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MADRAS RECORD OFFICE.

Government of Madras.

Revenue
Public works
Public works
DEPARTMENT.

G.O. No. <u>1262</u>	Press Mis.
<u>459-60</u>	
Dated <u>24-4</u>	18 <u>68</u> .

Not to be folded or roughly handled

*Proceedings of the Madras Government, Revenue Department,
21st April 1863.*

Read again Revenue Proceedings, No. 653, dated 13th March 1868.

No. 439. Read also the following Proceedings of the Board of Revenue, dated 11th March 1868, No. 1,791.

Read the following letter from the Superintending Engineer, 7th Division, to the Secretary to Government, Department of Public Works, dated Camp at Calicut, 3rd December 1867, No. 140:—

1. I take the liberty of submitting, for the orders of Government, certain Revenue Board Proceedings, No. 6,141, of 24th September 1867. Proceedings of the Revenue Board, directly affecting another division it is true, but enunciating views which I believe to be opposed to the orders of Government affecting the Public Works Department generally; and which should either be confirmed or set aside authoritatively, that Local Fund business may be transacted on a better defined basis than it is at present.

2. As I have read the orders of Government on the subject of Local Funds, I understand that the Board is not competent to disallow the levy of ten per cent. on any items of expenditure by the Public Works Department, in consequence of a petty establishment having been entertained for the particular works on which such outlay has been incurred. I further understand, from those orders generally, that in lieu of a deduction of five per cent. from all sanctioned estimates, (on which no per-centage for superintendence is now allowed,) the Board are bound to set apart five per cent. on all sanctions for work to be executed by the Public Works officers, as the contribution from the Local Funds towards the maintenance of petty establishments to be employed indiscriminately both on Imperial and Local works.

3. I have another object in view in bringing to notice the abovementioned Proceedings and the letter calling them forth, and that is, to enforce the views put forward in my report on the subject of the organization of the Public Works Department, No. 127, of 11th November 1867, with reference to an increase of the Permanent Lower Subordinate Agency being our chief want. I am glad to find another Superintending Engineer, and a Collector of another division, so completely in accord with me on the main point of an increase being absolutely necessary. I only deprecate the appointment of a separate Lower Subordinate Establishment for local works only. Efficient men can only be secured by bringing all, to be appointed on salaries of Rupees 30 and upwards, on a permanent list; making them available for all duties; and giving them claims to pension. Messrs Puckle and Prendergast have most correctly shown, that the increase of work thrown on the Department by the Road Cess Act, is alone sufficient to justify a call for increase of Lower Subordinate Establishments. The frame work of the Upper Subordinate and Engineer Establishments only requires adding to by supernumeraries for carrying out the large Irrigation works for which funds are provided by public loans. In the seventh division, the additional funds levied under the Road Cess Act must amount to between two and a half and three lacs of Rupees.

Referred to the Revenue Department, with the opinion of the undersigned that, irrespective of the proportion of the cost of the *permanent* Public Works Establishment which is debited to Local Funds, provision should be made from that source for charges on account of *petty* establishments to be employed on Local Fund works in the same manner as is done in the case of Imperial works.

FORT ST. GEORGE,
10th December 1867.

(Signed) CHARLES A. ORR, Colonel, R. E.,
Secretary to Government, P. W. D.

Referred to the Board of Revenue for their remarks.

11th December 1867.

(Signed) W. HUDLESTON,
Secretary to Government.

1. The foregoing endorsement communicates another endorsement of the Secretary to Government, Department of Public Works, on a letter, dated 3rd December 1867, No. 147, from the Superintending Engineer, 7th Division, suggesting that some provision should be made, from the District Road Fund, for charges on account of *petty* establishments to be employed on the Road Fund Works, irrespective of the proportion of the cost of the *permanent* Public Works Establishment.

