or as nearly perfect as possible" would have no difficulty in getting his salary raised to any reasonable extent. It is a different matter when we come to Pensions, which are merely an encouragement to inefficiency and imprudent marriages. There is no comparison to be drawn in the matter between Madras and Bengal. The circumstances are totally different. The pocket districts of Bengal, with their small area, large population and large revenues, may afford to indulge in expensive pensioned Engineers. The Madras districts cannot and

ward not.

13. It is, perhaps, a mistake to allow the name of "Engineering Establishment" to be given to the Local Fund Branch. As long as they are called "Engineers" they will always cast envious eyes on the Public Works Department and institute comparisons — not regarding their respective qualifications, but regarding their respective emoluments. The majority of the Local Fund "Engineers" would be quite at home in the P.W. Department as overseers, Sub Engineers, and Supervisors, and some such classification might be adopted to keep them in mind of their proper places. "Ponts & chaussées" — as the department is called in France — is a much more modest and suitable appellation. If it were not for the question of "Language" and "nationality" Govt could procure hundreds of first rate men from the great Polytechnicum at Hannover or at München, who, with the highest qualifications,

would be willing to do the Local Fund work & do it well, for half the pay which the present Memorialists are grumbling over.

14. Government has asked me for my opinion and I have given it. I have had to say things which might give pain which is no desire of mine. I request therefore that my letter may be regarded, as I have marked it, as confidential.

15. At the last moment, and two days after this reply was due to Government, I have received a memorandum from one of the members of the District Board Committee, dissenting from some of the conclusions in their report. Narayanaswami Chetty Garu, Native of Venkatagiri, has, in all his public career, been noted as one who always dissents. He has left it to me to deal with his memorandum "as I think fit," but I do not think it right to keep it back. No doubt there is a strong feeling in this district in favor of the Local

the late D. B. Engineer, and if he failed
it was because, as I pointed out above,
the subordinate staff of the district is
inefficient and undermanned. I have known
Mr Scott for over 20 years as a hardworking
and zealous officer of absolutely unblemished
character in every respect. I have no doubt
that he has been made a seasick boat. This is, however,
an exceptional case. There may have been D.B.
Engineers removed, probably for good cause,
elsewhere, but as a fact, I cannot call to
mind a single instance of the kind except
the case of Mr Scott. If I should feel
compelled to give notice to his successor
it is because a man of 57 years of age should
never have been appointed to a post requiring
so much on deck work, which his age
makes it impossible for him to cope with.

I have the honor to be

Sir

Your most Obedient Servant

A. Petrie.

President

Copy addressed
President

From the ~~Collector~~
District Board
of Nellore.

Local & Municipal Dept.
CURRENT No. 520 L

To The Chief Secretary
to Govt. Local and
Mpl. Dept. Madras

Dated 17th February 1896

No. 197
DB

Subject.

Reporting on the memorial
presented on behalf of the
Local Fund Engineering
Department.

CHIEF SECRETARY
19 FEB. 1896
GOVERNMENT OF MADRAS

[ENG.; 16-9-95.]

No. 109 266

DISTRICT BOARD'S OFFICE,
VIZAGAPATAM,
Dated 17 February 1896.

From

W. A. Willock Esqr
PRESIDENT, DISTRICT BOARD,
VIZAGAPATAM.

Local & Municipal Dept.
CURRENT No. 539 L

To

The Honorable J. F. Price
CHIEF SECRETARY TO GOVERNMENT,
LOCAL AND MUNICIPAL DEPARTMENT,
MADRAS.

SIR,

With reference to para 2 of Govern-
-ment order No 2464 L dated 21st December
1895 calling for a report on the question
of re-organizing Local Fund Engineering
establishments, I have the honor to
submit a copy of the resolution of the
District Board passed at its meeting
held to-day, together with a note of my
views on the subject

I have the honor to be,

Sir,

Your most obedient Servt

WLC for President District Board

Extract from the proceedings of the District Board — Vizagapatam at its meeting held on Monday the 17th February 1896 at 1·30 P.M in the Collector's office at Vizagapatam

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Present

1 L. C. Miller Esqr. Member-in-Chair

Official-members

2. M.R.Ry. R. Govindarow Naidu Garu Huzur Deputy Collector

3 " V. V. Subbarow Puntulu Garu Deputy Tahsildar

4 " V. Sanyasi Chetti Garu — do —

Non-Official-members

5. W. Elsworthy Esq.

6 F. J. Moss Esqr.

7. M.R.Ry. A. Appadu Puntulu Garu

8. " A. Venkatarow Puntulu Garu

9 " V. Madhavarow Naidu Garu M.A

10 " P. C. Thammanna Chetti Garu

11 " K. Krishnarow Puntulu Garu

x x x x

2. Read G.O. No 2464L. dated the 21st December 1895. Calling for a report from the Presidents of District Boards on certain memorials on the subject of the

