48
17-7-37

M.R.O. 1—82,400—23-11-30

MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

Con. 2-3-6-7

G.O. No. 1180 Press / Mis.

21 2 2

Dated 18 — 6 — 18 37

Not to be folded or roughly handled

S.R. 17-7-37

Fort Saint George, Public Works Consultation of 23rd June 1857.

No. 21. Read the following Extract from the Proceedings of the Chief Engineer, dated 18th April 1857, No. 11814.

Read again report from the Superintending Engineer Central Circle of P. W., on Tour of Inspection, upon the practical working of the new system of P. W. in the several Provinces of Bellary, Kurnool, Cuddapah and Nellore, as noticed by himself during his late journey.

(Here enter No. 48 under date 9th April 1857.)

Resolved to place the foregoing report (to be kindly returned,) before Government for its favorable consideration, as containing information of much interest, besides tending, as far as it goes, to shew that neither is the Departmental organization so defective, nor has the attention of the Head of the Department been so completely wanting, as is recorded in para. 44 et seq. of the Extract Minutes Consultation No. 461 of the 13th Ultimo.

2. It would seem from Captain Collyer's observations, that too much has been attempted rather than too little in the matter of what for convenience, sake is called "organization" and that the short period which has elapsed since the introduction of the new system has already sufficed to develope more than the germ of a great practical evil, the conversion of professional and executive Officers into Clerks and Accountants.

3. Impressed by this belief, the Superintending Engineer of the Central Circle proposes measures of relief from the numerous calls now made on the time and attention of the District Engineers, and he exhibits a lively apprehension, that ere long the routine duties of each local office of P. W. will occupy the Officers to the exclusion of the proper functions of a professional Engineer.

4. In para. 2 Captain Collyer proposes the compilation of a Manual of Regulations, in order to prevent the frequent misapprehension which now prevails, giving instances of mistakes so little to be expected, that perhaps it may be concluded the Officers of the Central office themselves long familiar with the regulations of the Department through a knowledge gained by personal practical experience, have failed to make allowances for the complete Departmental inexperience of the bulk of the Officers now composing the new Department. The Circular letter No. 9308 of the 6th January last was put forth in the hope of clearing up all doubts as to ordinary estimates, which according to the new nomenclature should be termed. "Repair estimates" and for all others (even the Superintending Engineer having forgotten that the terms "occasional" and "Emergent" have become obsolete) the orders of Government conveyed in Extract Minutes Consultation No. 696 of 18th October 1855, might seem to render all further rules supererogatory.

5. Para. 3 evidently alludes to a particular transaction or transactions of recent date, and the same subject was brought to the notice of Government in the 8th para. of the Chief Engineer's letter No. 11207 of the 23rd Ultimo. It is quite plain that whilst on common occasions, the District Engineer is bound to insist upon a regular transfer of accounts and of cash in hand, there may and do occur cases where an authority superior to that of the local Officer of P. W. over-rules the latter, and withdraws a regimental incumbent without any notice whatever. The obvious remedy for this and other cognate evils is to discourage the employment of Line Officers in the P. W. D. and to substitute an Uncovenanted Agency, not liable to removal the more especially as withdrawals appear to be absolute and unaccompanied by any consideration whatever as to the particular employment of the officer, or the amount of injury or even loss that may be occasioned by his sudden removal.

6. In para. 5, the position of the Bellary workshops is discussed, and the recommendation of the Superintending Engineer seems to be judicious; but the Chief Engineer cannot award that credit to the District Engineer for his office arrangements, which Captain Collyer's account in para. 6 might seem to entitle him to, for in point of fact, with the single exception of Canara, there is no office to which such frequent references are necessary, or which causes so much trouble to the Central office as Lieutenant Fisher's.

7. In para. 8 the Superintending Engineer enumerates the Books kept up by the District Engineer of Kurnool, and the array is no doubt sufficiently formidable, especially when the class and dimensions of the District are taken into account; no similar list has been given for Bellary, but whatever the Machinery by which it is effected, there is no want of either promptitude or punctuality in the relations of Kurnool with the Central office.

8. Para. 9 gives the areas of the several Executive Ranges six in number into which the District of Cuddapah has been sub-divided, and the attention of Government is particularly solicited to their undue size, being in nearly every case more than double the superficies taken as the normal dimensions of an Executive charge in the Chief Engineer's despatch No. 10005 of the 3rd February 1857. Even for these six ranges however it has not yet been found practicable to nominate incumbents, and Lieutenant Dangerfield's place has not been filled up. But now that the large provision hitherto held in reserve for the expected operations in the Upper Godavery seems unlikely to be required drafts will be made from the Rajahmundry District, immediately that Lieutenant Haig's arrangements may be reported, consequent upon his approaching departure to Europe. The number and nature of Books kept by the District Engineer are given in para. 11, and with the exception of the delays caused by the Collector's non-supply of revenue and cultivation returns, Lieutenant Hemery's transaction of his office business leaves nothing to be amended.

9. The Superintending Engineer in para. 12 details the proposed distribution of Executive Ranges in the Nellore District, after undergoing the revision prescribed by Extract Minutes Consultations No. 530, of the 23rd March. The foregoing will hereafter be duly reported upon to Government in detail, but it will be observed, that the equalization of areas is still very defective, but in regard to amount of works, it is believed, that, the distribution now proposed is by no means unsuitable, and as yet the actual transfer has not been made.

