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MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

Cont. 10-6-57

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*Proceedings of the Madras Government, Public Works Department,
from 1st to 10th June 1859.*

Read the following papers.

No. 119. From Lieutenant-Colonel J. H. BELL, Chief Engineer ; to J. D. BOURDIL-
LON, Esq., Secretary to Government, dated 17th May 1859, No. 588.

One of the special subjects to which my attention is directed in the Memorandum of the Honorable the Governor, dated the 11th of April 1859, is that of the Superintending Engineers, who constitute the intermediate authority between the Chief Engineer and the District Engineers.

2. The Superintending Engineers in this Presidency have existed only since the formation of the new Department of Public Works in 1855; but in Bengal and Bombay the office is very much older, and the Superintending Engineers in those Presidencies, before the re-formation of the Public Works Departments, were stationed in their respective circles, and transmitted all the papers which passed to and from the Military Boards and the Executive Officers. To remedy the delay and inconvenience of this arrangement it was determined by the Marquis of Dalhousie that the Superintending Engineers should be stationed at the Head Quarters of the Chief Engineer, and should have seats in his office for the purpose of conducting the business of their circles in communication with him, and so of avoiding unnecessary correspondence.

3. The new arrangement has, it must be owned, not given satisfaction either in Bengal or here. In Bombay I believe it has not been fully introduced; and how it has worked in the North Western Provinces and the Punjab I have not heard. The consequences of the apparent failure at Calcutta and Madras have been a strong desire in some quarters for the removal of the Superintending Engineers from the Central Office to their circles, and an actual order of the Court of Directors to that effect. The order remains as yet a dead letter from a difference of opinion in Bengal as to the position which the Chief Engineer should take up on the removal of the Superintending Engineers; for the necessity of a great alteration of that position was strongly felt. We are now, as it respects this business of the Superintending Engineers, in a state of suspense which may be ended at any time by a decision of the Government of India. I therefore do not see that any thing written at Madras is likely to prove of utility, and only express my sentiments in obedience to orders.

4. As to the office of the Superintending Engineer in this Presidency, I regard it as essential to the very existence of the Department, for the plain reason that the Chief Engineer cannot by any possibility supervise and control the works and business over so great a territory. If the Superintending Engineers are selected from the most able and experienced Officers of the Department their natural function is to dispose of the business of their circles on their own judgment. It is the mistake of ignorance and in experience to suppose that this judgment is neutralized because it is subject to the approval of the Chief Engineer. I am a competent witness on this point, having during nearly eleven years exercised a free judgment upon almost the whole business of the Department, and yet never acted, except in matters of mere routine, without the previous approval of the Board of Revenue. The action of the Superintending Engineer under the Chief Engineer's approval depends entirely upon the respective characters and judgments of these Officers; and if the Superintending Engineer were deficient in judgment, decision, or temper, he would be at least as unprofitable to the State in his circle as in the Central Office, while his position in that office is no hinderance whatever to the development of his ability and vigor if his chief is a right-minded man.

5. No amount of gradational staff would supply the place of the Superintending Engineers in the Central Office. They would be only Assistants, and would be always wanting the direction of the Chief Engineer, unless, being presumptuously disposed, they should choose to act for themselves when they ought not to do so. The Chief Engineer ought to have associated with him men of equal or nearly equal calibre with himself. Men to whom he can confide the business of their circles without fear of compromising his own responsibility.

6. If the Superintending Engineers were removed from the Central Office the old evil of another "channel" would be revived through mere helplessness to counteract it; and the result would be that either the Chief Engineer would be absolutely deprived of the means of carrying

2. Colonel Bell considers the office of Superintending Engineer, the intermediate grade between the Chief Engineer on the one hand, and the District Engineer on the other, to be essential to the very existence of the Public Works Department, because the Chief Engineer single-handed must be quite unequal to the control of so extensive a Department, and because the necessary aid could not be afforded to him by any mere office staff of Assistants. He holds that the true function of those Officers is the control of their circles; and he is of opinion that this control can be exercised quite as efficiently from the Presidency Office as from the centre of the circle, and much more economically; and he strongly deprecates the removal of the Superintending Engineers from their present position in the Central Office, as likely to produce much mischief. He considers however that their status in the office ought to be raised, by giving them more individual prominence and more direct responsibility; and he proposes the following course of proceeding with that view.

- 1st.—That the letters to Government on the business of their circles written by the Superintending Engineers, or under their directions by their Subordinates, shall be signed by themselves and countersigned by the Chief Engineer in token of approval.
- 2nd.—That if the Chief Engineer thinks proper to cancel the Superintending Engineer's letter to Government on any subject, he shall substitute for it a letter prepared by himself or by his direction, stating to Government that he has done so.
- 3rd.—That the Chief Engineer may take up any subject for report to Government, or cause it to be taken up and disposed of by one of his own Subordinates; in which case he will sign the letter.
- 4th.—Correspondence between the Central office and other offices and departments to be conducted under the preceding three rules, omitting the requirement that the Chief Engineer shall state when he cancels the draft of a Superintending Engineer.
- 5th.—The letters of the local Officers of the department to be addressed to the Superintending Engineers of their circles respectively.

