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MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

Cons. 22-9-57

G.O. No. 1770 Press Mis.

2527

Dated 17—9— 1857

Not to be folded or roughly handled

Read the following letters.

No. 25. From Colonel C. E. FABER, Chief Engineer; to H. FORBES, Esq., Acting Secretary to Government, dated 17th August 1857, No. 3002.

SIR,

I have the honor to request that you will do me the favor to submit to the Right Honorable the Governor in Council, the following observations in reply to the Extract Minutes of Consultation of the 10th Instant No. 1556.

2. I beg leave to point out that in respect to para. 1, the question mooted by the Superintending Engineer Southern Circle was not as I think might be generally inferred from the Extract Minutes Consultation, whether reports from local Officers should be sent through the Superintending Engineers intermediately to the Chief Engineer and to Government, but whether they should pass through the particular Superintending Engineer of the Circle to which the reports refer when that Officer is himself absent from the Central office on circuit. It is to be observed, that as the Presidency duties of the absentee are to be performed by some other Superintending Engineer, the Government by no means lose the benefit of the knowledge and experience of those Officers, whether the local Superintending Engineer be consulted or not. It may indeed be admitted that, the more numerous the professional opinions the better; but in the absence of the actual incumbent, the delay created by making him the channel of correspondence when his address is uncertain, and where his office establishment is limited to a single clerk seems to indicate, that the locum teneus in the Central office would commonly be the most convenient referee on the supposition of course, that all the Superintending Engineers are equally conspicuous for professional ability and experience. It may be added, that when the particular case of the dimensions of the Nundyar annicut was under consideration, the entire business of the Central office was in the charge of the Junior Superintending Engineer who is officiating in the Northern Circle of Public Works.

Ex. Mins. Cons. No. 989 17th June 1856, para 4. Section II.

3. It is stated in the same para. that the correspondence with the Government of India to which the foregoing reference gave rise, seems clearly to shew that, the Superintending Engineers in the Lower Provinces are invested with a greater measure of direct authority inherent in their own position, than is the case with the corresponding Officers in the Madras Presidency. In my own opinion (and I am personally cognizant of the duties of Bengal Superintending Engineers) the very reverse, I have no hesitation whatever in asserting, is the case. It is true that there are certain matters wherein the directions of Superintending Engineers are laws to the Executives within their range; but when the occasions are looked into, it will be found that nothing can be more paltry or technical than the orders thus issued by Superintending Engineers, being for the most part over-rulings in rates, in accounts and in dimensions. That any thing resembling the importance of the extensive Projects, the authoritative instructions for the investigation and conduct of which are originated by the Madras Superintending Engineers is confided to, or exercised by the corresponding Officers in the Lower or North West Provinces, I beg leave to entirely disbelieve. The real functions of the Superintending Engineers in Bengal, I take to be almost solely of Audit and account, on a system of such intense centralization, that not only are all bills for Mofussil works prepared by the Superintending Engineers, but the very rates and units of charge for each description of workmanship are elimenated by those Officers from the rough accounts and daily Books of the works for the guidance of the several Executives. I take the liberty to place before you a printed pamphlet descriptive of the duties of Bengal Superintending Engineers, and feel assured, that a perusal of page 38 et seq will shew how preferable a position in the public service is held by the Superintending Engineers at Madras.

4. Para. 2 of the order under acknowledgment strikes me as having been written under a great misconception of the routine for the transaction of business in the Central office, consequent on the Extract Minutes Consultation No. 989 of the 17th June 1856. I think that preferentially to any assurances of my own, that the present intentions of Government have long been carried into practical effect by the Superintending Engineers, the Government will like to have a copy of the office rules which have been in force since the 1st July 1856, and I therefore take the liberty to forward it for the information of Government. A perusal of that document

will clearly establish, that the orders of the 10th Instant now promulgated will make no change whatever in the method of transacting business, except that the Head of the office will hereafter peruse the despatches, *after* the Superintending Engineers, instead of before those functionaries.

5. So exceedingly unsatisfied am I with the present routine, and so irksome is my own position on which no measure of personal diligence or devotion works any improvement, that it is a very great disappointment indeed to have ascertained the entirely inoperative character of the orders now issued. That my official associates take the same view, will be apparent from the accompanying joint Memorandum in original, which I received from those Officers last evening.

6. I gather from the Extract Minutes Consultation 1556 of the 10th Instant generally that, an opinion prevails with the Government, that the Head of the D. P. W. is the actual, if not the ostensible author of the voluminous correspondence which issues from the Central office, and that instead of the Government having the benefit of the advice of the selected, highly paid, able and experienced Superintending Engineers of the several circles, the Chief Engineer obtrudes his own personal views on professional points, to the exclusion of those of his stated advisors.

7. To remedy this is the avowed object of the present orders, the plan now in vogue it is said not working well. In reality however, the despatches and reports laid before the Government under the signature of the Chief Engineer are entirely the productions of his stated advisors. So entirely unfounded is the belief that the Head of the office depresses or excludes his official associates, it is literally true, that with the single exception of the Munteral Cunnama, he has not personally reported on one single estimate, or one Budget project, since his nomination to the D. P. W.

8. I must now most respectfully appeal to the Right Honorable the Governor in Council for an indulgent consideration of my own position in detail. Three experienced Officers selected solely for their professional ability have been assigned to me, to assist in carrying on the duties of the office, and exactly in proportion as they *are* eminent for their merit and distinguished by their approved talents, does it become difficult, not to say impossible in many cases to stamp on each disposal precisely that character or to convey to Government that exact phase of opinion which I should desire, when knowing that every paper from the Central office was regarded as the expression of solely my own views. So also must it be, in regard not only of the manner in or the arguments by which each measure may be supported; but to the length of time consumed in the preparation of the papers finally laid before Government. It must I think become evident to His Lordship in Council, that with Engineer Officers of the standing and reputation of the three selected Superintending Engineers of Circles, the practical limit of control or interference is very soon reached when once a subject has been made over to the management of an official associate; and that after a certain time general acceptance becomes a necessity, however great may be the deviations from what would have been preferred, had the Head of the office been allowed the personal disposal of the matter. Dates, references, and recapitulations which might have formed indispensable parts of a despatch if drafted by its ostensible instead of real author, may be omitted by the irresponsible writer, and who yet might recent overruling corrections if carried beyond a particular point varying of course with the person and the occasion, yet always falling practically far short of that habitual revision and alteration which would be unscrupulously exercised if the Superintending Engineers were of less elevated rank, or were more directly subordinate to the Head of the office. Yet whilst thus dependent upon others for the time, manner, and soundness of each numerous disposal, the fiction of individual responsibility and of unity of administration is so closely adhered to, that the Chief Engineer is held personally answerable for every word and act emanating from the Central office, notwithstanding that virtually debarred from all interference in the majority of cases beyond a particular point (unless by cancelling the entire Proceedings, he chooses to undertake the whole case above, which either official pressure or the requisitions of Government may make impracticable) it is the work of the stated advisors that is really called in question. Moreover confidence must necessary be reposed in officers selected for the important duty of Superintending Engineers, and it cannot be expected that the Head of the office shall maintain throughout an attitude of chronic suspicion, ever on the watch to detect some of the various omissions that have from time to time been severely animadverted upon. Nor indeed would time

itself suffice for a scrutiny so close as here alluded to, and it must always be presumed, that Officers entrusted with a duty will perform it carefully, and to the best of their ability. It is for the Government to decide how far this presumption is increased by a vicarious appropriation of censure for shortcomings, and by rendering the actual agents irresponsible through the substitution of the nominal Head of the office.

9. A partial if not a complete remedy for this anomalous arrangement would be, either to direct that Superintending Engineers shall anthenticate their own reports and letters to Government, exactly as the Chief Engineer now does, and with the addition of his countersignature, or else that the letters instead of being drafted to the Secretary to Government for the Head of the office to adopt as his own, shall be addressed to the Chief Engineer for him to pass forwarded by endorsement, if his own remarks are required, or by single countersignature in token of agreement if the occasion does not call for qualification by his opinion. In further support of the alteration now advocated, it may be urged that it is unfair on the distinguished officers nominated to the Central office that their individuality should be merged in the Chief Engineer, or that views belonging to themselves, the result of great local knowledge, or of much and profound thought, should not be assigned to their true authors. Thus from whichever point of view the present practice be regarded, it appears open to objection, and a new system avowedly intended to put an end to the irresponsibility of collective opinion by substituting a single head personally and directly answerable is seem to be clogged by the ascription of blame or praise to an imaginary author, and by the withholding of approval or rebuke from the real agent. I have finally to report that by the assignation of universal authorship to the Head of the office, the actual authors are exempted from the operation of those inducement to diligence, accuracy, and exertion which elsewhere are admitted to be of potent efficacy, and where neither credit nor discredit are to result, it seems to me too much to take it for granted, that the anonymous writers shall uniformly put forth their best efforts, and never yield to the temptations of a perfunctory discharge of duty.

10. But if the conduct of the Central office and of the D. P. W. generally has been unsatisfactory to the Government, and if the reform intended by the orders of the 10th Instant is in point of fact no reform at all, but simply a perpetuation of present inefficiency, it still remains to introduce such other changes as may be likely to connect evils thus loudly complained of.

11. My own belief is that all hopes of success are visionary, based on a scheme which does not recognize the necessity of a professional Secretary holding the same relation to the local Government that Colonel Baker bears to the Government of India. It might both be difficult and out of place for me even to attempt to shew the soundness of this opinion, albeit that to myself it seems like a self evident truth; but it appears abundantly sufficient to cite as a case in point, the professional composition of the Public Works Secretariat at Calcutta. The reasoning which led to the appointment of three able Officers of Engineers to the bureau of Public Works for the Government of India, must in its degree be directly applicable to the Presidency of Fort Saint George, and I am even of opinion that it would need small ingenuity to shew, that there are stronger reasons in favor of an Engineer Public Works Secretary at Madras than at Calcutta to which questions are seldom referred that have not already been professionally considered.

12. Much of practical imperfection that is considered to have now been developed in the present constitution of the Department Public Works was clearly foreseen by the Commissioners in their first luminous Report, and they earnestly deprecated the appointment of a single Officer, as certain to be wanting in that weight and consideration with Government essential to the position which the Head of one of the most important branches of the administration ought to hold. In deference to the prevailing spirit of the time however, a single Chief Engineer was nominated instead of a professional Board supported by a Civilian of standing and ability; but I am not myself of opinion that at Madras he has been so situated as to have the personal administration of the Department in his own hands, so that he could impress on every part of it unity of purpose and management. Three able local Officers have been withdrawn from scenes of immense usefulness to fulfil the functions of joint Secretaries, and yet they are of such standing and reputation that their real position in the Central office is far less that of Subordinates than of de facto separate Chief Engineer of their own Circles, taking for the most part the initiative in all the questions of the day, selecting what Projects should be supported, themselves assigning,

under the signature of the Head of the Office their reasons to Government for the choice, and in point of fact practically directing the whole of the operations of their Divisions to the partial, if not whole, exclusion of that detailed management of the Chief Engineer which he as legally the sole responsible agent ought not only to have had the power, but the official duty of introducing throughout the Presidency.

13. But separate from defects of the *system* which has now been nominally in force for two years, I think the Government should not overlook the numerous impediments and difficulties which have beset the Madras Department Public Works from the era of its ostensible inauguration even to the present moment, I greatly question whether there has ever been known such a continued succession of interferences and interruptions to the uniform and regular discharge of duties (themselves founded on radical alterations involving extensive reforms, and the establishment of a most important principle) as have attended upon and pursued the Madras Central office of Public Works from August 1855 to August 1857. Perhaps not a single month has passed without some occurrence exercising a prejudicial influence on the welfare of the Department on its new footing. Thus at the outset, the bureau of an experimental strength, was composed of three different sets of servants, all of whom were accustomed to different modes of conducting the business of the branches of the public service to which they had belonged. After the brief interval of a very few weeks, the long and invaluable experience together with the conspicuous ability and habits of business of Major Bell were lost to the new office, by the employment of that excellent officer elsewhere. No more irreparable disadvantage than the withdrawal of the Secretary to the former Board of Works for the long period of 12 years, and who was familiar with every question that could occupy the attention of the new Board could well have occurred. At no distant period a similar loss was occasioned by the withdrawal of the Superintending Engineer of the Northern Division. Several months were allowed to pass before the Central office was completed to its full strength by the appointment of an Assistant to the Chief Engineer, scarcely had business been generally distributed and had fallen into the intended permanent channels of disposal and despatch, that new and provisional arrangements became necessary by the absence first of one Superintending Engineer, then of another, and at one time indeed of all the Superintending Engineers together. Meanwhile the novel organization had to be developed by the publication of a succession of new regulations following each other in swift succession until the introduction of an entirely new system of account whereby the entire expenditure in the enlarged and actively employed D. P. W., was transferred from the Accountant General to the Central office, thus causing liabilities and engagements it had been impossible to foresee on first tentatively proposing the respective strengths of the Account and Audit Departments. With both the numbers and the names of the Officers composing the Central office continually changing and fluctuating, the Government did not the less expect a punctual rendering of the several periodical papers required by the new system; and the Central office was and still is held answerable for the delays in the District offices, themselves not finally authorized until a very few months ago uncertainty too has marked and attended all the most important measures connected with the efficiency and working of the new Department, and after prolonged correspondence and discussion it was not until the second month of the present year, that even the intended scale on which the Madras Department of Public Works was to be permanently constructed, was made known to its several members. The interval under consideration has been signalised also by the transfer of the Executive from the Revenue Officers throughout the whole of the Madras Presidency with the exception of Tanjore; twice the prosecution of authorized works has been interdicted in toto, and once sanction granted only to expenditure of less than 10,000 Rupees. What the ministerial labours of a Central office must have been to keep pace with a state of things thus imperfectly described, the Government will have no difficulty in perceiving, sufficient has I think been adduced to shew that the intended normal condition of the Madras Public Works in general and of the Central office in particular has not yet been attained; and also that until there is a regular uniform and punctual discharge of business, with a well defined relation between the District and the Central offices, and with a completed transfer of the Executive fairly engaged in meeting the annual requirements of the country, it is still premature to arrive at a final conclusion condemnatory of an office which may yet be found fully able to deal with the duties it is intended to discharge.

14. I must apologize for the prolixity of the foregoing resume; but I apprehend that some such general view is far from being irrelevant to a conjuncture which amidst its other specialties comprises so unfavorable a verdict of Government on the present Head of the Central office, whose infelicitous fortune it is, and has been, that whilst in deference to the understood wishes of Government he has devolved the preparation of despatches and Reports and the general transaction of Current business on the Superintending Engineers to whose labours his own name is affixed, he is alike by station and personal designation repeatedly censured for defects and omissions which vicariously alone, has he been guilty of.