10. Para. 15 gives the list of office books which Lieutenant Mullins keeps up, and Captain Collyer points out how greatly business is impeded by the absence of any office accommodation. The justice of this assertion admits of no question, and the rejection of what appears so primary and fundamental a requisite as District offices of Public Works from the Budget of 1856-57, when a general plan (since approved) had been matured and lithographed for general circulation so long ago as November 1855, would seem to have done more for the retardation of Departmental organization, than any efforts of Colonel Faber's (though they have never been relaxed; and continue to be as unceasing as the commonly accepted use of that word conveys the Idea of) could have succeeded in expediting. Captain Collyer next speaks of an Engineer workshop at Nellore, which in the first year of its existence, Lieutenant Mullins, and its practical manager Captain Ritherdon, have succeeded in making self supporting, whilst professionally they are independant of the delays and untrue workmanship of bazaar artificers, or suppliers on contract. In para. 19 after reporting that no actual examination of cash chests had been made by himself (though the spirit of para. 18 page. 4 of the Rules, and of para. 2 Extract Minutes Consultation 1763 of 30th September 1856 would seem to enjoin it) Captain Collyer, recommends that a monthly allowance of 30 Rupees for two carts should be passed to all the District Engineer's. But the liberality of the Government of India, having already made provision in Extract Minutes Consultation No. 577 of the 30th March 1857, for the carriage not only of records, but for the purchase and transport of an office tent, no orders are required on this head. It is in the case of Nellore that the Superintending Engineer has expressed his fears, that Lieutenant Mullins will have little if any time for his professional duties out of doors, should his office labors continue to multiply at their recent rate of increase. The Chief Engineer has uniformly found Lieutenant Mullins, punctual in the discharge of his duties, and more than ordinarily prompt in supplying all information that it has been necessary to call for in the fullest and most satisfactory manner.

11. The Government will observe with satisfaction from para. 20 that thus far, Captain Collyer an officer of very considerable practical experience is clearly of opinion that on the whole almost unmixed good is to be anticipated from the transfer of the executive from the Revenue authorities, so far that is, as the interests of Government and the welfare of the people are concerned. In para. 21 (which will be communicated to the Military Board) a certain correspondence about a few bars of iron extends over six months, and terminates by leaving matters ex-

actly as they stood at its commencement. But rules for facilitating the obtainment of supplies have long been matured, and their publication has only been kept back by the necessity of the present Board winding up its concerns before its extinction. This Indent grievance may therefore be considered as on the eve of removal, and that respecting funds detailed in para. 22 has already been redressed by the order of Government No. 553 dated 26th March last, which substitutes two for three sets of Drafts, and fixes the 15th and 30th of each month instead of the dates found to be practically so inconvenient that money has been frequently exhausted by the 25th, the labourers have been left unpaid, and the works have been brought to a stand still until the opening of another month. Were it not, that returns of all kinds (of traffic especially) were already too numerous, or an instructive table might be drawn up of the aberrations and irregularities of the District talook tappals for which the Presidency Offices make no allowances, but yet which vitiate a system whose efficiency and success are absolutely dependant on punctuality of dates. It has just taken by the Government post twenty three days for the transit of a letter from Mangalore to the Central Office; yet the latter office is expected to supply the Accountant General with a correct Statement of cash balances on the 20th of each month brought up to the 1st Idem. if there is to be bonâ fide accuracy, the District Engineer must have time to receive his Subordinate's statements up to the 1st, say from Sedashaneghur to Mangalore and then to compile and transcribe them, and thus to forward them to the Central office before or on the 20th is, in the case of the remoter Provinces, a simple impossibility, the demand nevertheless is still persisted in, but the accompanying order* animadverted upon by Captain Collyer in para. 26 by which it was necessary to detail the *composition* of the cash balance, not merely in copper, silvers and gold (should there happen to be any) but in the enumeration of each description of currency, to the very year of mintage has obligingly been withdrawn by the Accountant General on Colonel Faber's solicitation. It is still to be wished that the order as it now stands should be relaxed, and regard being had to the Official pressure described by the Superintending Engineer, such relief might seem to be easily afforded by reverting to the cash balances of *Collectors*, as sufficient Index of the aggregate Mofussil exchequer for the adequate guidance of all the Financial operations of the state. Should the Government be pleased to consider that for all really practical purposes, the advances to Public Works made from the District Treasuries may be regarded as *expenditure* (accountability remaining as at present) and that the Collector's cash balances he held as representing the net funds available by the state, the Engineer's cash statements could be dispensed with in toto; and surely the validity, or practical utility of any information they convey (whilst the temptation to Subordinates to save their own time and trouble by *guesses* is by no means inconsiderable or without danger to monetary morality) is open to very serious question.

* Circular dated 28th January 1857, No. 9834.

12. In para. 23 Captain Collyer strongly advocates (and the District Engineer of Cuddapah also has forcibly represented the immense addition to general professional efficiency that would be thereby secured) the appointment of a single Talook Peon to the moveable Camp of each member of the D. P. W., If it should be found, as would seem to be the case, that in no other equally easy manner the intended support of Government to such of its servants as are connected with the Public Works of the country, for the supply of daily food to themselves and cattle, can be realized in all the petty Villages and little hamlets to which duty takes the Departmental employees. His Lordship in Council will perhaps be pleased to give effect to the Superintending Engineer's proposition. A further consideration which may be stated in favor of attaching a Talook Peon to the Subordinate Establishment of the Public Works is, that the Village Accountants by declining to attend with the details of revenue required before the amount of repairs to which a work is entitled can be ascertained, waste the valuable time of the former to the great loss of Government, and possibly render the examination of the work, and the distance travelled to reach it perfectly useless. The ostensible cause for the recent withdrawal of all officials invested with an external badge of authority was to prevent impressment of coolies or the Compulsory obtainment of materials; but the Chief Engineer would submit that far too wide a publicity of the orders of Government on these heads has been given to make it at all likely, such misuse or abuse of a belted native would be even attempted in the present day, and he is of opinion therefore, that the legitimate services of a Peon, as a Government messenger to summon revenue Officers, and to call on the village authorities to furnish supplies at fair prices for ready money, may be allowed with the very greatest advantage to the public service.

13. Paras. 24 and 25 have already been copied for the consideration of the Civil Auditor, who will doubtless readily afford whatever redress the matters will admit of.