3. The present constitution of the Public Works Department is based on the instructions communicated by the late Court of Directors to the Government of India on a review of a Minute recorded by the late Governor General upon the questions discussed in the Report of the Madras Public Works Commissioners. The Court concurred in the views expressed by Lord Dalhousie as to the desirableness of placing the Public Works Department of the Madras Presidency under the sole authority of a Chief Engineer and giving him the assistance of three Officers of high standing and qualification, acting in subordination to him; but they thought with Mr. Grant that the distribution of duties among these Officers should be geographical rather than according to the nature of the works. The scheme for this Presidency accordingly provided for three Assistants to the Chief Engineer who were designated at the time Deputy Chief Engineers, the reasons for adopting this designation being fully stated to the Government of India in a letter dated 15th August 1855 No. 432. The orders of the 17th June 1856 however directed that the nomenclature of the appointments in the Public Works Department of this Presidency should correspond with that in the scheme of the Calcutta Code Committee, and in consequence the designation of Superintending Engineer was substituted and still continues in force.

4. The proper local position of the Superintending Engineers has also formed the subject of correspondence; and as stated by Colonel Bell, the late Court of Directors expressed the opinion that their duties were incompatible with a residence at the metropolis.* In reply to a call for their opinion on this question by the Government of India, this Government strongly deprecated a removal of the Superintending Engineers into the Interior, on the

From Government of India 7th July 1857 No. 3347.
To do do 30th do do do 1474.
From do do 7th August do do 3941.
To do do 21st October do do 1977.
From do do 18th Sept. do do 4609.
To do do 6th Novr. do do 2073.
From do do 11th Jan. 1858 do 141.

* Despatch to Government of India May 6 1857 No. 14 Para 7.

ground that such a measure would entail considerable increase of expense on the State, and would also impair the efficiency of the Department.† The matter was finally referred to the Home Government, (January 11th 1858), but it does not appear that any reply has been received.

5. Colonel Bell mentions that the arrangement of locating the Superintending Engineers at the Head Quarters of the Chief Engineer, has not given satisfaction in Bengal, and that a change is contemplated there. Whatever may be the course taken by the Government of India in this respect with reference to the requirements of the Lieutenant Governorships and Local Administrations subordinate to that Government, it does not necessarily follow that a similar course should be expedient and appropriate in this Presidency. Even the late Governor General seems to admit in his Minute of the 30th June 1854 "that a system suitable to Bengal or Bombay may not be applicable to Madras." In that sentiment this Government fully concurs; and it considers the practical recognition of it as essential to the efficient administration of this Presidency. To use the words of the Minute of their President recorded above. "The circumstances of the Madras Presidency may require a different application of the same principles, or even to a certain extent the application of different principles from the circumstances of the other Indian Presidencies. It is worse than useless to ignore in theory individualities which exist in fact. It puts our whole system of administration out of joint, and wastes in valuable public time in discussing abstractions which have often no more connection with the South of India than the status of France has with that of Spain." The circumstances of the Madras Presidency, as has been often represented to the Government of India, are so very different in respect to its Public Works from those of Bengal, that it may and does require in many particulars a different system of administration. It may be added that it is yet quite undecided what are the best arrangements in Bengal; the system fixed in 1855 having apparently proved a failure.

6. The Government agree in the main in Colonel Bell's reasoning as to the proper location of the Superintending Engineers. Their proper position obviously is what Lord Dalhousie intended it to be, and what Colonel Bell says it ought to be, but what it has never been fully recognized to be, namely, that of a highly qualified and highly trusted Assistant to the Chief Engineer, charged with controlling the duties of a particular circle, and ordinarily issuing instructions to the District Engineers on his own responsibility; but subject to the superior authority of the Chief Engineer, to whom he should refer in every matter of doubt, and who would take the immediate conduct of affairs into his own hands at his discretion. To the opinion expressed on this point in the letter to the Government of India dated October 21st 1857, and to all the reasons there stated for it, this Government still adhere. In particular they fully hold with Colonel Bell, that the proper Inspecting Officers are the District Engineers; and that if these Officers are judiciously selected there will rarely be occasion for any other inspection.

7. In order that the position of the Superintending Engineer may be securely fixed, the Honorable the Governor in Council resolves that the designation of Superintending Engineer shall be changed to that originally adopted by this Government, viz. "Deputy Chief Engineer" as more correctly describing their position and their functions. The Officers so called will perform their duties as above defined in the office of the Chief Engineer at Madras, except when by his direction or with his sanction they are employed in the Mofussal in supervising the proceedings of the District Engineers or on any other service.

8. The Governor in Council approves for the most part of the arrangements proposed by Colonel Bell for the conduct of business. The Deputy Chief Engineers will correspond with the District Engineers of their respective circles, and with any individuals who are connected with the business of those circles; but it will be the duty of the Chief Engineer to keep himself acquainted with what is in progress, that so he may be enabled to control the general proceedings of the department, and to preserve harmony between the orders passed and the systems followed in the several circles. With this view also he should encourage the Deputy Chief Engineers to communicate freely with each other on the business of their circles.

9. On one point only the Chief Engineer's propositions need amendment. Whoever may draw the letters to Government they must be entirely adopted by the Chief Engineer, and be signed by him. The reasons for this distinction between communications addressed to Government, and those addressed to subordinate authorities are obvious. It is a distinction perfectly understood in the departments at Home and works extremely well and in the opinion of Government it must be maintained here.

10. Adverting to para. 9 of Colonel Bell's letter, the Governor in Council observes that the functions of a Chief Engineer and of a Secretary to Government, and the public advantages to be derived from those offices are totally distinct and different, and this Government could not by any means consent to a fusion of the two.