15. If the Superintending Engineers had been my personal Assistants as I verily believe to have been the full purpose of the Most Noble the late Governor General of India throughout His Lordships Minute of the 30th June 1854, I should justly have been held as solely answerable for the vigour and success of my administration; but associated as I have been with equals rather than with Subordinates, the delegation of my own functions and authority to those able Officers has been an unavoidable necessity and as already stated, in matters when personal interference has been all but impracticable (except by beginning the whole work de-novo which for the most part, time would forbid) I am singled out for censure not justly incurred. From the first my conclusion has been that the Government shrinking from conferring on any one single Officer influence and authority so great as a de-facto Chief Engineer possessing the confidence of his superiors, would necessarily be, more especially with an unprofessional Secretary, has sought the safety and security of sound professional judgment by the appointment of Engineer Officers of high rank and ability partly as Colleagues and partly as Assistants, but in so doing has placed these Officers on so anomalous position as to almost render nugatory the Head of the office by holding him up to the habitual displeasure of Government whilst it has dissatisfied them with the assignment of functions which they consider, perhaps justly, unworthy of their experience, ability, and high standing in the service.

16. In conclusion I do myself the honor to request that the accompanying Minute from Major Lawford, representing the disadvantages and defective authority of the Superintending Engineers under the new orders may be placed before the Right Honorable the Governor in Council as tending to strengthen my own belief of some further early alterations in the relative position of those Officers and the Chief Engineer being now requisite.

Minute by Major E. LAWFORD, Superintending Engineer Southern Circle.

The orders of Government relating to the duties of Superintending Engineers contained in Extract Minutes of Consultation No. 1556, 10th August 1857, are apparently elicited by a reference I made while on circuit, but they do not fulfil the object I then had, in view, and leave those Officers exactly in the same position as before, viz. that of Secretaries to the Chief Engineer.

2. The only two points on which a change is directed are, 1st the opening of the correspondence of their circles, by the Superintending Engineers and 2ndly the obligation of submitting to Government any opinions they may record if differing from those of the Chief Engineer, instead of its being optional with the latter to do so, although the Superintending Engineers have always nominally possessed, the power of record by Extract Minutes of Consultation 17th June 1856, No. 989.

3. In the want of direct control over their circles, possessed by Superintending Engineers in Bengal, the Madras Officers remain exactly on the old footing, and the partial changes above noticed will not only in my opinion fail to produce the slightest real improvement of system, but must rather foster a tendency to antagonism between the Superintending Engineers and the Chief Engineer on the one side and District Engineer on the other.

4. A Secretary is Ex-Officio, mere exponent of the views of his superior, whether a Board or individual, a principle distinctly the down by Government, and any attempt to endow him with recognized independence of opinion must lead to confusion, for he may be compelled, as

the Madras Superintending Engineers have been, to a great extent the same as in the Head of the office and argument is then out of the question.

5. If his written opinion contrary to that of the Chief Engineer be adopted by Government, the Superintending Engineer will then rather be the instrument of opposition to his superior Officer or the latter must give up his own views to the Departmental management. The Code does not provide only for Professional or strictly Executive Questions. The conduct or removal of a subordinate Officer may frequently admit of discussion with the Superintending or site of a bridge. In short it seems to me that under such a system either the Chief Engineer must generally surrender his judgment to the views of the Superintendents, or the latter must practically become useless, and all the evils of a Board without its advantages would be found in the Central office.

6. Nor will any improvement ensue in the management of their circles, over which the Superintending Engineers exercise a paternal control. Reference from their proceedings will still be addressed to the Chief Engineer, and can only be regulated by the orders and he may take the part of the District Officer, and thus neutralize the powers of that officer, of which the Superintending Engineer is the representative, or else the Chief Engineer may find his views in those of the Inspecting Officer may act contrary to his own judgment as the representative's support.

7. The system as thus established bears at an anomaly, the combination of a Secretary with recognized independent opinion, and is totally distinct from that simple procedure prevailing in the other Presidencies, with its regular gradations of authority and responsibility which leaves to the Chief Engineer ample time and freedom from detail for the general direction to the general state of the Department, all those important professional questions which at present cannot be properly dealt with.

8. The evils resulting from this constitution are many. In the first place it almost entirely prevents any general inspection and acquaintance with the country by the Superintending Engineers, who unable to exercise any personal influence and action have recourse to the authority of the Chief Engineer. Secondly it greatly multiplies correspondence, loads the records of the Central office and tends to retard business, and thirdly it burdens the Chief Engineer with work quite unnecessary for him to perform, while it prevents his doing that which really belongs to his important office.

9. It is not my part to comment on the terms of the Government order, but I cannot avoid noticing para. 4 in which the Superintending Engineers are continued as to their exercise of the "privilege" of recording their opinions for the consideration of Government. I am quite aware that in such a peculiar position as that of a Member of Council, where opposition caution would be necessary, for one "opinion" recorded before Government, many would be to those of our official Head, but as the same privilege on all occasions belongs to the Superintending Engineers, I do not think we should act more disadvantageously than they do if we were regarded as Heads of our respective Circles, and not as subordinate members of the Central office.

10. Another point for consideration is that every difference of opinion recorded by a Superintending and differences of opinion in the Central office are more likely to come before Government than this order than before, the settlement of which under the constitution as proposed will be a matter of difficulty.

11. The conclusion I arrive at is that if we are not worthy to be placed on the footing of the Bengal office of our grade, we are not entitled to the said salaries, but should adopt those and position of Assistants to the Chief Engineer.

Central office of P. W., Fort St. George, 11th August 1857.

(Signed) E. LAWFORD, Major,
Supg. Engr. Southern Circle.

True Copy.

(Signed) C. C. JOHNSTON, Captain,
Acting Supg. Engr. N. Circle.

Memorandum.

In Extract Minutes Consultation No. 1556, dated 10th August 1856, the system ordered for the conduct of business in the Central office, is.

1st. That the ordinary Correspondence of the Chief Engineer with all the District Officers, shall be through the Superintending Engineers (this is the course pursued at present.)

2nd. That all Correspondence from District Officers shall be addressed to the Chief Engineer, superscribed with the name of the circle in which the District may be, (this is the course pursued at present.)

3rd. That the letters shall be opened by the Superintending Engineer of the Circle and disposed of by him under the orders of the Chief Engineer, (*as a Secretary does in the case of a Board.*)

(This appears to be much the same as the present course, except in the first opening of the letters.)

4th That all orders after previous submision for the Chief Engineer's approval be despatched, bearing the signature of the Superintending Engineer, this is the course pursued at present.

5th. That the Superintending Engineers shall be allowed to record their opinions on any subject when they may differ from those of the Chief Engineer and on such questions coming before Government, these recorded opinions are to be sumitted for their consideration.

(The Superintending Engineers were by Extract Minutes Consultation No. 989, of 17th June 1856, permitted to record their opinion, but the recorded opinions noticed were not necessary to be submitted to Government.)

6th. Letters and orders issued by the Chief Engineer to the Subordinates shall be signed by the Superintending Engineers of the Circle by order of the Chief Engineer.

(This is the present system excepting that the words by desire or by order, are entered in the body of the letters, or orders.)

It does not appear from these orders that a Superintending Engineer is permitted more than hitherto, to exercise any direct Control over his Circle, and as all papers received in this office must be subjected to the same order as at present, that of being disposed of by the Superintending Engineer with the acquiescence of the Chief Engineer, or on the Chief Engineers order, I fear that the despatch of business is not likely to be expedited.

Central Office of P. W.,
Fort Saint George,
17th August 1857.

(Signed) C. C. JOHNSTON, Captain,
Ag. Supg. Engr. Norn. Circle.

(Signed) E. LAWFORD,
Supg. Engr. Southern Circle.

(True Copy)

(Signed) C. C. JOHNSTON, Captain,
Acting Supg. Engr. N. Circle.

Government having furnished the two first sections of the new approved Code relating to the duties of the Chief Engineer, and the three Deputy Chief Engineers, the following Subsidiary Rules are to be in force from the 1st July next, on which date, the Deputy Chief Engineers will take their seats in the Central office.

Rule 1st. All covers received, including orders from Government, will be opened in the Central office, and be immediately registered in the General No. Book, and, the General No. being affixed thereon, they will be entered in the subject Registers, or Diaries viz., Government orders in a separate Register kept for the purpose, and all Presidency and Provincial Letters Returns &c. in another Register.

After the Registry of letters received, all important orders and Letters of general interest will be separated. These will be put into a box for the Chief Engineer's previous inspection, and his own disposal, or for such orders as he may desire to note thereon. These papers of general interest if not retained by the Chief Engineer for his own disposal, will be marked off by

him to be disposed of by any of the Deputy Chief Engineers, the Assistant Chief Engineer, or the Uncovenanted Assistants &c. &c. All other papers will be put, according to the Divisions into three Divisional Boxes, and be delivered to the respective Head Clerks of the three Deputy Chief Engineers, and their signatures obtained in a book, to be kept for the purpose, in which the General Nos. only will be shown, and the date of delivery. The Districts forming each of the three Divisions of the Presidency, or circles of superintendency, (agreeably) to which the foregoing papers will have to be sorted in Boxes) are as follows.

Southern Division.

South Arcot, Tanjore, Trichinopoly, Salem, Coimbatore, Malabar, Madura, Tinnevelly, and Military Buildings in Mysore and Travancore.

Northern Division.

Ganjam, Vizagapatam. Rajahmundry, Masulipatam, Guntoor, Bellary, Canara Kurnool and Military Buildings Secundrabad and Jaulnah.

Centre Division.

Nellore, Cuddapah, North Arcot, Chingleput, and the Presidency Division.

3rd. The papers received as above by each of the three Head Clerks shall be immediately registered in a Book to be kept by each of them, in the form of the General No. Register of the Central Office, in which shall be registered, the General No. the date, and the date of receipt of each paper, its subject, and the abstract of the disposal thereon. The subject of each paper and the abstract of its disposal, shall be given as concisely as possible, but as clear as to enable the Chief Engineer to understand the same by a single perusal. These Registers will be sent every Monday, by each of the three Head Clerks, for the Chief Engineer's inspection. The Deputy Chief Engineers will inspect these Registers two or three times a week, or oftener, to see that they have been properly kept up. From this Book the Chief Engineer will be able to know how papers, not previously seen by him, have been disposed of.

4th. Immediately after Registry, the Head Clerks will take all the Letters, Returns, &c. to the Deputy Chief Engineers, by whom they will be sorted into three classes. The first and largest class will comprize all those of an ordinary description requiring no previous orders of the Chief Engineers, these will be retained by the Deputy Chief Engineers for their own disposal and despatch through the General Department, at once. The second class will consist of such papers &c. for which Drafts will be prepared, but which are required to be first sent to the Chief Engineer, (complete with all references,) for his approval. The third class of papers are such as require the previous orders of the Chief Engineer before drafting thereon, which must be sent to him complete with all their previous correspondence, accompanied by a Memorandum from the Deputy Chief Engineer, expressing his opinion thereon. It will of course be left to the discretion of the Deputy Chief Engineer, as it is with a Secretary, to decide which papers they are to refer primarily for orders, and which to dispose of at once or send with Drafts for approval.

5th. All papers appertaining to the estimate and Audit Department should be sent direct by the Deputy Chief Engineers to those Departments, for examination or disposal. The papers will be marked off to the Heads of those Departments, viz., Mr. Grant and Mr. Home.

6th. The description of papers appertaining to the Estimate and Audit Departments are as follows.

7th. To Mr. Grant will be marked all papers relating to the Estimate Department, such as Estimate for new works, improvements, and for repairs, application for execution of works, either sanctioned, or proposed for sanction. These papers will be immediately registered in a Diary and the Estimates will be at once taken in hand, and after examination, those for new works or improvements, duly signed by one of the estimate makers, in token of examination, will be returned to the Head Clerk of the Deputies Divisions to which it refers with all the papers received with them. All estimates for repairs &c., which come within the powers of the Chief Engineer to sanction, will be passed in Proceedings by Mr. Grant, or under his orders, or be otherwise disposed of, according to directions of the Deputy Chief Engineer. To Mr. Grant

will be also marked off, the Periodical Annual Reports, on the operation of the Department required by the Government of India, and the local Government by whom one General report will be prepared after due examination of the returns received from the Local Officers. To Mr. Grant will be also sent all such papers which the Chief Engineer may specially direct to be marked off to him for disposal, principally such as are of a general character. To Mr. Grant will also be sent, to be included in the monthly List of estimates for submission to Government, the reports prepared by Deputy Chief Engineers, on estimate recommended, and their accompaniments, which will be first examined by him, as to their conformity with the rules prescribed by Government.

8th. To Mr. Home will be marked off all papers exclusively of a financial character, viz., Bills of expenditure, with Letters relating thereto, or to delays or other impediments &c., in their transmission. Monthly Accounts Current, with the Abstracts appended to each, for the preparation of the monthly Journals. Monthly Progress Reports to be Tabulated in a General Register and returned back. Monthly Traffic returns for Mr. Johnson to Tabulate. Monthly reports of trifling repairs. Monthly List of Ordinary estimates sanctioned by the Collectors. Annual report of Progress and expenditure on sanctioned Public Works in the yearly Budget for preparation into a general statement for the Government of India. Estimates of probable expenditure, which may be required by the Accountant General. All annual Budget Lists sent by Officers to be included in the annual Budget of the Central office, and all orders of Government, sanctioning estimates for the Budget, or for immediate execution, and all other statements of expenditure of a financial character, as also all correspondence connected with the foregoing returns.

9th. By the foregoing arrangements the Deputy Chief Engineers of each Division will receive every Document sent to the office, having reference to their respective Divisions, and they will, after marking off to the Departments in the office adverted to, and to which appertain the disposal of papers particularized in the two preceding rules, retain for their own disposal all other papers, whether of a professional character, or otherwise.

10th. By the above rules being carried out, the Central office will be exempted from disposing of papers which it had hitherto done, excepting of course such papers as the Chief Engineer may retain for his own disposal. The Central office will now have more leisure to attend to its legitimate duties, viz., to watch that every paper sent out of the office to the Deputy Chief Engineers, have been, or are, in speedy course of disposal. That every Government order requiring reply or explanation is at once disposed of. That all Circulars sent are replied to, and the objects for which such Circulars were sent, are at once attended to on the receipt of replies. That proper Registers are kept of all Periodical returns received into the Central office, within due dates so that at a glance all replies *not received* may be known, and reminders sent, and that no complaints be allowed to emanate from the Government, or any other official.

11th. All Drafts &c., connected with the estimate and Audit Departments, will be forwarded to the Deputy Chief Engineers to be passed by them, (under initials), and returned. An hour will be fixed by them to receive the disposals of these two Departments. On the return of these papers they will be forwarded to the Chief Engineer to be passed under his initials.