14. In para. 28, the Superintending Engineer expresses his anticipations of a gradual and general increase of rates, a process extending itself at this moment throughout the whole of the civilized world; but as spoken of by Captain Collyer, connected with the emancipation of the bulk of the people from all coercion. The details of Data, and the elements into which compound charges (as a cubic yards of stone in chunam) resolve themselves are even still but little understood generally throughout the Department, but some very useful lithographed tables, explanatory of the formation of all the Data commonly in use have already been circulated, and except in carriage which seems to have been universally underpaid, the increase of rates has not become very general hitherto, though quite discernible in the three Deltas to the comparative invalidation of all estimates of long standing.

15. The list described in para. 29 forms a portion of the Annual Statements already called for so authoritatively by the Government of India, and upon which it would now be premature to say more than that from the District of Canara at all events, its obtainment seems hopeless.

16. The Chief Engineer has the honor to observe with respect to the last para. of Captain Collyer's report, that it seems reasonable to expect a character of increased permanence to prevail in regard to the present composition of the P. W. D. from the very liberal salaries and allowances now allotted to every branch of its fixed establishment, and that constituted as it now is there are in fact but very few "more eligible situations on the staff" to which the P. W. may serve as a "stepping stone."

(Signed) C. E. FABER, Colonel,
Chief Engineer.

No. 22. ORDER THEREON, No. 1180; dated 18th June 1857.

1. With the Extract from his Proceedings above recorded, the Chief Engineer submits for the consideration of Government a report upon the practical working of the new systems of Public Works in the Bellary, Cuddapah, Kurnool, and Nellore Districts, as noticed by the Superintending Engineer Central Circle, during his late tour.

2. The first point remarked upon by Captain Collyer is the different systems pursued as to estimates in different Districts; and he suggests that a concise Manual be drawn up to render the practice uniform throughout this Presidency. The Chief Engineer points out that Captain Collyer has forgotten that the terms "occasional" and "emergent" as attached to estimate have become obsolete, and that detailed orders respecting estimates having been passed on 18th October 1855, (Extract Minutes Consultation No. 696,) further orders on the subject are unnecessary.

Superintending Engineer para. 1-2.
Chief Engineer para. 4.

3. In para. 3, Captain Collyer expresses his opinion that some rule should be laid down with reference to Officers who are suddenly ordered on service, giving up their accounts; as at present they object to be detained till their accounts are made up, for fear of being thought dilatory by the Military authorities, and prefer simply to deliver over their cash chests and depart. Colonel Faber thinks that, on common occasions, the District Engineer is bound to insist upon a regular transfer of accounts and of cash in hand, but that on special occasions superior authority must of necessity withdraw the incumbent without any notice whatever. This is an evil, a remedy for which Colonel Faber sees in discouraging the appointment of Line Officers, and substituting an Uncovenanted agency, not liable to removal, but without entering into any discussion on this point, the Government are unable to see that any substantial evil exists; instances of such removal as are referred to by Captain Collyer will be rare; and inasmuch as an Officer's commission is ample security against any deficiency that may be discovered, it is only the informality of one Officer's accounts being made up by his successor that remains to be taken exception to.

Supg. Engineer para. 3.
Chief Engineer para. 5.

Para. 5.

4. In para. 3 of the Superintending Engineer's letter, the executive ranges of the Bellary District are shewn. Their area however is not given, though a column is left for the purpose. Captain Collyer next states that the proposed situation of the workshop at Wallabhapoor is inconvenient; and he recommends that it be fixed at Bellary itself, in order that it may become a source of convenience to the community, and of profit to Government.

Superintending Engineer para. 3-4.

Superintending Engineer para. 5.
Chief Engineer para. 6.

Para. 6.

5. The Chief Engineer considers Captain Collyer's recommendation judicious, but he does not say that he has taken any steps for giving it effect. It appears from Captain Collyer's letter that only the wood work required is being prepared at Wallabhapoor, to which place timber is floated by the Toombuddra, and it is not said what is the distance between Wallabhapoor and Bellary, nor what addition to the estimate the transfer of the site for the workshop would render necessary. The Government are however of opinion that Bellary would be decidedly the preferable site, and they request that the Chief Engineer will report more particularly on the matter.

6. With reference to the very voluminous books which are stated to be kept up in the Engineers' offices, the Government will be always glad to hear that any reduction has been effected, which is consistent with accuracy, completeness, or promptitude of reference. It would be much to be deprecated if, as the Chief Engineer states in the opening of his Proceedings, the Executive Officers were, under the new system, converted into Clerks and Accountants, but the Government consider that the opinion thus expressed by the Chief Engineer is premature, the forms of account are new, and many of the Officers are themselves new to accounts. As experience enlarges, the accounts may perhaps be simplified and practice will no doubt soon make it a matter of less difficulty than it is at present for the Executive Officers to prepare their periodical statements.

Para. 2.

7. The size of the executive charges in Cuddapah necessitated by the area of the District, is matter for regret, but the establishment has been allotted in consideration of the size of the province, and the wants of other Districts, and it is to no good purpose to complain of an evil for which there is no remedy.

Supt. Engineer para. 9.
Chief Engineer para. 8.

8. With respect to the non supply, with due punctuality, of the required revenue and cultivation returns in Cuddapah, Government do not anticipate any future tardiness on the part of the authorities on this score, but should such occur, they desire that it may be communicated to them, as soon as possible in every case after the occurrence of the cause for complaint.

Supt. Engineer para. 10.
Chief Engineer para. 8.

9. As respects the transaction of business by the District Engineers of Bellary and Cuddapah, the Chief Engineer disagrees, it is observed, with Captain Collyer in his commendation of Lieutenant Fisher, but in Cuddapah no arrears are reported, and Lieutenant Hemery's transaction of office business it is said leaves nothing to be amended.