Ordered that these proceedings be communicated for the information and guidance of the Chief Engineer and that the same be immediately reported to the Home Government.

Ordered also that the following Notification be published in the Official Gazette.

"It is hereby notified for the information of all concerned, that the designation of the Superintending Engineer in the Public Works Department has been altered to that of Deputy Chief Engineer."

(Signed) J. D. BOURDILLON,
Secretary to Government.

10588

Secy Bldg.

Public

One of the special subjects to which my attention is directed in the Memorandum of the Honble the Govt dated the 11th of April 59 is that of the Superintending Engineers who constitute the intermediate authority between the Chief Engineer and the District Engineers. These Superintending Engineers in this Presidency have existed only since the formation of the new Dept. of Public Works in 1855, first in Bengal & Bombay the office is very much older, in consequence of the removal of the office to Bombay, and the Superintending Engineers in those Presidencies were before the reformation of the Public Works Departments stationed in their respective circles, and transmitted all the papers which passed to and from the Military Boards and the Executive Officers. To remedy the delay & inconvenience of this arrangement it was determined by the Marquis of Dalhousie that the Superintending Engineers should be stationed at the head quarters of the Chief Engineer, and have seats in his office for the purpose of conducting the business of their circles in communication with them, and so of avoiding unnecessary correspondence.

The new arrangement, had it must be owned, not given satisfaction either in Bengal or here. In Bombay I believe it had not been fully introduced, and how it had worked in the North Western Provinces and the Punjab I have not heard. The consequence of the apparent failure at Calcutta and Madras ~~has~~ been a strong desire in some quarters for the removal of the Superintending Engineers from the Central Office to their circles, and an actual order of the Court of Directors, still a dead letter to that effect. The order remains as yet a dead letter from a difference of opinion in Bengal as to the position

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The new arrangement, however, it must be owned, has given satisfaction either in Bengal or here. In Bombay I believe it has not been fully introduced, and how it has worked in the North Western Provinces and the Punjab I have not heard. The consequence of the apparent failure at Calcutta and Madras has been a strong desire in some quarters for the removal of the Supr Engineers from the Central office to their circles, and an actual order of the Court of Directors, still a dead letter, to that effect. The order remains as yet a dead letter from a difference of opinion in Bengal as to the position

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to orders.

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Chief Engineer's approval depends entirely upon the respective characters & judgments of these Officers; and if the Subj. Engineers deficient were ~~not~~ ^{unprofitable} he would be at least as ~~injudicious~~ ^{to his State} in his Circle as in the Central Office, while his position in that office is no hindrance whatever to the development of his ability and vigor if his Chief is a right-minded man.

No amount of gradational staff would supply the place of the Subj. Engineers in the Central Office. They would be only apprentices, and would be almost wanting the direction of the Chief Engineer, unless being presumptuously disposed, they should choose to act for themselves when they ought not to do so. The Chief Engineer ought to have associated with him men of equal or nearly equal calibre with himself - men to whom he can confide the business of their circles without fear of compromising his own responsibility.

If the Supt. Engineers were removed from the Central Office the old soul of another channel would be revived through mere helplessness to counteract it, and the result would be that either the Chief Engineer would be absolutely deprived of the means of carrying on his business, or he must be provided ~~where necessary~~ with an ample staff who would be

very expensive; and not by many degrees so efficient as the various officers, whose separate establishments would be another heavy charge not compensated by any possible reduction in the Central Office, which, it is obvious, would have more business than before because of the separate reports of the Supt. Engineers. Their duties are arguments for retaining the Supt. Engineers in their Circles is the greater facility of inspection under such an arrangement. This is not without its weight; but I am sure that the disadvantage of the extra distance between the Presidency and the Centre of the Circle is a light one compared to the disadvantages of the separate position, and particularly to that of the extra expense, which can by no means be tolerated without the strongest reasons in these times. I cannot say that I attach so much importance as some do to the inspection of the Supt. Engineers. The District Engineers are the true inspecting officers, and ought to be much more carefully selected than they have been. The misfortune of the new Dept. has been the number of young men in situations of high trust with a very inadequate sense of their responsibility. As they become older & more experienced this defect will disappear, and the personal supervision of the Supt. Engineers will be less required. The loss of the services of even one of those officers

Especially since these Officers have been associated with the superintendence of the Account & Audit business of their Circles

from the Central Office is a serious evil. Had been Chief Engineer when it was proposed to detach Mr. Lawford to Jackatalla. I had some objections against the measure. For some undeniable reason the District Engineer, an accomplished Officer selected for a high appointment after only four years' residence in India, is considered unfit to have anything to do with the Jackatalla Barracks, or to settle rates which are his necessary business throughout his District, while the Supt. Engineer is occupied wholly with local affairs, and is neither employed upon inspection, nor upon his proper work in the Central Office. When the District Engineer goes wrong it is time to send the Supt. Eng. to correct him. In the old Dept. the Civil Engineers understood & did their business; and a visitation from the Chief Engineer was a rare occurrence. I am not aware that the works were on that account less ably performed than now, and the reason is that the Civil Engineers were mostly men of considerable length of service and training in the Dept. When the present District

Engineers have acquired equal experience with their predecessors they will as little need the personal supervision of the superior Officers.