12th. All fair copies of disposal, such as Proceedings or Letters, (except those to Government), will be signed by the respective Deputy Chief Engineers of the Division, who will likewise sign all Bills passed, and estimates sanctioned with the fair Proceedings which are to accompany them to the Officers concerned. The Chief Engineer will signify on any particular Draft, which he may desire to have signed by himself, his orders thereon, which will be attended to and this will likewise be observed by the Head Clerks of the Deputy Chief Engineers.

13th. It will be the duty of the Manager of the General Department to see that each days proceeding, with the Minute paper, complete, are circulated to the Deputy Chief Engineers with as little delay as possible, in order that each letter received and all Drafts issued from the Central Office may be seen in succession by each Deputy Chief Engineer, and the Assistant. The Minute paper with the letters and disposals, constituting each days proceeding will be sent in the first instance to the Head Clerk of the Deputy Chief Engineer for the Southern Division, after the several papers have received the initials of that Officer, they should be transferred to

the Head Clerk of the Deputy Chief Engineer Northern Division, and by him again transferred to the Head Clerk of the Deputy Chief Engineer for the Centre Division, it will consequently become the duty of the latter Head Clerk to return the Minute paper and all the letters and disposals it comprehends to the Manager of the General Department of the Central office, to be by him submitted to the Assistant.

In order to obviate delay in the fair copying of each day's Proceedings, the Deputy Chief Engineer and Assistant to the Chief Engineer, are requested to peruse and affix their signatures to each day's Proceedings, with the utmost practicable despatch, any delay must necessarily retard the submission of the Proceedings to Government, and will entail censure.

It must be understood as a General rule that receipts should be taken for all papers, Returns Documents &c. delivered from one Department to another, or to the Deputy Chief Engineer's Department, in a Memo Book, which need show only the General numbers of the documents, and the date of delivery; this will enable one to trace out a paper when required from one Department to another.

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

No. 26. From Colonel C. E. FABER, Chief Engineer; to H. FORBES, Esq., Acting Secretary to Government, dated 26th August 1857, No, 3166.

SIR,

It is with feelings of acute personal regret that I find myself constrained under the operation of para. 3, Extract Minutes Consultation 1556, of the 10th Instant, to intrude upon the attentive consideration of Government a second Minute which has been forwarded to me for that purpose by the Superintending Engineer Southern Circle of Public Works.

2. If para. 2 Section 11 of the Extract Minutes. Consultation No. 989 of the 17th June 1856, had still remained in force, my anxiety for the credit generally for the Central office, and for the the personal reputation of one of the ablest Departmental servants in the corps of Madras Engineers would have not led me to consent to such a paper as Major Lawford's present Minute, being placed upon the records of Government.

3. In the hope of somewhat facilitating the consideration of Major Lawford's Statements, I have had them transcribed on half margin paper and have annexed side notes of greater or less length on each paragraph; but the painful duty still remains of offering such further general observations as seem to me to be required by the nature of the Sentiments confessedly actuating the Superintending Engineer throughout the whole of his employment as a member of the Central office.

4. I cannot easily express the pain with which, I have perused Major Lawford's admission in para. 2 of an habitually defective examination of the projects of the District Engineers on the ground of his own opinion, when differing from those of the Head of the office, having been overruled. It surely would seem to be inevitable that any such alleged dissonance of professional opinion exists, the collision instead of stifling scrutiny would call forth the exercise of the keenest powers of examination.

5. But granting to the very fullest (albeit quite unconscious of any such single occasion) that Major Lawford has been overruled (there being absolutely nothing discoverable on record substantiating the supposition) is his debt to the public service thereby in the smallest degree weakened and is so immaterial a point as the real authorship of measures to form a valid reason for those measures not being prepared with the fullest measure of ability possessed by him whose office it is to place the project before the Government.

6. It adds, if it be possible to the painfulness of this part of Major Lawford's discharge of duty, that whilst confessedly difference of professional opinion between himself and the Chief Engineer forms the exception and not the rule, he yet avers that he has "never regarded himself

"in any way responsible for the preparation of such papers" (alluding to reports on improvement and new works to Government) "otherwise than as carrying out the orders of the Chief Engineer noted in them."

7. It would occupy too much time to go into the details of the Nerinjeepett Annicut cited specially as a case in point. The instructions are stated to have been verbal, and it is only necessary to mention that the former Board of works, assisted by their able and experienced Secretary Major Bell had arrived at a decision after much deliberation and discusssion, anterior to Major Lawford being called upon to report on that project in the discharge of his ordinary duty.

8. The question is simply whether Major Lawford was absolved from putting forth his best endeavours, because as he alleges (of which I much regret having no remembrance) he "distinctly objected," to what he was the ministerial agent of explaining to the Government.

9. The 3rd para. of the Superintending Engineer's Minute appears to me to amount to nothing less than the acceptance of an office, the duties and conditions of which he was predetermined not to fulfil. Major Lawford it would appear could not but have fully known the confidence placed in him by the Head of the office and by the Government. If it has been known that he did "not scrutinize the local Officers' Proceedings carefully," and that he withheld a full record of his views, because the Government had ordered all Reports submitted to themselves to be signed by the Head of the office, most assuredly these Proceedings would never have been made over to him, and it is only now that for the first time, I am thus made acquainted with the great injustice done to the general professional treatment of the Southern Circle.

10. In respect to para. 6, I am under the impression that the difficulties described are of Major Lawford's own sole creation, every paper is as accessable to each member of the office as to its head, and I have ascertained from the Superintending Engineer of the Northern Circle that his own personal experience is diametrically opposite to Major Lawford's. There is something peculiarly uncandid not to say ungenerous in bringing forward the retention of the 27th November despatch, for that document having accidentally been detained for some days in my own quarters concealed by a book, I myself transmitted it with my personal apologies for the oversight which I fully described with the expression of my hope that no inconvenience might result from the mistake. It is however the general character of the Minute that each exceptional case seems to have been noted so as to convey an erroneous impression of the prevailing character of the whole office and its system. In regard to what is alleged, it is a simple question of the relative strength of directly opposite testimonies; although I apprehend that it is not beyond possibility that the Chief Engineer may have occasion to enter into confidential communications with the Government which it may not be advisable to place on immediate record! Here too however such a case would be altogether exceptional.

11. I will not however trespass further upon the time and attention of Government unless it should be the express desire of His Lordship in Council that I should reply seriatim to each of the Superintending Engineer's Statements where personally affecting the Chief Engineer. I am fully prepared to do so in every point but am most unwilling to further prolong a correspondence already so tedious and painful.

Minute by Major E. LAWFORD, Superintending Engineer, Southern Circle.

If Major Lawford has only read the paper alluded to "in a cursory way surely before writing upon it he should read or have read it deliberately. By doing so, he perhaps would have disconnected the work of the Superintending Engineer's, and Colonel Faber's dissatisfaction with the existing system, instead of associating the two topics, as if in the relation of cause and effect.

Since writing on the subject of the recent order No. 1566, relating to the duties of Superintending Engineers, I have read in a cursory way part of a letter to Government from the Chief Engineer, wherein that Officer states that he has never drawn up more than one report on projects submitted for sanction; thereby implying, that all of those papers, with the errors and omissions noticed in the orders on them, were entirely the work of the Superintending Engineers, and in another place, Colonel Faber records his dissatisfaction with the existing system.

There has been no "impeachment" whatever of official or professional character; there has simply been a statement of *fact*, with reference to the apparently general belief that the Chief Engineer took too much, and the Superintending Engineers too little of the current business of the office.

The "orders of the Chief Engineer no-"ted on them" cannot very well be carried out when he does not give any. For the most part all the Budget projects reach the Superintending Engineers with virgin labels; if not, it is found that the orders consist of the words. "For the Superintending Engineer's disposal." If ever there is an order. "Exceptio probat "regulum."

It is evident that either the Chief Engineer, or the Superintending Engineer must report on projects to Government supposing each equally capable, it is a waste of time for *both* to so report. That which it is the duty of an officer to do at all, it is his duty to do to the very best of his powers and ability. The Government having forbidden the Superintending Engineers to sign their own papers the necessity of conformity is obvious.

The whole of this para. conveys most painful impression, asserting as it does not the lofty or correct principle of a conscientious discharge of duty for its own sake, but of a discharge, regulated in point of quality and completeness by the degree of credit ostensibly ascribed to the Agent. I hold the line of duty to be unmistakeably; whatever the doer does, must be that doer's best, without one atom of suppression.

It makes no difference whatever, his signature appropriates every thing. But if measures be taken upon the idea that he is the real when only the ostensible author, it seems only right to state the truth. There are few rules without exceptions, and the rule is that he does not make alterations unless of a verbal nature, leaving the Superintending Engineers disposal substantially untouched.

Colonel Faber throws off no responsibility, it has been the condition of his tenure of office from the first. Neither does he impute faults, any more than he ascribes praise, he simply states that however excellent, or however unsatisfactory, they are the productions of his stated advisers, who as reporters are irresponsible, the Chief Engineer alone being answerable; yet are they not at liberty to withhold their best.

2. How far my Colleagues may admit this impeachment of their Official or professional character, I know not, but for myself I can aver, that I have never regarded myself as in any way responsible for the preparation of such papers, otherwise, than as carrying out the orders of the Chief Engineer noted on them. In particular, I would refer to the estimate for restoring the Neringeepett Annicut, to the submission of which I distinctly objected, but being over-ruled, I felt bound to draw up such a report as I believed to be in accordance with the Chief Engineer's views. The same feeling has influenced me in other cases and it was no doubt owing to this cause, that Government observed so little apparent examination of the projects of the District Engineers.

3. If I had felt my responsibility as head of the Southern Circle, I should most certainly have scrutanized the local Officers proceedings more carefully, and recorded my views of them more fully than I did as the mere Agent in prepairing them for Government, when I did attempt to state my reasons for proposing a work, (Lock and Calingulah in South Arcot) my doing so in my own name was forbidden, and the opinions which were appropriate enough for me, with whom the project originated, were assumed by the Chief Engineer, by whom I was distinctly told, that my position was that of Secretary, and that I had no right to record my own opinion.

4. Thus the personal accountability of the Superintending Engineers having always been ignored, it was impossible (I speak for myself) to feel that interest in the work which was essential to its being well done. The principle which dictated the formation of a Department under single responsible chief was not carried out in the next grade. General questions were referred to the "joint disposals" of the three Deputies, and were necessarily more or less neglected by all, because they could only be properly dealt with by the Chief Engineer. References to records were attended with the greatest difficulty, and the Superintending Engineers were often made to feel that they had less control over official arrangements than any Secretary, but in this respect I have lately found a great improvement owing to the exertions of Captain Johnston and the intelligence of the present Record Keeper.

5. The admission by Colonel Faber, that he has for the last two years taken no share in the preparation of reports on projects does not make much difference in his relation to those papers, for in what capacity has he signed, if he has not thereby adopted them as his own? Has he not read, approved, and in many cases altered the drafts? No Officer at the Head of a Department can throw off the responsibility of his position, and it seems rather late for the Chief Engineer now to attribute to his subordinates those faults which have been imputed to his ostensible proceedings since the Department was organized. Whether the Government were aware of the Chief Engineer's dependance on others for professional reports, I cannot tell, but his present repudiation of them seems inconsistent with the fundamental principle of recognized responsibility. With much more apparent reason might a Board on receiving censure say, their proceedings were the act of their Secretary, not their own, but such a renunciation of responsibility would never be admitted. The Chief Engineer's initials have been always understood as carrying his approval and such I believe was their object.

All papers are equally accessible to all Members of the Central office of Public Works. There is no such withholding as is assumed. But any Superintending Engineer may well shrink from travelling out of his own Circle; and if Superintending Engineers read all papers as the Chief Engineer necessarily does, they cannot write. Para. 13 of the Lithographed Rules for the conduct of the Central office of Public Works, from 1st July 1856, makes it the bounden duty of the Manager of the General Department, "to see that each day's "Proceedings with the Minute paper, complete "are circulated to the Deputy Chief Engi-"neers with as little delay as practicable in "order that *each letter received and all drafts* "*issued* from the Central office may be seen "in succession by each Deputy Chief Engi-"neer and the Chief Engineers Assistant."

I fail to see why the "agreement or dissent" of the Chief Engineer should prevent the Superintending Engineers from being "in a condition to give the Government the full benefit of their advice and opinion" Methinks that the knowledge of the Head of the Department and a Senior Regimental Officer having to peruse the professional opinion of a Departmental Junior ought rather to act as a stimulous to exertion, and an encouragement to put forth every power and endowment; than that his supervision should cause an imperfect and lax performance of duty. Nay more, secure in the soundness of his own well considered scientific opinion, rather should such Junior Officer rejoice in the opportunity of placing his attainments at the disposal of Government to the supersession, as it might be, of the supposedly less able opinion of the Head of the office.

6. The Superintending Engineers as members (though subordinate) of the Central office should have been kept acquainted with *all* the Proceedings, but this has not practically been the case, for many of the letters of the Chief Engineer to Government have been withheld from them, even in matters affecting themselves, as for instance, that of the 27th November 1856, proposing my being sent out on a tour of inspection, of which I had no knowledge until after the Government orders were passed on it. Numerous other cases occur of the same kind and those are in fact the most important papers, passing out of the office, but they are drafted and recorded without the Superintending Engineers having access to them. That this was not the intention of the Government in fixing the position and duties of the Superintending Engineers is fairly to be inferred from the Code, but that it is quite in accordance with their standing as Heads of separate Circles is admitted. The fact is that the practice of the Central office has never been consistent with itself; the three Subordinate Members being treated in some respects as Secretaries, in others, as Head of Circles, Secretaries have full access to all papers passing out of their offices, and this has not been the system in the Department of Public Works.

7. I do not think that the position or usefulness of the Superintending Engineers will be materially improved by the new arrangement of their duties now laid down. They are not in a condition to give the Government the full "benefit of their advice and opinion" unless they are enabled to write on all important subjects coming before them without regard to the agreement or dissent of the Chief Engineer; and generally without more local knowledge than (with some exceptions) they possess. Nor are they able to superintend the proceedings of the District Officers so long as their instructions in every point require the authority of the Chief Engineer.

This strikes me as a contradiction in terms, inasmuch as his having to report an exercise of authority proves clearly that such authority exists.

8. I have seen a Circular from the Chief Engineer calling the attention of District Engineers to the order under reference, and pointing out the powers of the Superintending Engineers when on tours of inspection, as representatives of the Head of the Department. This position I have no hesitation in declaring untenable. The Superintending Engineers cannot exercise such powers, the supposed delegation, of which to those Officers is a delusion. They can only act as Reporters to the Chief Engineer under the present system, and the attempt to go beyond that will be followed by confusion, as there must not be two co-ordinate authorities in one Department.

It can require but little reflexion to shew, that with the present numerical strength of the Central office the Inspecting Engineer must lay aside his ministerial functions of correspondence whilst he is on circuit, and that with but a single copyist attached to himself, letters would prove an encumbrance instead of a help. Moreover, with Collectors and Engineer's offices available in every District, the Superintending Engineer can obtain all needful information.