Para 8.
Snperintending Engineer para. 6, &c.

10. The Executive charge of Nellore had not been formally delivered over at the time Colonel Faber wrote; though it was to have taken place on May 1st, Government will be prepared to sanction an alteration in the Executive ranges of the District if it be shewn to their satisfaction that the areas prescribed in Extract Minutes Consultation, No. 530 of 23rd March 1857, require equalization as regards number of works. It is hoped that no long period will elapse before the requisite accommodation will be provided for Lieutenant Mullin's office.

Superintending Engineer, para. 13.
Chief Engineer, para. 9.

Superintending Engineer, para. 15.
Chief Engineer, para. 10.

11. The state of the Nellore workshop as represented by Captain Collyer is satisfactory, and creditable to the District Engineer and Captain Ritherdon, but the Government are of opinion that more strict enquiry would have shown the Superintending Engineer that the work performed was not so very economical as he supposes.

Superintending Engineer, para. 16.
Chief Engineer, para. 10.

12. The Government fully agree with Colonel Faber that the spirit of para. 2 of Extract Minutes Consultation No. 1766 of 30th September 1856, renders it imperative upon the Superintending Engineer to examine, when such an opportunity occurs, the Cash Chests of Engineers. Such a course directly tends to remind the District Engineers of their duties when at the station of any of their subordinates.

Superintending Engineer, para. 19. Chief Engineer, para. 10.

13. The Government observe that, in his Circular No. 1164S, the Chief Engineer has informed the Department generally, that by an order, dated the 24th February 1857, No. 983, the Government of India have sanctioned the public carriage of records and office Tents, so that the ignorance on this point which it appears Lieutenant Mullin's was in, has now been dispelled.

14. In the 20th and following paragraphs of his report, Captain Collyer details what he considers will be the advantages of the new system of Public Works, and also the difficulties that are, and will be, met with in gradually carrying out the system, and he recommends simplification of procedure in certain cases, in indenting, for instance, for supplies. Rules for greatly facilitating the supply of materials from store, have long been matured as the Chief Engineer shews, so that this evil may be considered as on the eve of removal. In para. 22 again, Captain Collyer enlarges on the inconveniences to which the department was subjected by the rule which directed the application by the Executive Officer for funds every 10 days. But the Government have applied a remedy here also by sanctioning the submission of Indents for money twice in every month, in their order of 26th March 1857.

Supg. Engineer para. 20 seq.

15. In para. 3 of his letter dated 29th October 1856, the Chief Engineer stated that the date* fixed for the despatch of the District Engineer's monthly Account Current was liable to objection; and he proposed that the 15th should be fixed upon instead. His objections were however over-ruled by Government in para. 4 Extract Minutes Consultation of 13th January 1857. Captain Collyer now re-opens the subject. He says "a modification of dates is unquestionably necessary". He shews that every letter having to go to the Cusbah of the Talook in which the village, where the writer happens to be, very great delay takes place, and that it has taken 15 days for a communication from an Executive Officer to reach the District Engineer. Independent however of this, which is possibly remediable, the 7th of the month as a date should be altered, inasmuch as it admits of no references being made and errors are frequently occurring, especially in the Overseers' accounts. In the Chief Engineer's Proceedings this difficulty is not alluded to. The Government were unwilling, on the former occasion, to modify the rule to which exception was taken, inasmuch as they had before them no record of inconvenience experienced after actual trial. But now that Captain Collyer can testify that the rule has been actually tried and found to fail, the Governor in Council consents to modify it, and to make the 15th of each month the day on which the District Engineers are to transmit their Accounts Current to the Chief Engineer; the date on which the District Engineers' subordinates submit their accounts to him, remaining of course the same. This is only intended to be a temporary modification of a rule, which present circumstances do not admit of being carried out, and not as a final abrogation of it. When the District postal arrangements are more perfect, it may be found practicable to revert to the old system.

* 7th of the month.

Para 23.

16. In para. 23 of his letter, Captain Collyer strongly advocates the appointment of a Peon to each Overseer's Camp, to facilitate his obtaining supplies, and he sets forth the disadvantages accruing to the public service from an Overseer's time being distracted from his work, by the difficulty of obtaining the necessaries of life. The Government are unable to detach a Peon from the Revenue and Magisterial authorities for each Overseer, and they have moreover, on grounds of general policy, decided that Peons shall not be so detached.

Chief Engineer para. 12 Superintending Engineer para 23.

17. In para. 24, Captain Collyer details what he considers the errors of the present system of drawing Tentage; this matter, and that mentioned in para. 25 having been transferred by the Chief Engineer to the Civil Auditor for his opinion, no orders from Government are required at present.

Chief Engineer para. 13.

18. In para. 27, the Superintending Engineer touches on the subject of rates. He shews, that now rates have considerably risen, in consequence, as he infers, and as Government are willing fully to admit, of the emancipation of the people from all coercion. There can be no room for doubt that the estimates for all kinds of work which has till now been performed by the Collector's Department, have been wholly insufficient, and the Governor in Council is not disposed to think that there has of late been any considerable increase in the value of materials, except perhaps in the Districts adjacent to the Railroad. The rates that are now found to be necessary have in all probability been so for many years, but it must be remembered that the estimates under which the Collectors worked were framed, not by them, but by the Civil Engineer. Colonel Faber says that the increase is quite discernable in the three deltas. The subject is one of great interest and importance, and the Government will expect ample information regarding it in Colonel Faber's annual review for the past official year.

Suptg. Engineer para. 27 Chief Engineer 14 seq. 9.

19. The Government are now desirous of having before them a comparison of the rates now allowed, and of those formerly fixed by the estimating Officers; and for this purpose they resolved to select a work, entered in the Budget, of 1856-57, the new Tahsildar's Cutcherry at Trivady in Tanjore. The Chief Engineer will be good enough to prepare and submit a statement shewing the rates allowed for work and materials in the construction of that building, and also those entered for one of the newest projects in the District, which will be wholly carried out by the professional executive.