It will be apparent from the foregoing observations that the true function of the Supp. Engineer - in my opinion is the control of his circle, and that that control can be exercised at least as efficiently from the Central Office as from the Circle Centre, and much more economically; let him assume, and let the Chief Engineer recognize his proper position, - and the formal approval of the Chief Engineer to the work of the Supp. Engineer will be felt as a positive advantage in presenting conflicting opinions upon very many important matters. But there is a serious defect in the actual status of the Supp. Engineers, and that is ~~their~~ want of prominence. Though they are not in their circles there is not the least reason in that circumstance why their individuality should be left ~~permeant~~ conspicuous. It is a mistake in my opinion to make the Supp. Engineers the authors

of the Chief Engineer's letters to Govt, for the practice destroys the individuality of both Officers. ^{The Chief Engineer may certainly desire} ~~But when the Chief Engineer is signing another man's letters, unless they are in proper subordination~~ and the Supp. Engineer is hindered by being on the one hand prevented from ~~subscribing~~ his name to his own sentiments, and on the other compelled to express, though he does not subscribe, sentiments which are not his own. Therefore propose as an immediate change in the status of the Supp. Engineers, ^{1st} that the letters to Govt. on the business of their circles ~~shall~~ be written by themselves or under their directions by their subordinates shall be signed by themselves, and countersigned by the Chief Engineer in token of approval; ^{2nd} that if the Chief Engineer chooses he may take up any subject, ~~except~~ ^{for report to Govt.} a case, ^{in which case he will sign the letter} to be taken up & disposed of by a subordinate; ^{3rd} that if the Chief Engineer thinks proper to cancel the Supp. Eng's letter on any subject he shall substitute for it a letter prepared by himself or by his direction,

stating to Govt. that he has done so. These
rules I propose to apply to ^{the} correspondence
with Govt.; and with regard to the District
Engineers I think that their letters should
be addressed to the Supg. Engineers who
write to them. The correspondence with
other authorities than the Govt. may be
conducted under the three rules above
mentioned, with the exception of the clause
requiring the Chief Eng^r to state when he
has cancelled the Supg. Eng^r's letter.

I have not touched upon another
proposition which I know to have been
seriously entertained in Bengal, namely
to make the Supg. Engineers Chief Engineers
of the second class in their circles, and the
present Chief Engineers a Secy. to Govt. This
does not come within the scope of the
subjects on which I am required to report;
and I will therefore only say upon it that
I am much inclined to a favorable view of it,
but should wish to see the arguments of
its opposers before I form a definite opinion.

In conclusion I would observe
that the Rules regarding Superintending Engineers

in the Bengal Code are very little
applicable to that ^{dist^{ct}} Officer as it
now exists in his Presidency, and I
believe it ought to continue.

17 May 1857

(Signed) Lt Col Bell
Chief Engineer

PUBLIC WORKS DEPARTMENT.
Public.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following papers.

From the Chief Engineer.

Submitting in compliance with the Memo. of the Governor dated 11th Ultimo, observations on the functions of the Superintending Engineers and on the expediency of their continuing to exercise the control of their Circles from the Central Office. States in passing that he is disposed to view favorably the proposition to make the Superintending Engineers, Chief Engineers of the 2nd Class in their Circles and the present Chief Engineer a Secretary to Government and points out the inapplicability to the Superintending Engineers of this Presidency of the rules affecting the same class of Officers in the Bengal Code.

(Here enter 17th May 1859, No. 588.)

Minute by the Honorable the President.

(Here enter 1st June 1859.)

ORDER THEREON, 8th June 1859, No. 1387.

In this letter the Chief Engineer lays before Government his views in respect to the office of Superintending Engineer, one of the subjects to which his attention was called at the time of his nomination to his present post.

2. Colonel Bell considers the office of Superintending Engineer, the intermediate grade between the Chief Engineer on the one hand, and the District Engineer on the other, to be essential to the very existence of the Public Works Department, because the Chief Engineer single-handed must be quite unequal to the control of so extensive a Department, and because the necessary aid could not be afforded to him by any mere office staff of Assistants. He holds that the true function of those Officers is the control of their circles; and he is of opinion that this control can be exercised quite as efficiently from the Presidency Office as from the centre of the circle, and much more economically; and he strongly deprecates the removal of the Superintending Engineers from their present position in the Central Office, as likely to produce much mischief. He considers however that their status in the office ought to be raised, by giving them more individual prominence and more direct responsibility; and he proposes the following course of proceeding with that view.

- 1st.—That the letters to Government on the business of their circles written by the Superintending Engineers, or under their directions by their Subordinates, shall be signed by themselves and countersigned by the Chief Engineer in token of approval.
- 2nd.—That if the Chief Engineer thinks proper to cancel the Superintending Engineer's letter to Government on any subject, he shall substitute for it a letter prepared by himself or by his direction, stating to Government that he has done so.
- 3rd.—That the Chief Engineer may take up any subject for report to Government, or cause it to be taken up and disposed of by one of his own Subordinates; in which case he will sign the letter.
- 4th.—Correspondence between the Central office and other offices and departments to be conducted under the preceding three rules, omitting the requirement that the Chief Engineer shall state when he cancels the draft of a Superintending Engineer.
- 5th.—The letters of the local Officers of the department to be addressed to the Superintending Engineers of their circles respectively.

3. The present constitution of the Public Works Department is based on the instructions communicated by the late Court of Directors to the Government of India on a review of a Minute recorded by the late Governor General upon the questions discussed in the Report of the Madras Public Works Commissioners. The Court concurred in the views expressed by Lord

From Government of India 7th February 1855 No. 170.