9. The Superintending Engineers on leaving the Presidency lose all connection with, and knowledge of Current Proceedings even in their own circles. No orders are communicated, no reports made to them except relative to some special duties they may have to perform. Their only means of acquainting themselves with what is going forward is by inspecting the records of the several District Engineers but this is a lame expedient. The consequence is, that correspondence is increased, references are multiplied, and matters that might be disposed of at once have to go before Government; a result which followed my attempts to have the courses of rivers rectified for the safety of important works in three instances in my late tour.

Through the ignorance (of the intended and actual movements of the Superintending Engineer Southern Circle during his last tour) of the Central office, I believe that not a single instruction of the Chief Engineer was obeyed.

10. The Chief Engineer has always laid great stress on the difficulties arising from Superintending Engineers not laying down before hand a distinct notice of their intended route, which prevents communications reaching them speedily from the Central office; but this is an imaginary evil. If an Inspecting Officer goes into any District he should be at liberty to visit what places and works he thinks fit, and arrangements are easily made with the Post office without the necessity of his address being constantly changed in the Central office.

11. The observations I made in my late tour have convinced me that Inspecting Officers are very much required throughout the country, I believe that reports on large projects would be far better prepared if the Superintending Engineers were consulted by the local Officers, and I am convinced that much improvement is needed in the Executive system conducted as it is by many inexperienced men. With every desire to do their duty, District Engineers are too much personally concerned in their works to make strictly impartial reports, and there is, properly speaking, no general substitute for that examination which was formerly the duty of the Civil Engineers, although I know that some Executive Officers are very careful.

Major Lawford unfortunately overlooked the abundant provision made in para. 17 of the Extract Minutes Consultation No. 1766, of 30th September 1856, forming the Rules for drawing Funds and keeping accounts in the D. P. W., for the avoidance of the evils herein enumerated.

12. The subordinates require to be more frequently visited and reproved or encouraged as they may desire. Men have lost their own characters, and the public money almost entirely through their long separation from Society, and freedom from control, and I believe that a heavy responsibility rests on Officers who do not guard as far as possible against the tendencies of such seclusion to demoralize those placed under them.

The remedy is obvious, and the readiness of Government has been expressed to establish Departmental Libraries elsewhere than at Dowlaishweram and Bezwarah.

13. In the Southern Circle there are no Departmental Libraries no workshops or means of modelling or in any way exciting an interest in their profession among the younger Officers and the subordinates and I am sure that the want of such recreation from the daily task of measuring and keeping accounts is an evil much to be deprecated and although it would be hopeless in the present state of the country to look for any expenditure not urgently demanded yet I trust that the claims of the Southern Provinces may not be entirely overlooked when affairs shall be settled.

I conclude that the Superintending Engineer has overlooked Para. 4 Section II of Extract Minutes Consultation No. 989, of 17th June 1856, and for the moment is unaware that Captain Collyers Minute examinations of Bellary and Kurnool has produced no such effect on the Superintending Engineer Northern Circle of P. W., as he himself has experienced.

14. These remarks though seemingly irrelevant to the subject with which this paper begins, lead me to the assertion of my irresponsibility for any defects in the management of the Southern Circle, to which I feel I am only nominally attached, and for the improvement of which no means are afforded me. In one of the Chief Engineers communications he intimated, that my inspections need not be limited to that range, and so long as this desultory system prevails and the territorial divisions are not adhered to, the ties to our duties are weak and responsibility cannot be exacted.

Records already voluminous would be multiplied to excess and work would be done twice over, were the Chief Engineer to review the Superintending Engineers reviews.

15. Since the foregoing paragraphs were written, I have been put in possession of Colonel Faber's letter to Government No. 520 of the 20th May 1857, in the commencement of which he states reasons for departing from the "accustomed routine" in sending up original remarks by Captain Collyer on the report of Lieutenant Sankey on the East Coast Canal, why this mode of procedure should not always be adopted seems inexplicable and why the authors of professional reports should be known only by their initials is one of those official arrangements, of which the advantages are quite obscure. It unquestionably places the Superintending Engineers on the same footing as Assistants and Head Clerks by whom many drafts are also prepared. These Officers were (it is supposed) selected not for their command of language or correctness in writing but for their presumed professional knowledge and experience and it is very difficult to understand either why those qualities should remain totally obscured or should apparently belong to another Officer who from his position is called upon to support or refute their views. I should doubt if any professional man ever expressed himself so freely as when solely and publicly responsible for his opinions.

The same mistake is here repeated of associating the Chief Engineers "dissatisfaction" with the Superintending Engineers work whereas the expression used was that Colonel Faber was "unsatisfied with the present routine."

16. Even a Secretary's position is more satisfactory than those of the Superintending Engineers are to themselves as I have before pointed out and it is also more calculated to forward the Public Interest. His papers may be adopted or not by his superiors, but those Officers cannot under any circumstances direct themselves of the responsibility of their position and if in any considerable period they find reason as Colonel Faber has done for "dissatisfaction" their part is to secure the services of a more efficient Agent Major Bell informed me that some time before his employment in the Madras Mint, the Honorable the Court of Directors had expressed their intention of holding him though Secretary to the Board of Works responsible for professional opinions recorded by them, but he said that this declaration at once altered his position virtually to that of a Member of the Board and unquestionably a degree of influence and usefulness belonged to that valuable Officer to which no Superintending Engineer under the present system can ever attain.

17. It appears to me one of the fundamental errors in the constitution of the Department that effective service and responsibility are not proportioned to salary and position, considering that the District Engineer are but little if at all inferior in status, those of the first class being equal in actual emolument to the Superintending Engineers, they do not in my opinion take an adequate share in the work of their Districts, Executive Engineers are not placed in position corresponding to their classes and those of inferior grade are often employed on exactly similar duties not only with lower personal salaries but with weaker establishments so that an equal service cannot be rendered by them.

18. Were the Superintending Engineers employed as Inspectors over the District Engineers the latter over their Executive Officers and those again over the Subordinates and were reports required from each grade of the actual amount of work they had verified, I am satisfied that Government would be protected against the consequences of ignorance carelessness and general laxity, which must to a greater or less extent prevail in all Departments.

This assumption will I trust not be found to be borne out by the result but even if it were so, such a result might be fairly attributed in great part to the numerous interdicts and stoppages of the last 2 years.

19. No means now exist whereby this security can be obtained and it is perfectly clear that a District must be mismanaged to an alarming extent before any effective remedy can be applied. In the mean time I am certain that a comparison of the cost of Superintendence with value of results will prove that the state is paying an exorbitant price generally for work demanding neither science nor any peculiar merit but simply an honest performance of duty for which even uneducated men are qualified.

20. Lastly it is necessary to complete the statement of my opinion by observing as I have done in a former paper that the Chief Engineer shares in the general misallotment of duties and that it is wholly impossible for his attention to be properly given to the great questions of public improvement so-long as he considers necessary his own inspection and authorization of every paper that passes through an Office conducted virtually by five Secretaries including the Assistants.

Superintending Engineers Office,
Fort St. George, 21st August 1857.

(Signed) E. LAWFORD, Major,
Superintending Engineer Southern Circles.

(True Copy.)

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

No. 27. ORDER THEREON, No. 1770; dated 17th September 1857.

In Extract Minutes Consultation 10th August last No. 1556, the Government laid down the procedure to be observed in conducting the correspondence of the Central office, both with the Districts and the Government. They directed that the Superintending Engineers should more immediately control their circles, by opening and disposing of letters received from the Districts, their disposals being subject, before final dispatch, to the approval of the Chief Engineer, and that they should be invested with the privilege of recording their sentiments, for eventual transmission to Government, in all cases of difference with the Chief Engineer. The Government remarked that they had frequently to point out errors, to complain of delays, and to return, for further consideration, projects, which they felt satisfied, would have reached them in a more matured shape, had the opinion of the Superintending Engineers been diliberately taken upon them. With reference to these orders and observations, the Chief Engineer submits Minutes from Major Lawford and Captain Johnston, Superintending Engineers of the Southern and Northern Circles respectively, together with his own sentiments on the relative position of the Chief and the Superintending Engineers in the Central office of the Department.

2. The Chief Engineer argues that the Government order of the 10th August in reality effects no change in the mode of doing business in his office; and that what is now ordered, has, in fact, always been the practice. Major Lawford and Captain Johnston offer the same opinion.

All these Officers appear to leave out of consideration what is the main feature of the change, namely that, while under the former system, all orders originated with the Chief Engineer, and business went down to the Superintending Engineers, under the new order the reverse will be the case, and it is the Superintending Engineers who will originate, and business will go up from them to the Chief Engineer. The Superintending Engineers have now the initiative; they are free to suggest their own views and opinions, which hitherto they may have hesitated to do when those of the Chief Engineer had been already expressed; and, if their views and opinions should be objected to by the Chief Engineer, and the occasion should appear sufficiently important to warrant it, they are now at liberty to submit the question at issue for the ultimate decision of Government. In these two points therefore, the authority and responsibility of the Superintending Engineers have been much increased, and the Chief and Superintending Engineers have it in their power to make the Department work well. But it is impossible that it should do so, if those who are to work it, take diametrically opposing views. The present Chief Engineer has perhaps hitherto been desirous of exercising a too minute and detailed supervision; and the Superintending Engineers apparently desire to be made wholly independent of their superior, and each, in fact, to be a Chief Engineer in his own circle.

3. In the Central office, as in all offices, there must necessarily be much routine business, which may well be trusted to the Superintending Engineers to dispose of without reference to the Chief Engineer, and although the Government cannot undertake to specify precisely the business which should be there transacted, they are of opinion that the Chief Engineer may make such arrangements as will relieve himself of much needless trouble and leave him more time for the consideration of important business, while their adoption will add to the responsibility and authority of the Superintending Engineers. A list of their disposals should be periodically shewn to the Chief Engineer in the same manner as the Secretaries to Government lay before the Governor in Council, a statement of all business disposed of directly in the Government office.

4. The Government feel that they have given the Chief and Superintending Engineers every opportunity and that the efficient working of their office now depends entirely upon themselves. They think it unnecessary therefore to discuss the subject any longer, and it only remains for them to direct that the rules, as laid down in their order of the 10th August last, be implicitly carried out, without further discussion or comment.

5. In order that Superintending Engineers may be kept informed of the state of business in their circles while they are out on Circuit, it will be the business of the Central office to supply them with lists, from time to time, of all the work done at the Presidency connected with their circle during their absence. The Government have no objection to the names of the Superintending Engineers appearing attached to their respective reports.

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

Government having furnished the two first sections of the new approved Code relating to the duties of the Chief Engineer, and the three Deputy Chief Engineers, the following Subsidiary Rules are to be in force from the 1st July next, on which date, the Deputy Chief Engineers will take their seats in the Central Office.-

Rule 1st. All covers received, including Orders from Government, will be opened in the Central Office, and be immediately registered in the General No. Book, and the General No. being affixed thereon, they will be entered in the Subject Registers, or Diaries - viz. Government orders in a separate Register kept for the purpose, and all Residency and Provincial Letters Returns &c. in another Register.-

After the Registry of letters received, all important orders and Letters of general interest will be separated. These will be put into a box for the Chief Engineer's previous inspection, and his own disposal, or for such orders as he may desire to note thereon. These papers of general interest if not retained by the Chief Engineer for his own disposal, will be marked off by him to be disposed of by any of the Deputy Chief Engineers, the Assistant Chief Engineer, or the Uncovenanted Assistants &c. &c. All other papers will be put, according to the Divisions into three Divisional Boxes, and be delivered to the respective Head Clerks of the three Deputy Chief Engineers, and their signatures obtained in a book, to be kept for the purpose, in which the General Nos. only will be shown, and the date of delivery. The Districts forming each of the three Divisions of the Presidency, or circles of superintendence, (agreeably to which the foregoing papers will have to be sorted in Boxes) are as follows.-

Southern Division.

South Arcot, Tanjore, Trichinopoly, Salem, Coimbatore, Malabar, Madura, Tinnevelly, and Military Buildings in Mysore and Travancore.-

Northern Division.

Ganjam, Vizagapatam, Rajahmundry, Masulipatam, Guntoor, Bellary, Canara Kistnoo and Military Buildings Secundrabad and Jaulnah.-

Centre

Centre Division.

Nellore, Cuddapah, North Arcot, Chingleput, and the Residency Division.—

3rd. The papers received as above by each of the three Head Clerks shall be immediately registered in a Book to be kept by each of them, in the form of the General Nº. Register of the Central Office, in which shall be registered, the General Nº., the date, and the date of receipt of each paper, its subject, and the abstract of the disposal thereon. The subject of each paper and the abstract of its disposal, shall be given as concisely as possible, but so clear as to enable the Chief Engineer to understand the same by a single perusal. These Registers will be sent every Monday, by each of the three Head Clerks, for the Chief Engineer's inspection. The Deputy Chief Engineers will inspect these Registers two or three times a week, or oftener, to see that they have been properly kept up. From this Book the Chief Engineer will be able to know how papers, not previously seen by him, have been disposed of.—

4th. Immediately after Registry, the Head Clerks will take all the Letters, Returns, &c., to the Deputy Chief Engineers, by whom they will be sorted into three Classes. The first and largest class will comprise all those of an ordinary description requiring no previous orders of the Chief Engineer; these will be retained by the Deputy Chief Engineers for their own disposal and despatch through the General Department, at once. The second class will consist of such papers &c. for which Drafts will be prepared, but which are required to be first sent to the Chief Engineer, (complete with all references), for his approval. The third class of papers are such as require the previous orders of the Chief Engineer before drafting thereon, which must be sent to him complete with all their previous correspondence, accompanied by a Memorandum from the Deputy Chief Engineer, expressing his opinion thereon. It will of course be left to the discretion of the Deputy Chief Engineer, as it is with a Secretary, to decide which papers they are to refer primarily for orders, and which to dispose of at once or send with Drafts for approval.—

5th. All papers appertaining to the Estimate and Audit Departments should be sent direct by the Deputy Chief Engineers to those Departments, for examination or disposal. The papers will be marked off to the Heads of those Departments viz. Mr. Grant and Mr. Home.—

6th. The description of papers appertaining to the Estimate and Audit Departments are as follows.—

7th. To Mr. Grant will be marked all papers relating to the Estimate Department, such as Estimate for new works, improvements, and for repairs, application for execution of works, either sanctioned, or proposed for sanction. These papers will be immediately registered in a Diary and the Estimates will be at once taken in hand, and after examination, those for new works or improvements, duly signed by one of the Estimate Makers, in token of examination, will be returned to the Head Clerk of the Deputies Divisions to which it refers with all the papers received with them. All Estimates for repairs &c., which come within the powers of the Chief Engineer to sanction, will be passed in Proceedings by Mr. Grant, or under his orders, or be otherwise disposed of, according to directions of the Deputy Chief Engineer. To Mr. Grant will be also marked off, the Periodical Annual Reports, on the operation of the Department required by the Government of India, and the local Government by whom one General Report will be prepared after due examination of the returns received from the Local Officers. To Mr. Grant will be also sent all such papers which the Chief Engineer may specially direct to be marked off to him for disposal, principally such as are of a general character. To Mr. Grant will also be sent, to be included in the Monthly List of Estimates for submission to Government, the Reports prepared by Deputy Chief Engineers, on Estimate recommended, and their accompaniments, which will be first examined by him, as to their conformity with the Rules prescribed by Government.—

8th. To Mr. Home will be marked off all papers exclusively of a financial character; viz.- Bills of expenditure, with Letters relating thereto, or to delays or other impediments &c. in their transmission. Monthly Accounts Current, with the Abstracts appended to each, for the preparation of the Monthly Journals. Monthly Progress Reports to be Tabulated in a General Register and returned back. Monthly Traffic Returns for Mr. Johnson to Tabulate. Monthly Reports of trifling Repairs. Monthly List of Ordinary Estimates sanctioned by the Collectors. Annual Report of Progress and expenditure on sanctioned

Public

Public Works in the yearly Budget for preparation into a General Statement for the Government of India. Estimates of probable expenditure, which may be required by the Accountant General. All annual Budget Lists sent by Officers to be included in the annual Budget of the Central Office, and all orders of Government, sanctioning Estimates for the Budget, or for immediate execution, and all other Statements of expenditure of a financial character, as also all correspondence connected with the foregoing returns.