Statement No. 2.

20. The Government consider that no opinion can be formed on the working of the new system so very soon after its establishment, and that two or three years will be needed to give it a fair trial, and to place the Government in a position to pronounce an opinion on its merits.

(Signed) H. FORBES,
Acting Secretary to Government.

Extract from the Proceedings of the Chief Engineer in the Department of Public Works.

Under date the 18th April 1857

Read again report from the Superintending Engineer Central Circle of P.W. on tour of inspection, upon the practical working of the new system of P.W. in the several Provinces of Bellary, Kurnool, Cuddapah and Nellore, as noticed by himself during his late journey.

(Here Enter № 48 under date 9th April 1857)

Resolved to place the foregoing report (to be kindly returned) before Government for its favorable consideration as containing information of much interest besides tending, as far as it goes, to shew that neither in the Departmental organization so defective, nor has the attention of the Head of the Department been so completely wanting, as recorded in para 44 et seq of the Extract Minutes Consultation № 461 of the 13th Ultimo.

2 It would seem from Captain Collyer's observations, that too much has been attempted rather than too little in the matter of what (for convenience sake) is called "organization", and that the short period which

has elapsed since the introduction of the new system has already sufficed to develope more than the germ of a great practical evil, the conversion of professional and executive officers into clerks and accountants

3 Impressed by this belief, the Superintending Engineer of the Central Circle proposes measures of relief from the numerous calls now made on the time and attention of the District Engineers, and he exhibits a lively apprehension, that ere long the routine duties of each local office of P.W. will occupy the officers to the exclusion of the proper functions of a professional Engineer.-

4 In para 2 Captain Collyer proposes the compilation of a Manual of Regulations, in order to prevent the frequent misapprehension which now prevails, giving instances of mistakes so little to be expected, that perhaps it may be concluded the officers of the Central Office themselves, long familiar with the regulations of the Department through a knowledge gained by personal practical experience, have failed to make allowances for the complete departmental inexperience of the bulk of the officers now composing the new Department. The

The Circular letter No. 9308 of the 6th Jany last was put forth in the hope of clearing up all doubts as to ordinary Estimates, which according to the new nomenclature should be termed "Repair Estimates" and for all others (even the Superintending Engr having forgotten that the terms "occasional" and "Urgent" have become obsolete) the orders of Government conveyed in Secl Con: No 696 of 18th October 1855, might seem to render all further rules supererogatory.

5 Para 3 evidently alludes to a particular transaction or transactions of recent date, and the same subject was brought to the notice of Government in the 8th para of the Chief Engineers Letter No. 1127 of the 23rd Ultimo. It is quite plain that whilst on common occasions, the District Engineer is bound to insist upon a regular transfer of accounts and of cash in hand, there may and do occur cases where an authority superior to that of the local officer of P.W. over-rules the latter and withdraws a regimental incumbrance without any notice whatever. The obvious remedy for this and other cognate evils is to discourage the employment of Line officers in the P.W.D. and to substitute an Uncovenanted Agency, not liable to removal the more especially as withdrawals ap-

par to be absolute and unaccompanied by any consideration whatever as to the particular employment of the officer, or the amount of injury or even loss that may be occasioned by his sudden removal.-

6 In para 5, the position of the Bellary workshops is discussed, and the recommendation of the Superintending Engr seems to be judicious; but the Chief Engr cannot award that credit to the District Engineer for his office arrangements, which Captain Collyer's account in para 6 might seem to entitle him to, for in point of fact, with the single exception of Chunara, there is no office to which such frequent references are necessary, or which causes so much trouble to the Central Office as Lieutenant Fisher's.-

7 In para 8 the Superintending Engineer enumerates the Books kept up by the District Engineer of Kurnool, and the array is no doubt sufficiently formidable, especially when the class & dimensions of the District are taken into account; no similar list has been given for Bellary, but whatever the machinery by which it is effected, there is no want of either promptitude or punctuality in the relations of Kurnool with the Central Office.-

8 Para 9 gives the areas of the several Executive Ranges six in number into which the District of Cuddapah has been subdivided, and the attention of Government is particularly solicited to their undue size, being in nearly every case more than double the superficies taken as the normal dimensions of an Executive charge in the Chief Engineers despatch № 10005 of the 3d February 1857. Even for these six ranges however it has not yet been found practicable to nominate incumbents, and South Dangerfield's place has not been filled up.- But now that the large provision hitherto held in reserve for the expected operations in the Upper Godavery seems unlikely to be required, drafts will be made from the Rajahmundry District, immediately that Lieutenant Hay's arrangements may be reported, consequent upon his approaching departure to Europe.- The number and nature of Books kept by the District Engineer are given in para 11, and with the exception of the delay

caused by the Collector's non-supply of revenue and cultivation returns, Lieut. Emery's transaction of his office business leaves nothing to be amended.

9 The Superintending Engr in Para 12 details the proposed distribution of Executive Ranges in the Nellore District, after undergoing the revision prescribed by Extract Mins: Cons: N°530 of the 23rd March. The foregoing will hereafter be duly reported upon to Government in detail, but it will be observed, that the equalization of areas is still very defective, but in regard to amount of works. it is believed, that the distribution now proposed is by no means unsuitable, and as yet the actual transfer has not been made.

10 Para 15 gives the list of office books which Lieut. Mullins keeps up, and Captain Collyer points out how greatly business is impeded by the absence of any office accommodation. The justice of this assertion admits of no question, and the rejection of what appears so primary and fundamental a requisite as District offices of P.W. from the Budget of 56/57. (when a general plan (since approved) had been matured and lithographed for general circulation so long ago as November 1855, would seem to have done more for the retardation of Departmental organization, than any efforts of Colonel Faber's (though they have never been relaxed, and continue to be as unceasing as the commonly accepted use of that word conveys the idea of) could have succeeded in expediting.— Captain Collyer next speaks of an Engineer workshop at Nellore, which in the first year of its existence. Lieut.