From Govt of India 7th Feb 1855 No. 170

1855

17th May 1859

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Dalhousie as to the desirableness of placing the Public Works Department of the Madras Presidency under the sole authority of a Chief Engineer and giving him the assistance of three Officers of high standing and qualification, acting in subordination to him; but they thought with Mr. Grant that the distribution of duties among these Officers should be geographical rather than according to the nature of the works. The scheme for this Presidency accordingly provided for three Assistants to the Chief Engineer

who were designated at the time Deputy Chief Engineers, the reasons for adopting this designation being fully stated to the Government of India in a letter dated 15th August 1855 No. 432. The orders of the 17th June 1856 however directed that the nomenclature of the appointments in the Public Works Department of this Presidency should correspond with that in the scheme of the Calcutta Code Committee, and in consequence the designation of Superintending Engineer was substituted and still continues in force.

4. The proper local position of the Superintending Engineers has also formed the subject of correspondence; and as stated by Colonel Bell, the late Court of Directors expressed the opinion that their duties were incompatible with a residence at the metropolis.* In reply to a call for their opinion on this question by the Government of India, this Government strongly deprecated a removal of the Superintending Engineers into the Interior, on the ground that such a measure would entail considerable increase of expense on the State, and would also impair the efficiency of the Department.† The matter was finally referred to the Home Government, (January 11th 1858), but it does not appear that any reply has been received.

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* Despatch to Government of India May 6 1857 No. 14 Para 7.

† To Government of India October 2nd 1857 No 1977 Para 4.

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6. The Government agree in the main in Colonel Bell's reasoning as to the proper location of the Superintending Engineers. Their proper position obviously is what Lord Dalhousie intended it to be, and what Colonel Bell says it ought to be, but what it has never been fully recognized to be, namely, that of a highly qualified and highly trusted Assistant to the Chief Engineer, charged with controlling the duties of a particular circle, and ordinarily issuing instructions to the District Engineers on his own responsibility; but subject to the

superior authority of the Chief Engineer, to whom he should refer in every matter of doubt, and who would take the immediate conduct of affairs into his own hands at his discretion. To the opinion expressed on this point in the letter to the Government of India dated October 21st 1857, and to all the reasons there stated for it, this Government still adhere. In particular they fully hold with Colonel Bell, that the proper Inspecting Officers are the District Engineers; and that if these Officers are judiciously selected there will rarely be occasion for any other inspection.

7. In order that the position of the Superintending Engineer may be securely fixed, the Honorable the Governor in Council resolves that the designation of Superintending Engineer shall be changed to that originally adopted by this Government, viz. "Deputy Chief Engineer" as more correctly describing their position and their functions. The Officers so called will perform their duties as above defined in the office of the Chief Engineer at Madras, except when by his direction or with his sanction they are employed in the Mofussal in supervising the proceedings of the District Engineers or on any other service.

8. The Governor in Council approves for the most part of the arrangements proposed by Colonel Bell for the conduct of business. The Deputy Chief Engineers will correspond with the District Engineers of their respective circles, and with any individuals who are connected with the business of those circles; but it will be the duty of the Chief Engineer to keep himself acquainted with what is in progress, that so he may be enabled to control the general proceedings of the department, and to preserve harmony between the orders passed and the systems followed in the several circles. With this view also he should encourage the Deputy Chief Engineers to communicate freely with each other on the business of their circles.

9. On one point only the Chief Engineer's propositions need amendment. Whoever may draw the letters to Government they must be entirely adopted by the Chief Engineer, and be signed by him. The reasons for this distinction between communications addressed to Government, and those addressed to subordinate authorities are obvious. It is a distinction perfectly understood in the departments at Home and works extremely well and in the opinion of Government it must be maintained here.

10. Adverting to para. 9 of Colonel Bell's letter, the Governor in Council observes that the functions of a Chief Engineer and of a Secretary to Government, and the public advantages to be derived from those offices are totally distinct and different, and this Government could not by any means consent to a fusion of the two.

Ordered that these proceedings be communicated for the information and guidance of the Chief Engineer and that the same be immediately reported to the Home Government.

Ordered also that the following Notification be published in the Official Gazette.

"It is hereby notified for the information of all concerned, that the designation of the Superintending Engineer in the Public Works Department has been altered to that of Deputy Chief Engineer."

(True Extract.)

J. H. Thompson
Secretary to Government.

To the Chief Engineer.

Exd. Wm. Thomas.

by the order of Dalhousie that the Superintendent Engineer should be stationed at the Chief Quarters of the Chief Engineer, and should have seats in his office for the purpose of conducting the business of their Offices in communication with him, and so forwarding unnecessary correspondence. -

3 The new arrangement had it much
be owned, not given satisfaction either in Bengal or
here. In Bombay I believe it has not been fully introduced;
and here it has worked in the North Western Provinces
and the Punjab I have not heard. The consequences of the
apparent failure at Calcutta and Colaba have been a
strong desire in some quarters for the removal of the
Superintending Engineer from the central office to their
circles, and an actual order of the Court of Directors to
that effect. The order remains as yet a dead letter
from a difference of opinion in Bengal as to the position
which the Chief Engineer should take up on the removal of
the Superintending Engineer; for the necessity of a great
alteration of that position was strongly felt. We are
now, as it respects this business of the Superintending
Engineers, in a state of suspense which may be ended
at any time by a decision of the Government of India.
I therefore do not see that any thing is likely to be decided
is likely to prove of utility, and only express my sentiments
in obedience to orders. —