9th. By the foregoing arrangements the Deputy Chief Engineers of each Division will receive every Document sent to the Office, having reference to their respective Divisions, and they will, after marking off to the Departments in the Office adverted to, and to which appertain the disposal of papers particularized in the two preceding Rules, retain for their own disposal all other papers, whether of a professional character, or otherwise.—

10th. By the above Rules being carried out, the Central Office will be exempted from disposing of papers which it had hitherto done, excepting of course such papers as the Chief Engineer may retain for his own disposal. The Central Office will now have more leisure to attend to its legitimate duties, viz to watch that every paper sent out of the Office to the Deputy Chief Engineers, have been or are in speedy course of disposal. That every Government order requiring reply or explanation is at once disposed of. That all Circulars sent are replied to, and the objects for which such Circulars were sent, are at once attended to on the receipt of replies. That proper Registers are kept of all Periodical Returns received into the Central Office, within due dates so that at a glance all replies not received may be known, and renunders sent, and that no complaints be allowed to emanate from the Government or any other Official.—

11th. All Drafts &c connected with the Estimate and Audit Departments, will be forwarded to the Deputy Chief Engineers to be passed by them (under initials) and returned. An hour will be fixed by them to receive the disposals of these two Departments. On the return of these papers they will be forwarded to the Chief Engineer to be passed under his initials.—

12th. All fair copies of disposal, such as Proceedings or Letters, (except those to Government) will be signed by the respective Deputy Chief Engineers of the Division, who will likewise sign all Bills passed, and Estimates sanctioned, with the fair Proceedings which are to accompany them to the Officers concerned. The Chief Engineer will signify on any particular Draft, which he may desire to have signed by himself, his orders thereon, which will be attended to and this will likewise be observed by the Head Clerks of the Deputy Chief Engineers.—

13th. It will be the duty of the Manager of the General Department to see that each days proceeding, with the Minute paper, complete, are circulated to the Deputy Chief Engineers with as little delay as possible, in order that each letter received and all Drafts issued from the Central Office may be seen in succession by each Deputy Chief Engineer, and the Assistant. The Minute Paper with the letters and disposals constituting each day's Proceeding will be sent in the first instance to the Head Clerk of the Deputy Chief Engineer for the Southern Division, after the several papers have received the initials of that Officer, they should be transferred to the Head Clerk of the Deputy Chief Engineer Northern Division, and by him again transferred to the Head Clerk of the Deputy Chief Engineer for the Centre Division, it will consequently become the duty of the latter Head Clerk to return the Minute paper and all the letters and disposals it comprehends to the Manager of the General Department of the Central Office, to be by him submitted to the Assistant.—

In order to obviate delay in the fair copying of each day's Proceedings, the Deputy Chief Engineer and Assistant to the Chief Engineer, are requested to peruse and affix their signatures to each day's Proceedings, with the utmost practicable despatch, any delay must necessarily retard the submission of the Proceedings to Government, and will entail censure.—

It must be understood as a general rule that receipts should be taken for all papers, Returns Documents &c^a^, delivered from one Department to another, or to the Deputy Chief Engineer's Department, in a Memo Book, which need show only the General numbers of the documents, and the date of delivery; this will enable one to trace out a paper when required from one Department to another.—

Colonel,
Chief Engineer, D. P. W.

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Memorandum

In Ex. Mins. Cons. N°1556 dated 19 August 1856, the system ordered for the Conduct of business in the Central Offices

1st That the ordinary correspondence of the Chief Engineer with all the District Officers, shall be through the Superintending Engineers / this is the Course pursued at present /

2nd That all Correspondence from District Officers shall be addressed to the Chief Engineer, superscribed with the name of the Circle in which the District may be, / this is the Course pursued at present /

3rd That the letters shall be opened by the Superintending Engineer of the Circle and disposed of by him under the orders of the Chief Engineer / as a Secretary does in the case of a Board. /

(This appears to be much the same as the present Course, except in the first opening of the letters.

4th That all orders after previous submissions

Central Office of P.W.
Fort Saint George
17 August 1857

No 3002

From

The Chief Engineer

To

The Secretary to Government
Public Works Department

Sir,

I have the honor to request that you will do me the favor to submit to the Right Honorable the Governor in Council, the following observations in reply to the Extract Minutes of Consultation of the 10th Instant. No 1536

Encls 4

2 I beg leave to point out that in respect to Para 1, the question mooted by the Superintending Engineer S. C. does not as I think (might be) generally inferred from the Executive Con; whether Reports from Local Officers should be sent thro' the Superintending Engineers intermediately to the Chief Engineer and to Government, but whether they should pass through the particular Superintending Engineer of the Circle to

Enclosure 2 to
From
The Chief Engineer
To
The Secretary to Government
Public Works Dy
Fort St George

Dated 17th August 1857
No 3002

Sir,

Adverting to the Extract from the Proceedings of Consultation of the Hon'ble the Governor in Council, dated 10th Instant No 1536 on the subject of the future conduct of business in the Central Office, I beg to state that the Rules now in force,

extensive Projects, the authorizing in-
structions for the investigation and con-
duct of which are originated by the
Madras Superintending Engineers is con-
fided to, or exercised by the corresponding
Officers in the Lower or North. W. Provinces
I beg leave to entirely disclaim. The real
function of the Superintending Engineer
in Bengal, I take to be almost solely of au-
dit and account, on a system of such
intense centralization, that not only are
all Bills for mofussil works prepared
by the Superintending Engineers, but the
very rates and units of charge for each
description of workmanship are elimi-
nated by those officers from the pencil
accounts and daily Books of the works
for the guidance of the several Executive
I take the liberty to place before you
a printed pamphlet descriptive of the
duties of Bengal Superintending Engineers
and feel assured, that a perusal of
page 38 et seq will shew how preferable
a position in the public service is held by the
by the Superintending Engineers at Madras
Para 2 of the order under acknowledgment strikes me as having been written

under a great misconception of the routine for the transaction of business in the Central Office, consequent on the Extract Minutes Consultation №909 of the 17th June 1856. I think that preferentially to any assurances of any sort, that the present intentions of Government have long been carried into practical effect by the Superintending Engineers, the Government will like to have a copy of the office rules which have been in force since the 1st July 1856, and I therefore take the liberty to forward it for the information of Government. A perusal of that document will clearly establish, that the orders of the 10th instant now promulgated will make no change whatever in the method of transacting business, except that the Head of the Office will hereafter peruse the despatches, after the Superintending Engineers, instead of before those functionaries.

So exceedingly unsatisfied am I with the present routine, and so irksome is any over position on which no measure of personal diligence or devotion

works any improvement, that it is a very great disappointment indeed to have ascertained the entirely inoperative character of the orders now issued.- That any official associates take the same view, will be apparent from the accompanying joint Memorandum in original, which I received from those officers last evening.-

6 I gather from the Extract Minute Con: 1556 of the 10th Instant generally that, an opinion prevails with the Government, that the Head of the D.P.W. is the actual, if not the ostensible author of the voluminous correspondence which issues from the Central Office, and that instead of the Government having the benefit of the advice of the selected, highly paid, able and experienced Superintending Engineers of the several Circles, the Chief Engineer obtrudes his own personal views on professional points, to the exclusion of those of his stated advisers

7 To remedy this is the avowed object of the present orders, the plan now in vogue it is said not working well. In reality however, the despatches and reports laid before the Government

under the signature of the Chief Engineer are entirely the productions of his stated advisers. So entirely unfounded is the belief that the Head of the office depresses or excludes his official associates, it is literally true, that with the single exception of the Memorandum, he has not personally reported on one single Estimate, or one Budget Project, since his nomination to the D.P.W.

8 I must now most respectfully appeal to the Right Honorable the Governor in Council for an indulgent consideration of my own position in establishment. Three experienced officers selected solely for their professional ability have been assigned to me, to assist in carrying on the duties of the office, and exactly in proportion as they are eminent for their merit and distinguished by their approved talents, does it become difficult, not to say impossible in many cases to stamp on each disposal precisely that character or to convey to Government that exact phase of opinion which I should desire, when knowing that every papers from the Central Office

was regarded as the expression of solely my own views. So also must it be, in regard not only of the manner in or the arguments by which each measure may be supported; but to the length of time consumed in the preparation of the papers finally laid before Government. It must I think become evident to Their Lordships in Council, that with Engineer Officers of the standing and reputation of the three selected Superintending Engineers of Circles, the practical limit of control or interference is very soon reached when once a subject has been made over to the management of an official associate, and that after a certain time general acceptance becomes a necessity, however great may be the deviation from what would have been preferred, had the Head of the Office been allowed the personal disposal of the matter. Dates, references, and recapitulations which might have formed indispensable parts of a despatch if drafted by its ostensible instead of real author, may be omitted by the irresponsible writer, and who yet might resent overruling corrections if carried beyond a particular point varying of course

with the person and the occasion, yet always falling practically far short of that habitual revision and alteration which would be unscrupulously exercised if the Superintending Engineers were of less elevated rank, or were more directly subordinate to the Head of the Office. Yet whilst they are dependent upon others for the time, manner, and soundness of each measures disposal, the fiction of individual responsibility and of unity of administration is so closely adhered to, that the Chief Engineer is held personally answerable for every word and act emanating from the Central Office, notwithstanding that he is virtually debarred from all interference in the majority of cases beyond a particular point (unless by cancelling the entire Proceedings, he chooses to undertake the whole case de novo, which either official pressure or the requisitions of Government may make impracticable) it is the work of the stated advisors that is really called in question. Moreover confidence must necessarily be reposed in officers selected for the important duty of Superintending Engineers and it cannot be expected that the

Head of the office shall (maintain) throughout an attitude of chronic suspicion, ever on the watch to detect some of the various omissions that have from time to time been severely animadverted upon. Nor indeed would time itself suffice for a scrutiny so close as here alluded to, and it must always be presumed, that Officers intrusted with a duty will perform it carefully and to the best of their ability. It is for the Government to decide how far this presumption is increased by a vicarious appropriation of censure for shortcomings, and by rendering the actual agents irresponsible through the substitution of the nominal Head of the office.

7 A partial if not a complete remedy for this anomalous arrangement would be, either to direct that Superintending Engineers shall authenticate their own Reports and letters to Government, exactly as the Chief Engineer now does, and with the addition of his countersignature, or else that the letters instead of being drafted to the Secretary to Government for the Head of the Office to adopt as his own, shall be addressed to the Chief

Engineer for him to pass forward by endorsement, if his own remarks are required, or by single countersignature in token of agreement if the occasion does not call for qualification by his opinion. In further support of the alteration now advocated, it may be urged that it is unfair on the distinguished officers nominated to the Central Office that their individuality should be merged in the Chief Engineer, or that credit belonging to themselves, the result of great local knowledge, or of much and profound thought, should not be assigned to their true authors. Thus from which ever point of view the present practice be regarded, it appears open to objection, and a new system avowedly intended to put an end to the irresponsibility of collective opinion by substituting a single head personally and directly answerable is seen to be clogged by the ascription of blame or praise to an imaginary author, and by the withholding of approval or rebuke from the real agent. I have finally to report that by the assignation of universal authorship to the Head of the office, the actual authors are exempted from the operation of those inducements to

diligence, accuracy, and exactitude which elsewhere are admitted to be of fair efficiency, and where neither credit nor discredit are to result, it seems time too much to take it for granted, that the anonymous writers shall uniformly put forth their best efforts, and never yield to the temptations of a perfunctory discharge of duty.

10. But if the conduct of the Central Office and of the D.C.P.W generally has been unsatisfactory to the Government, and if the reform intended by the orders of the 10th instant is in point of fact no reform at all, but simply a perpetuation of present inefficiency, it still remains to introduce such other changes as may be likely to correct such other loudly complained of.

11 My own belief is that all hopes of success are visionary, based on a scheme which does not recognise the necessity of a professional Secretary holding the same relation to the local Government as Colonel Baker bears to the Government of India. It might both be difficult and out of place for me

even to attempt to show the soundness of this opinion, albeit that to myself it seems like a self evident truth, but it appears abundantly sufficient to cite as a case in point, the professional composition of the Public Works Secretariat at Calcutta. The reasoning which led to the appointment of three able officers of Engineers to the bureau of Public Works for the Government of India, must in its degree be directly applicable to the Presidency of Fort Saint George, and I am even of opinion that it would need small ingenuity to shew, that there are stronger reasons in favor of an Engineer P.W. Secretary at Madras than at Calcutta to which questions are seldom referred that have not already been professionally considered.