&

Mullins, and its practical manager Capt Ritherdon, have succeeded in making self supporting, whilst professionally they are independant of the delays and untrue workmanship of bazaar artificers, or suppliers on contract. In para 19 after reporting that no actual examination of cash chests had been made by himself (though the spirit of para 18 page 4 of the Rules, and of Para 2 Ec: Mis Con: 1766 of 30th Sept/56 would seem to enjoin it) Capt Collyer recommends that a monthly allowance of 30 Rs for two carts should be passed to all the Distt Engineers in it. But the liberality of the Govt of India having already made provision in E. all C. No 77 of the 30th March/57 for the carriage not only of records, but for the purchase and transport of an office tent, no orders are required on this head. It is in the case of Nellore that the Supg Engr has expressed his fears, that St Mullins will have little if any time for his professional duties out of doors, should his office labors continue to multiply at their present rate of increase. The Chief Engr has uniformly found St Mullins punctual in the discharge of his duties, and more than ordinarily prompt in supplying all information that it has been necessary to call for in the fullest & most satisfactory manner.

The

11. The Government will observe with satisfaction from para 20 that thus far, Captain Collyer an officer of very considerable practical Experience is clearly of opinion that on the almost unmixed good is to be anticipated from the transfer of the Executive from the Revenue authorities, so far that is, as the interests of Government and the welfare of the people are concerned. In para 21 which will be communicated to the Military Board, a certain correspondence about a few bars of iron, extends over six months, and terminates by leaving matters exactly as they stood at its commencement. But rules for facilitating the obtainment of supplies have long been matured, and their publication has only been kept back by the necessity of the present Board winding up its concerns before its extinction. This indent-jurisdiction may therefore be considered as at the time of removal, and that respecting which detailed in para 22 has already been redressed by the order of Government No 553 dated 26th March last, which substitutes two for three sets of Drafts, and fixes the 15th and 30th of the month instead of the dates found to be practically so inconvenient that money has been frequently exhausted by the 25th, the labourers have been left unpaid, and the works have been thrown to a stand still until the opening of another month. Were it not, that returns of all kinds

traffic especially) were already too numerous, or an instruction table might be drawn up of the aberrations and irregularities of the District taluk taxpals for which the Presidency Offices make no allowances, but yet which vitiate a system whose efficiency and success are absolutely dependant on punctuality of dates— It has just taken by the Government post twenty three days for the transit of a letter from Mangalore to the Central Office; yet the Taluk Office is expected to supply the Accountant General with a Correct Statement of Cash balances on the 20th of each month brought up to the 1st idem— If this is to be bonâ fide accuracy, the District Engineer must have time to receive his Subordinates' Statements up to the 5th, say January to Sedasheeghur to Mangalore, and then to compile and transcribe them, and thus to forward them to the Central Office before or on the 20th id. in the case of the remoter Provinces, a simple impossibility— The demand nevertheless is still persisted in, but the accompanying order animadverted upon by Captain Collyer in para 26. by which it was necessary to detail the Composition of the Cash balance, not merely in Copper, Silver and Gold (should there happen to be any) but in the enumeration of each description of Currency, in the very year of Famine &c, has

*Circular dated 28th January 1857. No 9834

has obligingly been withdrawn by the Accountant General on Colonel Baker's solicitation— It is still to be wished that the order as it now stands should be relaxed, and regard being had to the official pressure described by the Superintending Engineer, such relief might soon be easily afforded by reverting to the Cash balances of Collectors, as sufficient index of the aggregate Grofussil Exchequer for the adequate guidance of all the financial operations of the State— Should the Government be pleased to consider that for all really practical purposes, the advances to Public Works made from the District Treasuries may be regarded as Expenditure (accountability remaining as at present) and that the Collector's Cash balances be held as representing the Net funds available by the State, the Engineer's Cash Statements could be dispensed with in toto, and surely the inutility, or practical utility of any information they convey, whilst the temptation to subordinates to save their own time and trouble by Guesses is by no means inconsiderable or without danger to Monetary Morality) is open to very serious question

12. In para 23. Captain Collyer strongly advocates (and the District Engineer of Cuddapah also has forcibly represented the immense addition to general professional efficiency that would be thereby secured) the appointment of a single Taluk

taloK Pow to the moveable Cauk of Each Number of the D.P.W.- If it should be found, as would seem to be the Case, that in no other Equally Easy manner the intended support of Govmt to such of its Servants as are connected with the Public Works of the Country, for the supply of daily food to themselves and cattle, can be realized in all the petty villages and little hamlets to which duty takes the Departmental Employées, His Lordship in Council will perhaps be pleased to give effect to the Superintending Engineers proposition - A further Consideration which may be stated in favor of attaching a Talook Pcow to the Subordinate Establishment of the Public Works is, that the Village Accountants by declining to attend with the details of Revenue required before the Amount of Repairs to which a Work is entitled can be ascertained, waste the valuable time of the former to the great loss of Government, and possibly render the Examination of the Work, and the distance so travelled to reach it, perfectly useless.- The ostensible Cause for the recent withdrawal of all officials invested with an External badge of authority was to prevent impressment of Coolies, or the Compulsory obtainment of Materials; but the Chief Engineer would submit that for too wide a publicity of the orders of Government on these heads has been given to make it at all likely, such misuse or abuse

If

of a belted nature would be even attempted in the present day, and he is of opinion therefore, that the legitimate services of a Peon, as a Government messenger to summon revenue officers, and to call on the village authorities to furnish supplies at fair prices for ready money, may be allowed with the very greatest advantage to the public service.

13 Paras 24 and 25 have already been copied for the consideration of the Civil Auditor, who will doubtless readily afford whatever redress the matters will admit of.