The Board regrets that as the papers have been in the hands of members a very short time, it is not in a position to give so definite an opinion

the consolidation of the Local Fund Engineering department.

opinion as it would wish. It is prepared to admit that improvement in the position of the Local Fund Engineering establishment, executive and subordinate, is required, and to adopt, and bear its share of any increase of charges resulting from the adoption of, any scheme for such improvement which will not increase the expenses of establishment beyond the 20 percent maximum at present allowable, and will not materially affect the control now exercised by the President and Board over the establishment. So far as the Board is able to judge the scheme propounded by the President is the most promising, but in consequence of difficulties which may arise if each President has the power to dismiss his Engineer, it would restrict that power to the right of

the President and Board to make a recommendation to Government.

The Board would grade as below:-

Executive Engineer 1st Grade Rs 800
" 2nd Grade Rs 700
" 3rd Grade Rs 500
Assistant Engineer 1st Grade Rs 400
" 2nd Grade 300
" 3rd Grade 200

(Signed) L. C. Miller
Member-in-Chair.

(True Extract)

For President Dist. Board

1893.

Local and Municipal Department.

In a letter from the ~~Collector,~~ President, Dt. Board, Vizagapatam, to the Chief Secretary to Government, Local and Municipal Department, Madras, No. 109 dated 17 February 1896.

ENCLOSURE No. 1

SUBJECT:

Copy of the District Board's resolution on the subject of the reorganization scheme of Local Fund Engineering Establishments.

Note. 270

I fully agree with the memorialist in thinking that the Local Fund Engineering Establishment stands on a very unsatisfactory basis at present and that the prospects of Local Fund Engineers need improvement, but I object most strongly to the control of the execution of works being taken out of the hands of the Presidents and placed in those of Superintending Engineers working under the Chief Engineer to Government apparently to provide the desired promotions. It would practically amount to this — that when a Local Board wanted a work done, it would have to place itself in the hands of the Department of Public Works and place what money it demanded at its disposal or else leave things alone. I see nothing in the scheme to provide for control being exercised by the President and members of Local Boards over the execution of works or the check of extravagance. It would apply all the faults of the system of Public Works Department to Local Board work

Subject

subject to the additional disadvantage of the funds available being limited to the narrowest possible point in most districts instead of being unlimited as they practically are with regard to Government works.

2. The memorialist overlooks the fact that the duties of a Local Fund Engineer are almost entirely confined to the expenditure on works requiring very little professional knowledge. Road repairs, repairs to school houses, hospitals and the like and the occasional construction of buildings rarely costing more than a couple of thousand rupees practically form the whole of his work. It is difficult to see where the need for the services of a Superintending Engineer comes in with regard to such works. They might, for the most part, be entrusted to overseers without any professional supervision at all if one could rely on the honesty of men of the class. The supervision which such works require is not that of a Superintending Engineer, but of a local superior who will call the Engineer to account for bad

bad materials collected for road repairs, spreading metal without breaking up the road surface properly, bad consolidation, omission to have the materials ready for road repairs at a sufficiently early date and leaky roofs. Three Superintending Engineers for the Presidency would be not only powerless to control such matters but their intervention would render it impossible for the President of the District Board to do so either. I see that in sub section (a) of para 11 of the memorial, the writer says "The powers of the Board as to the execution of work would remain exactly as at present with the Collector-President". This remark seems in direct conflict with paras 2, 3 and 9 and is contradicted by the general tenor of the memorial. The leading idea distinctly is to free the Local Fund Engineers from the salutary control exercised over them by the Collector-Presidents and make them responsible to Chiefs in the Public Works Department or a special Local Fund Engineering one instead. The result would be a constant struggle on the part of Local Fund

Fund Engineers to emancipate themselves as far as possible from the control of the Presidents and shelter themselves behind professional superiors — who could know little or nothing of the point at issue in any particular case — such as faulty repairs to a road or the like.

3. The present system is undoubtedly faulty in that it offers no prospects to deserving officers and throws the burden of making selections to fill vacancies on District Board Presidents. The latter is not altogether a defect as it carries with it the power of getting rid of an unsatisfactory Engineer — a factor of the greatest possible value in administering the Local Fund affairs of a District.

It seems to me that the defects could be dealt with by a scheme based on the following lines:-

I All districts to contribute in

officer concerned and not to depend on the district held.

II Government to maintain a list of persons who may be appointed Local Fund Engineers while it will rest with Presidents to give such persons a district.

III Presidents to have power to dismiss an Engineer from his district. He might then be allowed to go on subsistence allowance till he got another and if he failed to do so within say 3 years, he might be struck off the Government list.

IV Promotions in the graded list to be made by a committee of say the three senior Presidents of District Boards.

4. Clause 3 would be liable to objection on the ground that the Districts which paid most might think they should get the most highly paid Engineers &