12 Much of practical imperfection that is considered to have now been developed in the present constitution of the D.P.W. was clearly foreseen by the Commissioners in their first luminous Report, and they earnestly deprecated the appointment of a single officer, as certain to be wanting in that weight & consideration with Government essential

to the position which the Head of one of the most important branches of the administration ought to hold.- Indeference to the prevailing spirit of the time however, a single Chief Engineer was nominated instead of a professional Board supported by a Civilian of standing and ability; but I am not myself of opinion that at Madras he has been so situated as to have the personal administration of the Department in his own hands, so that he could impress on every part of it unity of purpose and management. Three able Officers have been withdrawn from scenes of immediate usefulness to fulfil the functions of joint Secretaries, and yet they are of such standing and reputation that their real position in the Central Office is far less that of Subordination of de facto separate Chief Engineers of their own Circles, taking for the most part the initiative in all the questions of the day affecting what Projects should be supported, themselves resigning under the signature of the Head of the Office their reasons to Government for the choice, and in point of fact practically directing the whole of the operations

of their Divisions to the partial, if not whole, exclusion of that detailed management of the Chief Engineer which he was legally the sole responsible agent ought not only to have had the power, but the official duty of introducing throughout the Presidency-

13 But separate from defect of the system which has now been nominally in force for two years, I think the Government should not overlook the numerous impediments and difficulties which have beset the Madras D.P.W. from the era of its ostensible inauguration even to the present moment. I greatly question whether there has ever been known such a continued succession of interferences and interruptions to the uniform and regular discharge of duties (themselves founded on radical alterations involving extensive reforms, and the establishment of as much important principle) as have attended upon and pursued the Madras Central Office of Works from August 1855 to August 1857.- Perhaps not a single month has passed without some occurrence exercising a prejudicial influence on the welfare of the Department

on its new footing. Thus at the outset, the bureau of an experimental strength, was composed of three different sets of servants, all of whom were accustomed to different modes of conducting the business of the branches of the public service to which they had belonged - after the brief interval of a very few weeks, the long and invaluable experience in the conspicuous ability and habits of business of Major Hall were lost to the new office, by the employment of that excellent officer elsewhere. A no more irreparable disadvantage than the withdrawal of the Secretary to the former Board of Works for the long period of 12 years, and who was familiar with every question that could occupy the attention of the new Board could well have occurred. At no distant period a similar loss was occasioned by the withdrawal of the Superintending Engineer of the Northern Division - Seven Months were allowed to pass before the Central Office was completed to its full strength by the appointment of an Assistant to the Chief Engineer. Scarcely had business

business been generally distributed and had fallen into the intended permanent channels of disposal and despatch, that new and provisional arrangements became necessary by the absence first of one Superintending Engineer, then of another, & at one time indeed of all the Superintending Engineers together. Meanwhile the Board organization had to be developed by the publication of a succession of new regulations following each other in swift succession until the introduction of an entirely new system of account whereby the entire expenditure in the enlarged and actively employed D.W.W. was transferred from the Accountant General to the Central Office, there causing liabilities and engagements it had been impossible to foresee on first tentatively proposing the respective strengths of the Account and Audit Departments: With both the numbers and the names of the officers composing the Central Office continually changing and fluctuating, the Government did not the less expect a punctual rendering of the several periodical papers required by the new system; and the Central Office was and still is

held answerable for the delays in the District Offices, themselves not finally authorized until a very few months ago. Uncertainly has marked and clouded all the most important measures connected with the efficiency and working of the new Department, and after protracted correspondence and discussion it was not until the second month of the present year that even the financial scale on which the Madras Department of Public Works was to be permanently constituted, was made known to the several members. The increase under consideration has been sanctioned also by the transfer of the Executive from the Revenue offices throughout the whole of the allowances (previously with the exception of Trichy); but the prosecution of authorized works has been interdicted in toto, and even sanction granted only to expenditure of less than 10,000 Rupees. - What the annual labours of a Central Office must have been to keep pace with all the things then imperfectly described, the Government will have no difficulty in procuring sufficient knowledge

been addressed to shew that the intended normal condition of the Madras Works in general and of the Central Office in particular has not yet been attained, and also that until there is a regular uniform and punctual discharge of business, with a well defined relation between the District and the Central Offices, and with a completed transfer of the Executive fairly engaged in meeting the annual requirements of the country, it is still premature to arrive at a final conclusion condemnatory of an office which may yet be found fully able to deal with the duties it is intended to discharge.

14 I must apologize for the prolixity of the foregoing resumé; but I apprehend that some such generalities if far from being irrelevant to a conjuncture which amidst its other specialities comprises so unfavorable a verdict of Government on the present Head of the Central Office, whose infelicitous fortune it is, and has been, that while it is in deference to the understood wishes of Government he has devoted the preparation of despatches & Reports

and the general transaction of Current business on the Superintending Engineer to whose labours his own name is affixed, he is alike by station and personal designation especially answerable for defects and omissions to which nominally alone, has he been guilty of.

5. If the Superintending Engineer had been any personal obstacle and generally believed to have been the fatal purpose of the Most Noble the Governor General of India throughout His Lordships Councils of the 30th January I should justly have been held responsible for the vigour and success of my administration, but as matters have been with equals rather than with Subordinates, the delegation of my own functions and authority to those able officers has been a wise and unavoidable necessity and as already stated, in matters where personal interference has been all but impracticable, (except by beginning the whole work de novo which for the most part, time would forbid) I am singled out for censure not justly incurred. From the first my conclusion has been that the Govt

shrinking from conferring on any one single officer influence and authority so great as a de facto Chief Engineer possessing the confidence of his superiors, would necessarily be, more especially with an unprofessional Secretary, has sought the safety and security of sound professional judgment by the appointment of Engineer Officers of high rank and ability partly as colleagues and partly as Assistant, but in so doing has placed these Officers on so anomalous position as to almost render nugatory the Head of the office by holding him up to the habitual displeasure of Government whether it has dissatisfied them with the assignment of functions which they consider, perhaps justly, unworthy of their experience, ability, and high standing in the service.

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In conclusion of do myself the honor to request that the accompanying Minute from Major Crawford, representing the disadvantages and defective authority of the Superintending Engineer under the new order may be placed before the Right Honorable the Governor in Council as tending to strengthen my own belief of some further early alterations in the relative position of those officer and the Chief Engineer being now required.—

I have the honor to be
Sir
Your most Obedient Sh
Servt

Central Office of W
Fort St George
17th August 1857
Ed Thos

Colonel
Chief Engineer.

Colonial Office Whitehall
2nd August 1857.

No 3166.

Sir,

I am directed by the Secretary of State for the Colonies to acquaint you, for the information of the Governor and Commander in Chief of Prince Edward Island, that a Despatch has been addressed to Her Majesty's Government by the Lieutenant Governor of that Island, on the subject of the Report of the Commissioners appointed to enquire into the Management of the Crown Lands in that Province.

I am, Sir,
Your most obedient humble Servant,
(Signed) Robert Bunbury

The Officer administering the Government of Prince Edward Island.

Public Works 1857 Dept
No to Col Sec 22 Sept
No 1615

Sir,

The Chief Engineer

To

The Secretary

to Govt

Dated 1st
Rec'd 3 Aug 1857.

No. 3007

Encl in

Lieut Colonel Robertson
Officer Commanding Royal Engineers
Prince Edward Island

Sir,

I have the honor to acquaint you, for the information of the Lieutenant Governor, that I have received a Despatch from the Secretary of State for the Colonies, dated 2nd August 1857, No 3166, on the subject of the Report of the Commissioners appointed to enquire into the Management of the Crown Lands in this Province.

I have the honor to be,
Sir,
Your most obedient humble Servant,
(Signed) [illegible]
Chief Engineer

Lieut Colonel Robertson
Officer Commanding Royal Engineers
Prince Edward Island

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I have the honor to acquaint you, for the information of the Lieutenant Governor, that I have received a Despatch from the Secretary of State for the Colonies, dated 2nd August 1857, No 3166, on the subject of the Report of the Commissioners appointed to enquire into the Management of the Crown Lands in this Province.

I have the honor to be,
Sir,
Your most obedient humble Servant,
(Signed) [illegible]
Chief Engineer

Public Works 1857 Dept
No to Col Sec 22 Sept
No 1615

Sir,

The Chief Engineer

To

The Secretary

to Govt

Dated 1st
Rec'd 3 Aug 1857.

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I have the honor to be,
Sir,
Your most obedient humble Servant,
(Signed) [illegible]
Chief Engineer

No 25.

regarding the Change of System in the Central Office.

c18 Aug 22 c8 Sept No 1

Engineers would have prohibited me his consent to such a paper as Major Lawford's present Minute, being placed upon the records of Government.

3. In the hope of somewhat facilitating the consideration of Major Lawford's Statements, I have had them transcribed on half margin paper and have annexed side notes of greater or less length on each paragraph; and the painful duty still pending of offering such further general observations as seem to me to be required by the nature of the sentiments confidentially reluating the superintending Engineer throughout the whole of his employment as a Member of the Central Office.

4. I cannot easily express the pain with which I have perused Major Lawford's admission in Para 2 of an habitually defective examination of the Projects of the District Engineers on the ground of his own opinions, when differing from those of the Head of the Office, having been overruled. It surely would

would seem to be prevailable that when any such alleged dissonance of professional opinion exists, the Collision instead of stifling scrutiny would call forth the fullest exercise of the strictest powers of examination.

5. But granting to the very fullest (albeit quite unconscious of any such single occasion) that Major Lawford has been overruled (there being absolutely nothing discoverable on record substantiating the supposition) in his debt to the public service thereby in the smallest degree weakened and is so immaterial a point as the real authorships of measures to form a valid reason for those measures not being prepared with the fullest measure of ability possessed by him whose Office it is to place the Project before the Government.

6. It adds, if it be possible to the painfulness of this part of Major Lawford's discharge of duty, that whilst confessedly difference of professional opinion between himself and the Chief Engineer forms the exception and not

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the public, he yet avers that he has
"never regarded himself in any manner
"responsible for the preparation of such
"papers" (alluding to Reports on improve-
-ments and New Works to Government)
"otherwise than as carrying out the orders
"of the Chief Engineer placed on them."

7. It would occupy too much
time to go into the details of the
Nainjeepett Anicut cited especially as
a case in point. The instructions are
stated to have been verbal, and it is
only necessary to mention that the
former Board of Works, assisted by
their able and experienced secretary
Major Bell had arrived at a
decision after much deliberation
and discussion, anterior to Major
Lawford being called upon to report
on that Project, in the discharge of
his ordinary duty.

8. The question is simply whether
Major Lawford was absolved from putting
forth his best endeavours, because as
he alleges (of which I much regret having

no

no remembrance) he "distinctly objected"
to what he was the ministerial agent
of explaining to the Government.

9. The 3d para of the Superintend-
-ing Engineer's Minute appears to me
to amount to nothing less than the
acceptance of an Office, the duties
and conditions of which he was
predetermined not to fulfil. Major
Lawford it would appear could not
but have fully known the confidence
placed in him by the Head of the
Office and by the Government. If
it has been known that he did "not
"scrutinize the local Officers proceedings
"carefully" and that he withheld a
"full record of his views, because the
Government had ordered all Reports
submitted to themselves to be signed
by the Head of the Office, most
assuredly these proceedings would
never have been made over to him,
and it is only now that for the
first time, I am thus made acquainted
with the great injustice done to

the

dispatch

the general professional treatment of
the Southern Circle

10. In respect to Para 6, I am under the impression that the difficulties described are of Major Lawford's own sole creation, every paper is accessible to each Member of the Office as to its Head, and I have ascertained from the Superintending Engineer of the Northern Circle that his own personal experience is diametrically opposite to Major Lawford's. There is something peculiarly unfair, not to say ungenerous in bringing forward the retention of the 27th November despatch, for that document having accidentally been detained for some days in my own Quarters concealed by a book, I myself transmitted it with my personal Apologies for the oversight which I fully described with the expression of my hope that no inconvenience might result from the mistake. It is however the general character of the Minute that such exceptional case seems to have been noted so as to convey an erroneous impression of the prevailing character of the whole Office and its system. In regard to what is alleged, it is a simple question of the relative strength of directly opposite testimonies, although I apprehend that it is not beyond possibility that the Chief Engineer may have occasion to enter into confidential Communications with the Government which it may not be advisable to place on immediate record. Here too however such a case would be altogether exceptional.

11. I will not however trespass further upon the time and attention of Government unless it should be the express desire of His Lordship in Council that I should reply seriatim to each of the Superintending Engineers Statements where personally affecting the Chief Engineer. I am fully prepared to do so in every point but am most unwilling to further

prolong

prolong a correspondence already so
tedious and painful.—

I have the honor to be,
Sir,
Your most Obedient Servant
G. Walker Colonel
Chief Engineer

Central Office of P.W.D.
Fort St George
26th August 1857.

To
The Secretary to Government
Public Works Department.

Minute by Major G. Lawford Superintending Engineer Southern Circle.

Since writing on the subject of the recent order No. 1556, relating to the duties of Superintending Engineers, I have read in a cursory way part of a letter to Government from the Chief Engineer, wherein that Officer states that he has never drawn up more than one report on projects submitted for sanction; thereby implying that all of those papers, with the errors and omissions noticed in the orders on them, were entirely the work of the Superintending Engineer; and in another place, Colonel Faber records his dissatisfaction with the existing system.—

If Major Lawford has only read the paper alluded to in a cursory way surely before acting upon it he should have read or have read it deliberately.— By doing so, he perhaps would have discovered the work of the Superintending Engineer, and Colonel Faber's dissatisfaction with the existing system, instead of associating the two topics, as if in the relation of cause & effect.

2

Published 1857 Dept. of Public Works to Con. 23 Reports 1856 Appendix

From
The Chief Engineer
Southern Circle
To
The Secretary to Govt.
Public Works Dept.

Dated 26th Aug. 1857
Rec'd 28th " "
Ans'd 4th Sept. "

No. 1556 Memorandum
Referring to Secretary's No. 1555 of 21st Inst. forwarding a Minute from Colonel Faber on the duties of Superintending Engineers
Submitting a Minute from himself on the same subject

No. 26.

25th Aug. 1857. Rec'd 28th Ditto.

2. How far any Colleague may admit this impeachment of their official or professional character, I know not, but for myself I can aver, that I have never regarded myself as in any way responsible for the preparation of such papers, otherwise, than as carrying out the orders of the Chief Engineer noted on them. — In particular, I would refer to the Estimate for restoring the Nining pelt Aniout, to the submission of which I distinctly objected, but being overruled I felt bound to draw up such a report as I believed to be in accordance with the Chief Engineers views. The same feeling has influenced me in other cases and it was no doubt owing to this cause, that Government observed so little apparent examination of the projects

There has been no "impeachment" whatever of official or professional character; there has simply been a statement of fact, with reference to the apparently general belief that the Chief Engineer took too much, and the Superintending Engineer too little of the direct business of the office.

The "orders of the Chief Engr" noted on them "cannot very well be carried out when he does not give any." For the most part all the Project Proposals passed the Superintending Engr virginibus, if not, it is found that the orders consist of the words. "For the Superintending Engr's disposal". If more than "Exceptis probandis" an order.

It is evident that either the Chief Engineer, or the Superintending Engineer must report on project to Government supporting each equally capable, it is a waste of time for both to so report. That which it is the duty of an officer to do at all, it is his duty to do to the very best of his powers and responsibility. The Government having forbidden the Supt Engineer to sign their own papers the necessity of conformity is obvious. —

The whole of this para

3 If I had felt my responsibility as Head of the Southern Circle, I should most certainly scrutinize the local officers proceedings more carefully, and recorded any views of them more fully than I did as the mere Agent in preparing them for Government. When I did attempt to state my reasons for proposing a work, (Lock and Calingulah in South Arcot) my opinion was in my own name twice forbidden, and the opinions which were appropriate enough for me, with whom the project originated, were assumed by the Chief Engineer, by whom I was distinctly told, that my province was that of Secretary, and that I had no right to record my own opinion.