14 In para 28, the Superintending Engineer expresses his anticipations of a gradual and general increase of rates, a process extending itself at this moment throughout the whole of the civilized world; but as spoken of by Captain Collyer, connected with the emancipation of the bulk of the people from all coercion. The details of Data, and the Elements into which compound charges (as a cubic yards of stone in chunam) resolve themselves are even still but little understood generally throughout the Department, but some very useful lithographed tables, explanatory of the formation of all the Data commonly in use have already been circulated, and

except in carriage which seems to have been universally underpaid, the increase of rates has not become very general hitherto, though quite discernible in the three Dellas to the comparative invalidation of all Estimates of long standing.-

15 The list described in para 29 forms a portion of the Annual Statements already called for so authoritatively by the Govt of India, and upon which it would now be premature to say more than that from the Distrct of Canara at all events, its obtainment seems hopeless.-

16 The Chief Engineer has the honor to observe with respect to the last Para of Capt. Collyer's Report, that it seems reasonable to expect a character of increased permianence to prevail in regard to the present composition of the P.W.D. from the very liberal salaries and allowances now allotted to every branch of the fixed establishment, and that constituted asst now in fact there are but very few "more "eligible situations on the staff" to which the P.W. may serve as a "stepping stone"

True Extract
A.C. Taber Colonel
Chief Engineer

To The Secy to Govt P.W.D.

Camp 2nd Feby

Pub. Wks 1857 Dep.tt
Dº 2nd June 2d Dº
Nº 781

Extract from the Proceedings
of the Chief Engineer
to
The Secretary to Government
Public Works Dep.tt

Dated 18th }
Recd 20th } April 1857.

1 Encls Return Nº 11814.

S.C. Nº 1180. 18th June

Submitting for the favor-
able consideration of Govt report
from the Supg Engr Central
Circle of P.W. on tour of inspection
upon the practical working
of the new system of P.W. in the
several Provinces of Bellary,
Kurnool, Cuddapah, and
Nellore with certain ob-
servations thereon.

13-12-74

1st June R10th

Superintending Engineer
Central Circle, during
his late tour.

2. The first point
remarked upon by
Captain Bolleyer is the
different systems pur-
sued as to Estimates in
different Districts,
and he suggests that
a concise manual be
drawn up to render
the practice uniform
throughout this Pro-
vidency. The Chief
Engineer points out
that Captain Bolleyer
has forgotten, that the
terms "occasional" and
"urgent" as attached
to Estimates have become
obsolete, and that
detailed orders res-
pecting Estimates
having

Supt. Engrs. para 1-2.
Chief Engr. para 4

Supt. Engrs. p. 3
Chief Engrs. p. 5.

25

having been passed
on 18th October 1855
(Extract submitted Con-
-servation No 696) further
orders on the subject
are unnecessary.

3. In Para 3 Capt
-ain Bolleyer expresses
his opinion that some
rule should be laid
down pointing reference
to Officers who are
occasionally ordered
on service giving up
their accounts; as at
present they object
to be detained till
their accounts are
made up, for fear
of being thought
dilatory by the
Military Authorities,
and prefer simply to
deliver

delivered over their cash
chests and departs—
Colonel Faber's Instruc-
tions, on common oc-
casions, the District
Engineer is bound to
maintain upon a regular
transfer of accounts and
of cash on hand, but
that on a special occa-
sion superior authority
must of necessity with-
draw the incumbent
without any notice
whatever. This is an
evil, a remedy for
which Colonel Faber
sees in discouraging
the appointment of
Line Officers, and substituting an Uncom-
missioned agency, not
liable to removal,
such

Para 5

but without entering
into any discussion
on this point, Govern-
ment sees unable to
see that any substan-
tial evil exists; instances
of such removals as
are referred to by Captain
Collyer will be pare-
cived intermuch as an
Officer's commission is
ample security against
any deficiency that may
be discovered, it is only
the informality of one
Officers accounts being
made up by his successor
that remains to be
taken exception to.

4. In Para 3 of
the Superintending
Engineer's letter, the
executive

Supp Engrs p 3-4-

Executive Engineer of the Bellary District are shewn. Their area however is not given, though a column is left for the purpose. Captain Colleyer next states that the proposed situation of the workshops at Wallahlispoor is inconvenient; and he recommends that it be fixed at Bellary itself, in order that it may become a source of convenience to the Community, and of profit to Government.

Supdg Engr '05
Ex Engrs '06

The

p. 6.

5. The Chief Engineer considers Captain Colleyer's recommendation judicious, but he does not say that he has taken any steps for giving it effect. It appears from Captain Colleyer's letter that only the wood work required is being prepared at Wallabhapoor, to which place timber is floated by the Toombudra, and it is not said what is the distance between Wallabhapoor and Bellary, nor what addition to the estimate the transfer of the site for the workshops would render necessary. The Government are however of opinion that Bellary would

would be decidedly the preferable site, and they request that the Chief Engineer will report more fearlessly on the matter.

6 With reference to the very voluminous books which are stated to be kept up in the Engineers Offices, the Government will be always glad to hear that any reduction has been effected, which is consistent with accuracy, completeness, & promptitude of reference. It would be much to be deprecated if, as the Chief Engineer states in the opening of his Proceedings, the executive Para 2

Officers

officers were, under the new system, converted into clerks and accountants but the Government consider that the opinions of the Chief Engineer is premature, the forms of account are new, and many of the Officers are themselves new to accounts; as experience enlarges, the accounts may perhaps be simplified, and practice will no doubt soon make it a matter of less difficulty than it is at present for the executive officers to prepare their periodical statements.

The

7 The size of the Executive charges in Goulburn necessitated by the area of the District, is matter for regret, but the establishment has been allotted in consideration of the size of the Province, and the wants of other districts, and it is to no good purpose to complain of an evil for which there is no remedy.