I am sure that
 are order must
 contribute to the
 good of mankind
 not necessarily
 in kind the good
 in the circumstances
 here are quite different
 from those of the
 + the same kind
 of the world

4 As to the Office of the Superintending Engineer in this Presidency I regard it as essential to the very existence of the Department, for the plain reason that the Chief Engineer cannot by any possibility supervise and control the works and business over so great a territory. If the Superintending Engineers are selected from the most able and experienced Officers of the Department their natural function is to dispose of the business of their Circles on their own judgment. It is the mistake of ignorance and inexperience to suppose that this judgment is neutralized because it is subject to the approval of the Chief Engineer. I am a competent witness on this point, having during nearly eleven years exercised a free judgment upon almost the whole business of the Department, and yet never acted, except in matters of mere routine, without the previous approval of the Board of Revenue. The action of the Superintending Engineer under the Chief Engineer's approval depends entirely upon the respective characters and judgments of these Officers; and if the Superintending Engineer were deficient in judgment, decision, or temper, he would be at least as unprofitable to the state in his Circle as in the Central Office, while his position in that Office is no hindrance whatever to the development of his ability and vigor if his chief is a right minded man.

right minded man. -
 with a system
 within the system
 to the development of the system

5. The amount of graduated staff
would supply the place of the Superintending Engineer in
the Central Office. It would be only assistants, and
would be always wanting the direction of the Chief Engineer,
and if, being presumptuously supposed, they should choose
to act for themselves when they ought not to do so. The
Chief Engineer ought to have associated with him some
of equal or nearly equal rank with himself. Men to
whom he can confide in the business of their circles without
fear of compromising his own responsibility.

6. If the Superintending Engineers were
removed from the Central Office the old evil of another
"Channel" would be revived though more helplessness
to communication, and the result would be that either
the Chief Engineer would be absolutely deprived of the
means of carrying on his business, or that he must
be provided with an ample staff who would be very
expensive, and not by any means so efficient as the
removed Officers, whose requisite establishments would
be another heavy charge not compensated by any
possible reduction in the Central Office, which, it is
obvious, would have more business than before because
it would be the place where the Superintending Engineers

11. The argument, suggesting the
removal of the Superintending Engineers
from the Central Office, is a mistake
of the first order.

Point 11

very

It is a mistake
to suppose
that the
Superintending
Engineers are
not efficient.

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facility of inspection under such an arrangement.
This is not without its weight, but I am sure that the
disadvantage of the extra distance between the Presidency
and the Centre of the Circle is a light one compared to
the disadvantages of the separate position, and particularly
to that of the extra expense, which can by no means
be tolerated without the strongest reasons in these times.
I cannot say that I attach so much importance as
some do to the inspection of the Superintending Engineers.
The District Engineers are the true inspecting Officers,
and ought to be much more carefully selected than
they have been. The misfortune of the new Department
has been the number of young men in situations of
high trust with a very inadequate sense of their
responsibility. As they become older and more experienced
this defect will disappear, and the personal supervision
of the Superintending Engineers will be less required. The
loss of the services of even one of those Officers from the
Central Office is a serious evil, especially since these
Officers have been vested with the superintendence of
the Account and Audit business of their Circles. Mac
Ideen Chief Engineer when it was proposed to detach
Lieutenant Colonel Canford to Jackatalla who
had objected to the measure. For some insupportable
reason the District Engineer, an accomplished
Officer selected for a high appointment after only
four

one

1. 2nd. that if the Chief Engineer chooses he may take up
 any subject for report to Government, or cancel it
 he takes up and disposes of by a subordinate, on which
 cases he will sign the letters - 3rd. that if the Chief
 Engineer thinks proper to cancel the Superintending
 Engineer's letter to Government on any subject he
 shall substitute for it a letter prepared by himself
 or by his direction, stating to Government that he has
 done so. These rules I propose to apply to the correspondence
 with Government, and with regard to the District
 Engineers I think that their letters should be referred
 to the Superintending Engineers who write to them. The
 correspondence with other authorities than the Government
 may be conducted under the three rules above mentioned,
 with the omission of the clause requiring the Chief
 Engineer to state when he has cancelled the Superintending
 Engineer's letter. -

I have not touched upon a rather
 proposition which I know to have been serious by
 entertained in Bengal, namely to make the Superintending
 Engineers Chief Engineers of the second class in their
 Quotas, and the present Chief Engineer a Secretary
 to Government. This does not come within the scope
 of the subject on which I am required to report, and
 I will therefore only say upon it that I am much

inclined

inclined to a favorable view of it, but should wish to
 see the arguments of its opposers before I form a definite
 opinion.

10. In conclusion I would observe that the
 Rules regarding Superintending Engineers in the Bengal
 Code are very little applicable to that class of
 Officers as it now exists in this Presidency, and as
 I believe it ought to continue.

Central Office of P.W.
 Fort Saint George
 17 May 1859

Have the honor to be,
 Sir,
 Your most obedient servant

J. K. Bell
 Chief Engineer

Public Works Letter to
 England dated 8th June
 1859. No 19.