4 Thus the personal accountability of the Supt Engr

dispose

having always been ignored,
it was impossible for myself to feel that
interest in the work which
was essential to it's being
well done. The principle
which dictated the forma-
tion of a Department under
a single responsible chief
was not carried out in
the next grade. General
questions were referred to
the "joint disposals" of the
three Deputies, and were
necessarily more or less ne-
glected by all, because they
could only be properly dealt
with by the Chief Engineer.
References to records were
attended with the greatest
difficulty, and the Superg
Engrs were often made to
feel that they had less
control over Official ar-
rangements than any Secretary
but in this respect I have
lately found a great im-
provement owing to the exertion
of

para conveys a most painful
impression, asserting as it does,
not the lofty or conceptions
ciple of a conscientious discha-
charge of duty for its own sake,
but of a discharge, regulated
in point of quality and com-
pleteness by the degree of
credit ostensibly ascribed
to the Agent. I hold the
line of duty to be an inex-
tricable, whatever the door
does, must be that does
best, without one atom of
suppression.

It makes no difference whatever, his signature appropriates every thing. But if measures be taken upon the idea that he is the real when only the ostensible author - it seems only right to state the truth. There are few rules without exceptions, and the rule is that he does not make alterations unless of a verbal nature, leaving the superintending Engineer dispositions substantially untouched.

Colonel Taber throws off no responsibility, it has been the condition of his tenure of office from the first. Neither does he impute faults, any more than he ascribes praise; he simply states that however excellent, or however unsatisfactory, they are the productions of his stated advisers, who as Reporters are irresponsible, the Chief Engineer alone being answerable; yet and they not at liberty

of Captain Johnston and the intelligence of the present Record Keeper.

The admission by Colonel Taber, that he has for the last two years taken no share in the preparation of reports on projects does not make much difference in his relations to those papers; for in what capacity has he signed, if he has not thereby adopted them as his own? Has he not read, approved, and in many cases altered the drafts? no officer at the head of a Department can throw off the responsibility of his position, and it seems rather late for the Chief Engineer now to attribute to his subordinates those faults which have been imputed to his ostensible proceedings since the Department was organized. Whether the Government

were aware of the Chief Engineer's dependance on others for professional reports. I cannot tell, but his present repudiation of them seems inconsistent with the fundamental principle of recognized responsibility. With much more apparent reason might a Board on receiving censure say, their proceedings were the act of their Secretary, not their own, but such a renunciation of responsibility would never be admitted. The Chief Engineer's initials have been always understood as carrying his approval and such I believe was their object.

The Superintending Engineers as members (though subordinate) of the Central Office should have been kept acquainted with all the Proceedings, but this has not practically been the

to withhold their best

All papers are equally accessible to all Members of the the Central Office of P.W. There is no such withholding as is assumed. But any Supt Engr may well shrink from transacting out of his own

Circle; and if Superintending Engineers read all papers at the Chief Engineer necessarily does, they cannot write. Para 13 of the Lithographed Rules for the conduct of the Central Office of P.W. from 1st July 56. makes it the bounden duty of the Manager of the Civil Department "to see that each day's proceedings with the Minute paper, complete are circulated to the Deputy Chief Engineer with as little delay as practicable in order that each letter received and all Drafts issued from the Central Office may be seen in succession by each Deputy Chief Engineer and the Chief Engineers Assistant."

case, for many of the letters of the Chief Engineer to Government have been withheld from them, even in matters affecting them selves, as for instance, that of the 27th November 1856, proposing my being sent out on a tour of inspection, of which I had no knowledge until after the Government orders were passed on it. Numerous other cases occur of the same kind & those are in fact the most important papers passing out of the office, but they are drafted and recorded without the Superintending Engineers having access to them. That this was not the intention of Government in fixing the position and duties of the Superintending Engrs is fairly to be inferred from the Code, but that it is quite in accordance with their standing as Heads of separate Circles

despise

is admitted. The fact is that the practice of the Central Office has never been consistent with itself; the three subordinate officers being treated in some respects as Secretaries, in others as Heads of Circles. Secretaries have full access to all papers passing out of their Offices; and this has not been the system in the Department of Public Works.

I do not think that the position or usefulness of the Superintending Engineers will be materially improved by the new arrangement of their duties now laid down. They are not in a condition to give the Government the full benefit of their advice and opinion unless they are enabled to write on all important subjects coming before them without regard to the agreement or dissent of the Chief Engineer; and generally without more local knowledge than (with some exceptions) they possess. Nor are they able to superintend the proceedings of the District Officers so long as their instructions in every point require the authority of the Chief Engineer.

8. I have seen a Circular from the Chief Engineer calling the attention of District Engineers to the order under reference; and pointing out the powers of the Superintending Engineer when on tours of inspection, as representatives of the Head of the Department. This position I have no hesitation in declaring untenable. The Superintending Engineers cannot exercise such powers; the supposed delegation of which to those officers is a delusion. They can only act as Reporters

I fail to see why the "agreement or dissent" of the Chief Engr should prevent the Supt Engr from being "in a condition to give the Govt the full benefit of their advice and opinion". I think that the knowledge of the Head of the Dept and a senior (Rly) officer having to peruse the professional opinion of a distant junior ought rather to act as a stimulus to exertion, and an encouragement to put forth every power and endowment: that his supervision should cause an imperfect and lax performance of duty, may

more, secure in the soundness of his own well considered scientific opinion, rather should such junior officer rejoice in the opportunity of placing his attainments at the disposal of Govt & the suppression, as it might be, of the supposedly less able opinion of the Head of the office.

This strikes me as a contradiction in terms, inasmuch as his having to report an exercise of authority proves clearly that such authority exists.

dispose

to the Chief Engineer under the present system, and the attempt to go beyond that will be followed by confusion, as there cannot be two co-ordinate authorities in one Department.—

9 The Superintending Engineers in leaving the Presidency lose all connection with, and knowlege of, current proceedings even in their own circles.— No orders are communicated, no reports made to them except relative to some special duties they may have to perform. Their only means of acquainting themselves with what is going forward is by inspecting the records of the several District Engineers but this is a lame resource.— The consequence is, that correspondence is increased, references are multiplied, and matters that might be disposed of at once have to go before Government; a result which followed my attempts to have the causes of rivers rectified for the safety of important works in three instances in my late tour.

10 The Chief Engineer has always laid great stress on the difficulties arising from Superintending Engrs not laying before hand a distinct notice of their intended route, which prevents communication reaching them speedily from the Central Office; but this is an imaginary evil. If an Inspecting Officer goes into any District he should be at liberty to visit what places and works he thinks fit, and arrangements are easily made with the Post Office without the necessity of his address being constantly changed in the Central Office.

It can require but little reflexion to shew, that with the present Numerical strength of the Central Office the Inspecting Engineer must lay aside his ministerial function of correspondence while he is on circuit, and that with but a single copyist attached to himself, letters would prove an encumbrance instead of a help.— Moreover, with Collectors and Engrs offices available in every District, the Superintending Engineer can obtain all needful information.—

Though the ignorance of the intended and actual movements of the Supt Engr S.C. during his last tour of the Central Office, I believe that not a single instruction of the Chief Engr was obeyed.—

dispose

11 The observations I made in my late tour have convinced me that Inspecting Officers are very much required throughout the country; I believe that reports on large projects would be far better prepared if the Superintending Engineers were consulted by the local Officers, and I am convinced that much improvement is needed in the Executive system conducted as it is by many inexperienced men. With very desire to do their duty. District Engineers are too much personally concerned in their wish to make strictly impartial reports, and there is, properly speaking, no general substitute for that examination which was formerly the duty of the Civil Engineer, although I know that some Executive Officers are very careful-

12

Major Lawford unfortunately overlooked the abundant provision made in para 17 of the Ext Mun: Con No 1766 of 30th Sept 1856. forming the Rules for Drawing Funds & Keeping Accounts in the D.P.W. for the avoidance of the evils therein enumerated.-

The remedy is obvious, and the readiness of Govemt has been expressed to establish Departmental Libraries elsewhere than at Dowlaishwaram & Bezwarah.-

12 The subordinates require to be more frequently visited and reproved or encouraged as they may deserve. Men have lost their own characters, and the public money almost entirely through their long separation from Society, and freedom from control, and I believe that a heavy responsibility rests on officers who do not guard as far as possible against the tendencies of such seclusion to demoralize those placed under them-

13 In the Southern Circle there are no Departmental Libraries no workshops or means of modelling or in any way exciting an interest in their profession among the younger Officers and the Subordinates and I am sure that the want of such recreation from the daily task of measuring and keeping accounts is an evil

much to be deprecated and although it would be hopeless in the present state of the country to look for any expenditure not urgently demanded yet I trust that the claims of the Southern Provinces may not be entirely overlooked when affairs shall be settled

14 These remarks though seemingly irrelevant to the subject with which this paper begins, lead me to the assertion of my irresponsibility for any defects in the management of the Southern Circle, to which I feel I am only nominally attached and for the improvement of which no means are afforded me. In one of the Chief Engr's communications he intimated, that my inspections need not be limited to that range, and so long as the desultory system prevails and the territorial divisions are not adhered to, the ties to our duties are weak and responsibility cannot be enforced

15 Since the foregoing paragraphs were written, I have been put in possession of Colonel Faber's letter to Government N°520 of the 20th May 1857 in the commencement of which he states reasons for departing from the "accustomed routine" in sending up original remarks by Captain Collyer on the report of Lieut. Lantey on the Eastern Coast Canal, why this mode of procedure should not always be adopted seems inexplicable and why the author of professional reports should be known only by their initials is one of those official arrangements, of which the advantages are quite obscure & unquestionably places

I conclude that the Supt Engr has overlooked Paras 4 Sec II of Ex Mem Con: N°939 of 17th June 1856 and for the moment is unaware that Capt Colleyers minute examinations of Bellary and Kurnool has produced so much effect on the superintendence incl RC of L.W. as he himself has represented—

Records already voluminous would be multiplied to excess and work would be done twice over, were the Chief Engineer to review the Superintending Engineers reviews.

the Superintending Engineer on the same footing as Assistants and Head Clerk by whom many drafts are also prepared. These officers were /it is supposed/ selected not for their command of language or correctness in writing but for their presumed professional knowledge and experience and it is very difficult to understand either why those qualities should remain totally obscured or should apparently belong to another officer who from his position is called upon to support or refute their views. — I should doubt if any professional man ever expressed himself so freely as to how solely and publicly responsible for his opinions. —

16 Even a Secretary's position is more satisfactory than those of the Superintending

The same mistake is here repeated of associating the Chief Engineer "de jure" with the Superintending Engineer whereas the expression used was that Colonel Fisher was "unsatisfied with the present routine"

Engineers are to themselves as I have before pointed out. and it is also more calculated to forward the Public Interest His papers may be adopted or not by his superiors, but those Officers cannot under any circumstances direct themselves of the responsibility of their position and if in any considerable period they find reason as Col. Fisher has done for "dissociating" their part is to secure the services of a more efficient Agent. — Major Ball informed me that some time before his employment in the Madras Mint, the Honorable the Court of Directors had expressed their intention of holding him though Secretary to the Board of Works responsible for professional opinions recorded by them; but he said that this obligation at once altered his

dispos

position virtually to that of a Member of the Board and unquestionably a degree of influence and usefulness belonged to that valuable officer to which no Supg Engineer under the present system can ever attain.—

17. It appears to me one of the fundamental errors in the constitution of the Department that effective service and responsibility are not proportioned to salary and position, considering that the District Engineer are but little, if at all inferior in status, those of the first class being equal in actual emolument to the Superintending Engineers, they do not in my opinion take an adequate share in the work of their districts, Executive Engineers are not placed in positions corresponding to their classes and those of w w

inferior grade are often employed on exactly similar duties not only with lower personal salaries but with weaker establishments so that an equal service cannot be rendered by them

18. Where the superintending Engineers employed as Inspectors over the District Engineers the latter over the Executive Officers and those again over the subordinates and were reports required from each grade of the actual amount of work they had verified, I am satisfied that Government would be protected against the consequences of ignorance carelessness and general laxity, which must to a greater or less extent prevail in all Departments

19 No means now exist whereby this security can be obtained and it is perfectly clear that a Deduc

This assumption will I trust not be found to be borne out by the result

disposa

must be mismanaged to an alarming extent before any effective remedy can be applied.- In the mean time I am certain that a comparison of the cost of superintendence with value of results will prove that the state is paying an exorbitant price generally for work demanding neither science nor any peculiar merit but simply an honest performance of duty for which even uneducated men are qualified.-

but even if it were so, such a result might be fairly attributed in great part to the numerous interdicted stoppages of the last 2 years.-

Chief Engineer

20 Lastly it is necessary to complete the statement of my opinion by observing as I have done in a former paper that the Chief Engineer's duties in the general misallotment of duties &c. that it is wholly impossible for his attention to be properly given to the great questions of public improvement so long as he considers

necessary his own inspection and authorization of every paper that passes through an office conducted entirely by five Secretaries including the assistants.-

Supt Engr office U.C.
Fort St George
2nd Augt 1837

Lt Col E. Lawford Major
Supt Engineer Circle

True Copy
Lt Colonel
Chief Engineer

dispos

1837 Dep.t

No

Enclosure in a letter

From,

The Chief Engineer.

To

The Secy to Govt P.W.

Dated

Rec.d Augt 1837.

P.W. Cons. 6/57

A No 1

Copy of a Minute

by Major E. Lawford

Sup.g Engineer & Circle.

Minute by Captain E. Lawford Superintending Engineer & Circle.

Minutes of Superintending Engineer's Establishment & Expenditure during 1836-37, & Annual Estimate for 1837-38.

Extract Minute of Consultation 17th June 1836 No 989.

Read a Letter from the Secretary to Government dated 3rd instant, forwarding for the information of the Superintending Engineer & Circle, the Minutes of Consultation 17th June 1836 No 989.

Ordered by the Superintending Engineer that the Minutes of Consultation above noted be filed in the Superintending Engineer's Office.

Ordered by the Superintending Engineer that the Establishments & Expenditure during 1836-37, & Annual Estimate for 1837-38 be submitted with the following remarks.

Establishments.

The Establishments of Superintending Engineer & Circle, Executive Officers & Draftsmen remain exactly as fixed by the Bengal, the Madras Establishments & Charges above noted for Furring, and the Karnaul Establishments for Hurdwar & Roorkee will not only in my opinion fail to produce the efficient working of the Establishments, but will be productive of much inconvenience & delay in the Public Works.