Sup. Eng. pr 9
Ch. Eng. pr 8.

8 With respect to the non supply, with due punctuality, of the required Revenue and Cultivation returns in Goulburn, Government do not anticipate any future tardiness on the part of the authorities

Sup. Eng. pr. 10
Ch. Eng. pr. 8

authorities on this score, but should such occur, they desire that it may be communicated to them as soon as possible in every case after the occurrence of the cause for complaint.

9 As respects the transaction of business by the District Engineers of Bellarine and Goulburn, the Chief Engineer directs, it is observed, with regret, Captain Lolliyer in his commendation of Lieut. Fisher, but in Goulburn no arrears are reported, and Lieutenant Demery's transaction of office business it is said leaves

08.
Sup. Eng. pr. 6 &c.

as on the eve of removal.

In Para 22 again, Capt. Collyer enlarges on the inconveniences to which the Department was subjected by the rule which directed the application by the Executive Officer for funds every 10 days. But the Government have applied a remedy here also by sanctioning the submission of Indents for money twice in every month, in their order of 26th March 1857.

15 In para 3 of his letter dated 29th October 1856, the Chief Engineer stated that the date fixed for the despatch of the District Engineer's monthly account current was liable to objection; and he proposed that the 10th should be fixed upon

x 7 of the month

upon instead. His objections were however overruled by Government in Para 4 of Extract Minutes Consultation of 10th January 1857. Captain Collyer now reopens the subject. He says "a modification of dates "is unquestionably necessary." He shews that every letter having to go to the Head Quarters of the Talook in which the Village, where the writer happens to be, very great delay takes place, and that it has taken 15 days for a communication from an Executive Officer to reach the District Engineer. Independent however of this, which is possibly remediable, the 7th of the month as a date should be altered in as much as it admits

p 28.

of no references being made and errors are frequently occurring, espicially in the Overseers' accounts. In the Chief Engineers proceedings this difficulty is not alluded to.

The Government were unwilling, on the former occasion, to modify the rule to which exception was taken, inasmuch as they had before them no record of inconveniences experienced after actual trial. But now that Captain Collyer can testify that the rule has been actually tried and found to fail, the Governor in Council consents to modify it, & to make the 15th of each month the day on which the District Engineers are to transmit

their accounts current to the Chief Engineer, the date on which the District Engineers subordinates submit their accounts to him, remaining of course the same. This is only intended to be a temporary modification of a rule, which present circumstances do not admit of being carried out, and not as a final abrogation of it. When the District postal arrangements are more perfect, it may be found practicable to revert to the old system.

Ch. Engr. p 12
Insp. Engr. p 23

16 In Para 33 of his letter, Captain Collyer so strongly advocates the appointment

appointment of a Peon to each overseers Camps, to facilitate his obtaining supplies, and he sets forth the disadvantages accruing to the public service from an Overseer's time being distracted from his work, by the difficulty of obtaining the necessaries of life. The Government are unable to detach a Peon from the Revenue and Magisterial authorities for each overseer, and they have moreover, on grounds of general policy, decided that peons shall not be so detached.

17 In Para 26 Captain Collyer details what he considers the errors of the present system of drawing Tentage, this matter, and that mentioned in Para 25, having been transferred by the Chief Engineer to the Civil Auditor for his opinion, no orders from Government are required at present.

Chief Engr. Pr. 13.

18 In Para 27 the Superintending Engineer touches on the subject of Rates. He shews that now Rates have considerably risen, in consequence, as he infers, and as Government are willing fully to admit, of the emancipation of the people from all coercion.

Sup. Eng Pr 27
Ch. Eng. Pr. Dep 9.

There

there can be no room for
doubt that the Estimates
for all kinds of work which
has till now been perform-
ed by the Collector's depart-
ment, have been wholly
insufficient, and the Govern-
in Council is not disposed to
think that there has of late
been any considerable in-
crease in the value of ma-
terials, except perhaps in
the districts adjacent to the
Railroad the rates that
are now found to be ne-
cessary have in all proba-
bility been so for many
years, but it must be
remembered that the
Estimates under which the
Collector's works were framed,
not

not by them, but by the Civil
Engineer-Colonel Faber
says that the increase is
quite discernible in the Del-
tas. The subject is one
of great interest and im-
portance, and the Govern-
ment will expect ample
information regarding
it in Colonel Faber's an-
nual review for the past
official year.

9 The Government
are now desirous of having
before them a Comparison
of the rates now allowed,
and of those formerly ap-
plied by the Estimating Of-
ficers. And for this purpose
they resolve to select a work,
entered in the Budget of
1856/57 — — the new

Statement 3 Nos Tahsildars

Tahsildar's Cutcherry at Trivady in Tanjore. The Chief Engineer will be good enough to prepare and submit a statement shewing the rates allowed for work and materials in the construction of that Building, and also those entered for one of the newest Projects in the District, which will be wholly carried out by the professional agencies

20 The Government consider that no opinion can be formed on the working of the new system so very soon after its establishment, and that two or three years will be

be needed to give it a fair trial, and to place the Government in a position to pronounce an opinion on its merits.

To Copies to the Chief Engr. Dis. P. 19
1 — Accts. Genl.
1 — Civil Auditor.

Public Works 1857 Dep.t
D.o to Com.s 23.d June.

N.o 1180.

Extract Min.s of Com.s
of 18.th June 57.

Ltr. from Chief Engr. 11.th July 57.
C.e N.o 1410 inc.s 2 pl.s

From Audr. of P.W. Accounts
L/11. March 61 C.n.o 558 ii
Pro 10.th April N.o 724

Passing orders on the
report from the Supg. Engr. Central Circle of P.W. on a Query of qualification upon the practical working of the new system of P.W. in the Bellary Cud.pah Kurnool, and Kellore Dis.ts

N.o 21 & 22.

c.b. June R12.th