The Secretary

to Government. I
 I entirely agree with Mr. Bourdillon that the ~~application~~
 circumstances of the Madras Presidency may require a
 different application of the same principles, or even to a certain
 extent the application of different principles from the circumstances
 of the other Indian Presidencies. It is worse than useless to ignore
 the individualities which exist in fact. It puts our
 whole system of administration out of joint, and

The Deputy E. or Asst-
 Chief Engineers the three
 proper persons will
 improve matters in
 the Central office -
 W. H.

one young engineer come
 one

understood in the report
 from and what external
 The functions of a
 Engineer and the function
 of a Secretary is
 to write and the function
 of the Engineer is to
 execute the work of the
 Secretary and the
 Secretary is to write
 the report in the morning

Both have also been
 not having considered
 the subject. I desire to be
 at liberty to express my
 different views. I have no
 objection. W. H.

2/6/59
 I agree with the
 Board the President
 the rules supported by
 the Bill for placing

The Engineer's function is to
 execute the work of the
 Secretary and the
 Secretary is to write
 the report in the morning
 and the Engineer is to
 execute the work of the
 Secretary and the
 Secretary is to write
 the report in the morning

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N^o 1387

Proceedings of the Madras Government
Under date the 8th June 1859,

Read the following
papers

From the Chief Engineer

(Here enter 17 May/59/1858)

Minute by the Honble the
President.

(Here enter 1st June - 11)

In this letter
the Chief Engineer lays
before Govt his views in
respect ^{to} of the Office of Su-
perintending Engineer, one
of the subjects to which
his attention was called
at the time of his nomi-
nation to his present
Post.

2. Colonel Bell con-
siders the Office of Super-
intending Engineer, the
intermediate grade between
the Chief Engineer on the
one

one hand, and the Dis-
trict Engineers on the
other, to be essential to
the very existence of the
Pub Works Department,
because the Chief Engi-
neer single-handed must
be quite unequal to the
control of so extensive a
Dept., and because the
necessary aid could not
be afforded to him by any
indirect staff of Assist-
ants. He holds that the
true function of those of-
ficers is the control of
their circles, and he is
of opinion that their con-
trol can be exercised
quite as efficiently from
the Presidency Office as
from the centre of the
circle, and much more
economically, and he
strongly deprecates the
removal

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removal of the Chief Engi-
neers from their pre-
sent position in the cen-
tral office, as likely to
produce much mischief.
He considers however that
the ^{their} ~~the~~ status of the Chief
Engineers in the office ought
to be raised, by giving them
more individual prominence,
and more direct respon-
sibility, and he proposes
the following course of
proceeding with that
view.

- 1st that the letters to Govt. in the busi-
ness of their circles written
by the Super. Engineers, or under
their directions by their Subordi-
nates, shall be signed by them-
selves and countersigned by the
Chief Engineer in token of approval.
- 2nd that if the Chief Engineer thinks proper
to cancel the Super. Engineer's letter
to Govt. on any subject, he shall
substitute for it a letter prepared
by himself or by his direction, stating
to Govt. that he has done so.

3. that the Chief Engineer ~~may~~
may take up any sub-
ject for report to Govt., or cause
it to be taken up and disposed
of by one of his own subordinates,
in which case he will sign
the letter.

4. Correspondence between the Central
Office and other Offices and
Departments to be conducted
under the preceding three rules,
meeting the requirement that the
Chief Engineer shall state when
he cancels the draft of a Sup^r.
Engineer.

5. The letters of the local Officers of
the Department to be addressed
to the Sup^r. Engineers of their circles
respectively.

3. The present consti-
tution of the Pub Works Dept. from 1st of Decr 1855
is based on the instruc-
tions communicated by
the Privy Council of Directors
to the Gov^t of India on a
review of a minute recorded
by the late Governor General
upon the questions discussed
in the Report of the Madras
Pub Works Commissioners.
The

The Court concurred
in the view expressed
by Lord Dalhousie as
to the desirableness
of placing the Public
Works Department
of the Madras Pre-
sidency under the sole
authority of a Chief
Engineer and giving him
the assistance of three
Officers of high standing
and qualification, acting
in subordination to him,
but they thought with
Mr Grant that the dis-
tribution of duties among
these Officers should be
geographical rather
than according to the
nature of the works. The
scheme for this Pre-
sidency accordingly
provided

with that in the scheme of the Calcutta Code Committee, and in consequence the designation of Superintending Engineer was substituted and still continues in force.

4. The proper local position of the Superintending Engineer has also formed the subject of correspondence; and as stated by Colonel Bell, the late Lord of Directors expressed the opinion that their duties

From Govt of India 3 July/55
N^o 777
To - do - do - 15 Aug^r
N^o 432.

From Govt of India 17 June
1856 N^o 2721

From Govt of India 7 July/57
To - do - do 30 " " " N^o 3357
From do do 7 Aug^r - " " " N^o 3951
To do - do 21 Oct^r - " " " N^o 1977
From do do 18 Sep^r - " " " N^o 4619
To do - do 6 Nov^r - " " " N^o 2073
From do do 11 Jan^y/58 " " " N^o 141.

provided for three Assistants to the Chief Engineer who were designated at the time Deputy Chief Engineer, the reasons for adopting this designation being fully stated to the Government of India in a letter dated 15 August 1855 N^o 432. The orders of the 17 June 1856 however directed that the nomenclature of the appointments in the Public Works Department of this Presidency should correspond with

duties, were incompatible with a residence at the metropolis. In ^{* Despatch to Govt of India May 6/57 Sth Para 7} reply to a call for their opinion on this question by the Government of India, ^{this Govt} strongly deprecated a removal of the Superintending Engineers ^{into the Interior, or} to the Provinces on the ground that such a measure would entail considerable increase of expense on the State, and would also impair the efficiency of the Department. ^{* To Govt of India Oct 2/57 Sth 1977 Para 4} The matter was finally referred to