The Establishments of Superintending Engineer & Circle, Executive Officers & Draftsmen remain exactly as fixed by the Bengal, the Madras Establishments & Charges above noted for Furring, and the Karnaul Establishments for Hurdwar & Roorkee will not only in my opinion fail to produce the efficient working of the Establishments, but will be productive of much inconvenience & delay in the Public Works.

Superintending Engineers and the Chief Engineer on the one side, and District Engineers on the other -

4 A Secretary is Ex Officio the mere exponent of the views of his superior, whether a Board or individual, a principle distinctly laid down by Government; and any attempt to endow him with recognized independence of opinion must lead to confusion, for he may be compelled, as the Madras Superintending Engineers have been, to adopt viva voce communications with the Head of the Office and argument is then out of the question -

5. If his written opinion contrary to that of the Chief Engineer be adopted by Government, the Superintending Engineer will then either be the instrument of opposition to his Superior Officer or the latter must give up his own views in the Departmental management, for the Code does not provide only for Professional or strictly speaking technical differences - The conduct or removal of a subordinate Officer may equally admit of discussion with the dimensions or site of a Bridge - In short it seems to me that under such a System either the Chief Engineer must generally surrender his judgment to the views of his subordinate, or the latter must practically become useless, and all the evils of a Board without its advantages will thus pervade the Central Office -

6. Nor will any improvement ensue in the management of their Circles, over which the Superintending Engineers exercise no real control whatever - References from their proceedings will still be addressed to the Chief Engineer, and can only be replied to by his orders, and he may take the part of the District Officer, and thus neutralize the powers of that "Central Office" of which the Superintending Engineer is the representative, or else the Chief Engineer merging his views in those of the Inspecting Officer may act contrary to his own judgment in that representative's support -

7. The System as thus established aims at an anomaly - the combination of a Secretariat with recognized independent opinion, and is totally different from that simple precedence prevailing in the other Presidencies, with its regular gradations of authority and responsibility, which leaves to the Chief Engineer ample time and freedom from detail to give his full consideration to the general state of the Department, and those important professional questions which at present cannot be properly dealt with -

8 The evils resulting from this centralization are many - In the first place it almost entirely prevents any general inspection and acquaintance with the Circles by the Superintending Engineers, who unable to exercise any personal influence will seldom have recourse to the authority of the Chief

Superintending

Chief Engineer. Secondly it greatly multiplies correspondence, loads the records of the Central Office and tends to retard business, and thirdly it burdens the Chief Engineer with work quite unnecessary for him to perform, while it prevents his doing that which really belongs to his important Office.

9 It is not my point to comment on the terms of the Government order, but I cannot avoid noticing Para 4 in which the Superintending Engineers are cautioned as to their exercise of the "privilege" of recording their opinions for the consideration of Government. I am quite aware that in such a peculiar position as that of a Madras Superintending Engineer extreme caution would be necessary, for our "opinions" can only come before Government when opposed to those of our Official Head, but as the same privilege on all occasions belongs to the District Engineers, I do not think we should act more disadvantageously than they do, if we were regarded as Heads of our respective Circles, and not as subordinate members of the Central Office.

10 Another point for consideration is that every official "privilege" imposes also a duty, and differences of opinion in the Central Office are more likely to come before Government under this order than before, the settlement of which under the conditions above noticed will be a matter of difficulty. The

11 The conclusion I arrive at is that if we are not worthy to be placed on the footing of the Bengal Officers of our grade, we are not entitled to equal salaries, but should adopt the title and position of Assistants to the Chief Engineer.

/s/ E. Lawford Major
Supg Engr Ist Circle.

Central Office PW
Fort St George
14 Augt 57

/s/ Jno Col
Chief Engr
&c &c &c

D.

P.W.D.

91

P.W. 645/57

Enclosure in a letter
From the Actg Engr 1st Circle
to The Chief Engineer P.W.D.
Dated 11th
Rec'd 13 August 1857

No 3002

P.W. 645/57

Minute by Major E
Lawford Superintending En-
gineer Southern Circle.

17th Sept 57
No 1770

P.W. 25

S.P.W. Dept.

[illegible] Superintending Engineers [illegible] the [illegible], and it [illegible] in the Superintending Engineers [illegible] and [illegible] to the Chief Engineer [illegible] The Superintending Engineers [illegible] full [illegible] which they may [illegible] those of the Chief Engineer which have been already expressed, [illegible] and [illegible] of opinion [illegible] by the Chief Engineer [illegible] should appear sufficiently important to warrant it, they are not at liberty to [illegible] the

[illegible] the Estimate [illegible] I think that in [illegible] the responsibility of [illegible] and Superintending Engineers [illegible] that [illegible] of the Chief and Superintending Engineers [illegible] the Dept. would [illegible] But [illegible] the present Chief Engineer [illegible] and the [illegible] the [illegible] supervision, and the detailed [illegible] Superintending Engineers will apparently not be satisfied unless they are made wholly independent of him, and each is in fact a Chief Eng. in his own circle -

[illegible]
opening and [illegible]
of letters received
[illegible] districts, their [illegible]
dispos[illegible]

There appears very little
probability of intercepting
the Supt Inspr. but they
should direct the Deputy
and the Sub Agents
to

Central Office has la-
boured under great
disadvantages.

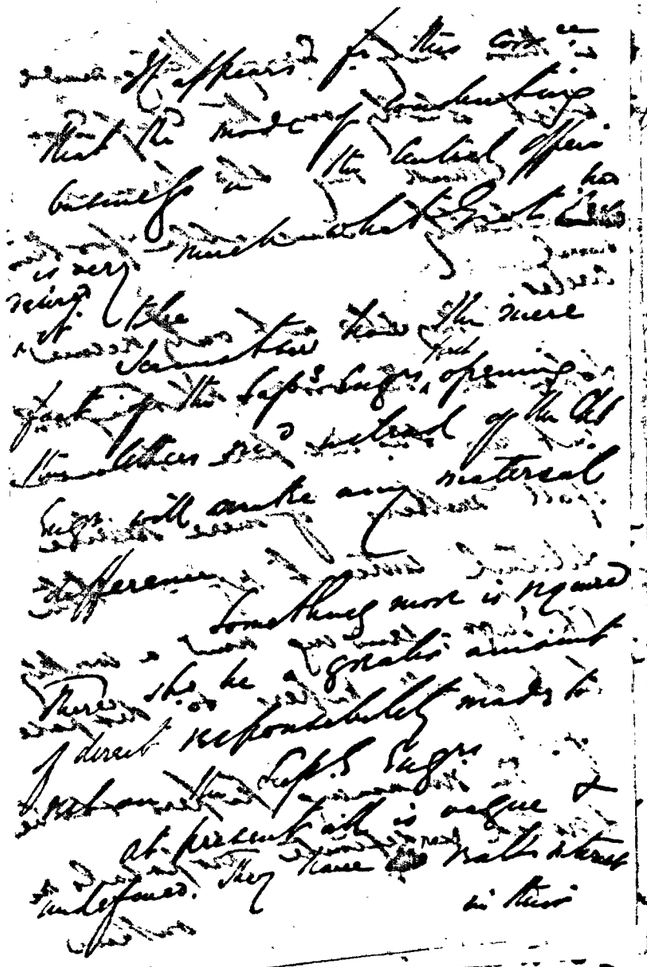
There can be no ob-
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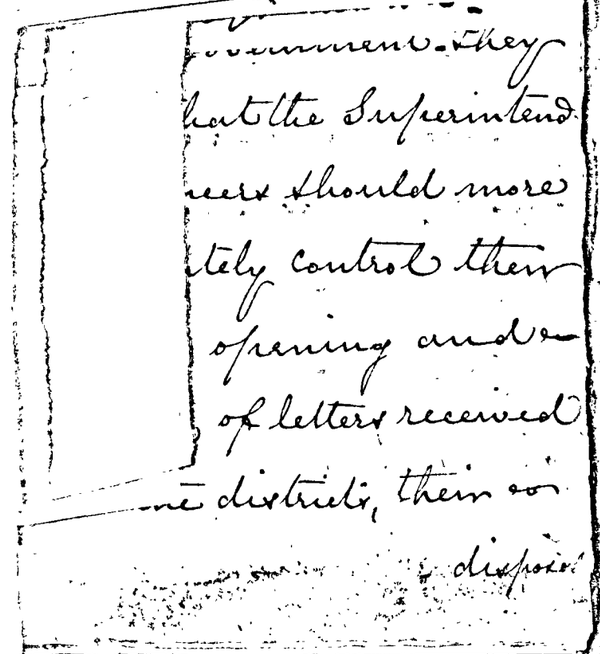
Districts

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opening and re-
of letters received
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dispos-

P. M. D.

99





Dear Sir

I have the honor to inclose herewith the Report of the Chief Engineer, which has been prepared in pursuance of the instructions given by the Board at its last session.

In that Report will be found a full statement of the progress which has been made in the execution of the several works under the charge of the Engineer Department, and of the present condition of each of them. Also, a statement of the further appropriations which will be required for the completion of the same, and for the commencement of such other works as are deemed necessary to the improvement of the navigation of the Ohio River.

In addition to the information which is thus furnished, the Chief Engineer has submitted his own views in relation to the system of improvement which has been heretofore adopted, and which is now generally called for. He has also presented a plan for the future operations of the Department, which, in his opinion, is an improvement upon the present system, and one which will be more satisfactory to the people interested in the navigation of the Ohio River.

The Board has had the subject under consideration, and has come to the conclusion that it will be proper to recommend to Congress the adoption of the plan proposed by the Chief Engineer, with some modifications. The Board is of opinion that the Superintendents should be more immediately under the control of the Chief Engineer, and that the opening and examination of letters received at the several offices in the districts, their correspondence with the disposi-

P.W.D.

103

circulating Bar
Letter from the Chief
Engineer enclosing
a Letter & Memorandum
dated from Cahlassi
to Johnstone to Steel
with reference to that
on said Bon Jaddy
Tank, & the Honble
Government. They
that the Superintend-
ents should more
tely control their
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districts, their or
disposal

P. W. D.

P. W. D.

70

August 26/57.

My dear Mrs Forbes.

I clearly understand from the Engineer in Chief that the 20 to 30 miles of the first drafts are to be prepared by the Supts. of the Engineers, & that the Chief Engr. & that such drafts are to be submitted out to the Chief Engr to approval— this is the course I am pursuing.

Yrs faithfully
C Mottershead.

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desperately blue provided for. That is the reason of conducting business under the new system. Supts Engrs on their tours. If they are withdrawn from the ord[inary] corrs & duties of their circles for seven or eight months every year, the result will be very much out of the way. Instead of centering Instead needless extra work in both departments already done or in course of being ordered in accordance with instructions already issued

This is alluded to in para 5 of the memo of 16th

P. W. D.

No 1770.

Extract from the Minutes of Consultation
Under date the 17th September 1857.

Read the following letter
from the Chief Engineer.

(Here enter 17 & 26th August 1857.
Nos 3002 & 3166.)

In Extract Minutes
Consultation 10th August last
No 1556, the Government laid
down the procedure to be
observed, in conducting the
correspondence of the central
Office, both with the Districts
and the Government. They
directed that the Superintend-
ing Engineers should more
immediately control their
circles, by opening and
disposing of letters received
from the districts, their own
disposal

disposals being subject, in the ordinary course, to be submitted before final dispatch, to the Chief Engineer's approval of the Chief Engineer and that they should be invested with the privilege of recording their sentiments, for eventual transmission to Government, in all cases of difference with the Chief Engineer. The Government remarked that they had frequently to point out errors, to complain of delays, and to return, for further consideration, projects, which, they felt satisfied, would have reached them in a more matured shape, had the opinion of the Superintending Engineers been deliberately taken upon them. With reference to these orders and observations, the Chief Engr submits

submits minutes from Major Lawford and Captn Johnston, Superintending Engineers of the Southern and Northern circles respectively together with his own observations on the relative positions of the Chief and the Superintending Engineers in the central office of the Department.

2. The Chief Engineer argues that the Government order of the 10th August in reality effects no change in the mode of doing business in his office; and that what is now ordered, has, in fact, always been the practice. Major Lawford and Captn Johnston offer the same opinion. All these officers appear to leave out of consideration what is the main feature of the change, namely, that

that, while under the former system, all orders originated with the Chief Engineer, and business went down to the Superintending Engineers, under the new order the reverse will be the case, and it is the Superintending Engineers who will originate, and business will go up from them to the Chief Engineer. The Superintending Engineers have now the initiative; they are free to suggest to their own views and opinions, which hitherto they may have hesitated to do when those of the Chief Engineer had been already expressed; and, if their views and opinions should be objected to by the Chief Engineer, and the occasion should appear sufficiently important to warrant it, they are now at liberty to submit the question at issue for the ultimate decision of Government. In these two points therefore, the authority and responsibility of the Superintending Engineers have been much increased, and the Chief and Superintending Engineers have it now in their power to make the Department work well. But it is impossible that it should do so, if those who are to work it, take diametrically opposing views. The present Chief Engineer has perhaps hitherto been desirous of exercising a too minute and detailed supervision; and the Superintending

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=ing Engineers apparently desires to be made wholly independent of their superior, and each, in fact, to be a Chief Engineer in his own circle.

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4. The Government feel that they have given the Chief and Superintending Engineers every opportunity, and that the efficient working of their offices now entirely depends upon themselves. They think it unnecessary therefore to discuss the subject any longer, and it only remains for them to direct that the rules as laid down in their order of the 10th August last, be implicitly carried out, without further discussion or comment.

5. To the Central Office, as in all Offices, there must necessarily be much routine business, which may well be trusted to the Subdy Engineers to dispose of without reference to the Chief Engineer, and although the Govt cannot undertake to sanction any thing like a minute scrutiny into the business which should be conducted by the Chief Engineer, yet the Chief Engineer may make such arrangements as will relieve him of much needless trouble and leave him more time for the consideration of important business; while their addition will add to the responsibility & authority of the Subdy Engineers. A list of these Circulars should be periodically sent to the Chief Engineer in the same manner as the Secretaries to Govt

may lay before the G. in C a statement of all business disposed of directly in the Govt Office

Copies to the Chief Engr with a Printed Pamphlet. Dispr 18

6. In order that the Superintending Engineers may be kept informed of the state of business in their circles while they are out on circuit, it will be the business of the central office to supply them with lists, from time to time, of all the work done at the Presidency connected with their circle during their absence. The Government have no objection to the names of the Superintending Engineers appearing attached to their respective reports.

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Public Works 1857 Sept.r
D.o to Cons.o 22 Sept.r

No. 1770.

Extract Minutes of Cons.o
Dy 17th Sept.r 57.

Con.o C. & W.s 57. p. 2662.
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Relative to the mode of Conducting business by Superintending Engineers and their names appearing attached to their respective Reports.

No 25 at 27.