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to the Home Government, January 11th 1858, but it does not appear that any reply has been received. ^{mentions} Colonel Bell ~~is~~ that the arrangement of locating the Superintending Engineers at the Headquarters of the Chief Engineer has not given satisfaction in Bengal, and that a change is contemplated there. Whatever may be the course taken by the Government of India in this respect with reference to the requirements of the Lieutenant Governorships and Local Administrations subordinate to that Govt, it does not necessarily follow that a similar course should

Should be expedient and appropriate in this Presidency. Even the late Governor General seems to admit in his Minute of the 30th June 1854 that a system suitable to Bengal or Bombay may not be applicable to Madras. In that sentiment this Government fully concurs; and it considers the practical recognition of it as essential to the efficient administration of this Presidency. To use the words of the minute of their President, recorded above, "The circumstances of the Madras Presidency may require a different application of the same principles, or even to a certain extent the application of different

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"different principles ~~even~~
"to a certain extent the appli-
"cation of different principles
"from the circumstances
"of the other Indian Pre-
"sidencies. It is worse than
"useless to ignore in theory
"individualities which exist
"in fact. It puts our whole
"system of administration
"out of joint, and wastes
"invaluable public time
"in discussing abstractions
"which have often no more
"connection with the South
"of India than the status
"of France has with that
"of Spain". The
"circumstances of the
"Madras Presidency as
"has been often represented
"to the Government of India,
"are so very different in
"respect

respect ^{to} its public works from
those of Bengal, as to require
~~the application of different~~
~~principles and a separate~~
~~order of arrangement~~
that it may and does re-
quire in many particulars
a different system of ad-
ministration. ~~from that~~
~~which is suited to that~~
Country. It may be added
that it is yet quite unde-
cided what are the best
arrangements ^{in Bengal} ~~there~~, the
system fixed in 1855 hav-
ing apparently proved a
failure.

6. The Government,
agree in the main reason-
ⁱⁿ ~~ing~~ of Colonel Bell's ^{reasoning as to the proper location of}
~~The~~ ^{the Subj. Engrs. their}
proper position of that
~~Superintending Engineer~~
obviously is what Lord
Dalhousie

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Dalhousie intended it to
be, and what Colonel
Bell says it ought to
be, but what it has
never been fully recog-
nized to be, namely,
that of a highly qualified
and highly trusted
assistant to the Chief
Engineer, charged with
^{controlling} ~~superintending~~ the
duties of a particular
circle, and ordinarily
issuing instructions to
the District Engineers
on his own responsibility;
but subject to the superior
authority of the Chief
Engineer, to whom he
should refer in every
matter of doubt, and
who would take the
immediate conduct of
affairs

affairs into his own hands
at his discretion. To the
opinion ~~as to the local-~~
~~ity of the Superintend-~~
~~ing Engineers~~ expressed on this point
in the letter to the Govt
of India dated October
2nd 1857, and to all the
reasons there stated
for it, this Government
still adhere. In partic-
ular they fully hold
with Colonel Bell, that
the proper inspecting
Officers are the District
Engineers; and that if
these Officers are judiciously
selected there will be
rarely be occasion for
any other inspection.

In order that
this position of the
Superintending Engineer
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that the designation
of Superintending Engineer
shall be changed to that ori-
ginally adopted by
his Govt vizt "Deputy
as more correctly describing their position & duties
Chief Engineer". The
Officers so called will
perform their duties
as above defined
in the office of the
Chief Engineer at
Madras, except when
by his direction or
with his sanction they
are employed in the
Mofussil in super-
-vising the proceedings
of the District Engi-
-neers or on any
other service.

The

8. The Governor in Council approves of the most part of the arrangements proposed by Colonel Bell for the conduct of business. The Deputy Chief Engineers will correspond with the District Engineers of their respective Circles, and with any individuals who are connected with the business of those circles; but it will be the duty of the Chief Engineer to keep himself acquainted with what is in progress, to

that so he may be enabled ~~him~~ to control the general proceedings of the department, and to preserve harmony between the orders passed and the systems followed in the several circles. With this view also he should encourage the Deputy Chief Engineers to communicate freely with each other on the business of ~~the~~ respective circles.

9. On one point only the Chief Engineer's propositions need amendment. Whoever may draw the letters to Govt, they must be entirely adopted and signed by the Chief Engineer. The reasons for this distinction between communications addressed to Government, and those addressed to subordinate authorities are obvious. It is ^{a distinction} perfectly understood in the departments at

at Home and works extremely. 7.

Ordered that these

Ordered also that the

10 Advertising to para

different, and this

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Referring to the action
of the 27th Sept 1859
relative to the purchase of the
" " " " " " " "

It is here, ~~marked~~ ^{marked} for

in the P. under Dept.

Notification

by any means consent
to a fusion of the two.

19 Copies to the Aug City & Dist 9th

JH

Public Works Letter to England
Dated 8th June 1857 N^o 19.

Public Works 1857 Dep^y M^r
Cons 10th June.

Pro: of the Madras Govt.
D^y 8th June 1857.

From the Chief Engineer d^y 10th May
1856 C. N^o 1210 in Cons 13th June N^o 1373.

Passing orders on the
Chief Engineer's proposals with
regard to the functions and
designations of the Superin-
tending Engineers as well
as on certain other matters
connected with the P. W. D.

N^o 19 at 121.