2. The Board would, in the first place, point out to Government, that Colonel Walker has, apparently, overlooked No. 22 of the Road Fund Rules passed by Government, which expressly provides that "Petty Maistries and other similar servants are to be charged in the estimates of the works on which they are employed." This is, in the Board's judgment, the best and most economical arrangement, and it enables Government to see the real cost of a work. In their Order,* Revenue Department, Government were pleased to rule, that "the Department of Public Works will, except in very special cases, provide from their general establishment for the superintendence of Local Fund Works as a set-off for the ten per cent. deducted from Local Funds and carried to Imperial credit, but that 'Petty' establishments for the execution of work when necessary must be provided by the Road Fund, as contemplated in Rule 22 of the Road Fund Rules."

3. When *petty* establishments of this character are supplied, the allowance of ten per cent. for the supervision and assistance of the Public Works Establishment is still payable, but when a special superior establishment, competent to execute the simple works, which, as a rule, devolve on the Road Fund, is supplied, as in Tinnevely, by the latter Fund, the allowance is not claimable, as laid down in paragraph 6 of the Board's Proceedings, dated 24th September 1867, No. 6,141, a copy of which is herewith submitted for the information of Government.

4. The Board would also remark that the Road Cess is a *Trust* Fund, and the Government are bound to administer it on liberal and equitable principles. Moreover, as the first essay in local taxation, it is of the highest importance that nothing should be done which is at all likely to shake the confidence of the people in the good faith of the Government.

5. The Board would deprecate, in the strongest terms, a *joint* extra establishment. The Public Works Fund and the Road Fund are quite distinct, and should, as far as possible, be kept so. The funds available for public works are dependent on the financial prospects of each year, and the sanctions of the Supreme Government; and as part of an Imperial Department, is subject to rules framed on the principle of assimilating the practice of the department throughout India.

6. The Road Fund, on the other hand, is under the exclusive control of the Local Government, subject only to the provisions of Act No. II of 1864; and the Government are, therefore, competent, and in the Board's judgment, bound to administer it in the most effective and economical manner, without adhering strictly to each and all of the rules of the Imperial Public Works Department. It was on this principle that the special rules of the Fund were framed and sanctioned by Government, and the Board would deprecate any change of procedure.

7. The Road Fund certainly cannot, at present, afford to inaugurate a pension list, and the Supreme Government, the Board apprehend, are not likely to admit such charges against the Imperial revenues.

8. The Board would finally submit, for the consideration of Government, that, as the Road Fund is quite of recent origin, changes in its management should be cautiously and gradually introduced, as experience dictates, and that the policy of Government ought to be to keep it distinct, as far as possible, from their own Public Works Department, and so regulate their administration as to hasten the time when it may be made over to the people themselves.

MEMORANDUM.

No. 440.

1. Having been called upon for an opinion as to the merits of the plan proposed by the Collector of Tanjore for the formation of an establishment under the direction of a separate professional Officer of the rank of an Executive Engineer, as a separate branch of the Revenue Department under the control of the Collector, for the management of Local Fund works, the undersigned has the honor to state that this would be something in accordance with the system adopted in Bengal and in the territories more directly under the administration of the Government of India, where Local Fund works are placed under the charge of members of the Public Works Department of various grades, who, it is believed, are under the orders of the Collectors, but retain their position in the Public Works Establishment, being borne as Supernumeraries on the Departmental list, and paid from Local Funds. This system is probably found to work well in Bengal or the North-West Provinces, where the duties of the Officers of the Public Works Department are concentrated in the charge of buildings in Military Cantonments or Civil Stations, and in the supervision of lines of trunk road or of canals, or river embankments, and where consequently local roads would lie out of their way. It is very different, however, in this Presidency. Here public works are so various and scattered, that no portion of a district is out of the reach of members of the professional Department, and Local Fund Roads necessarily come as much under their supervision as do Imperial works.

2. Imperial and Local Fund works are in fact throughout this Presidency closely mixed up, and nowhere perhaps more than in Tanjore, where Local Fund roads are frequently carried on the top of embankments constructed and maintained for strictly Imperial purposes, and at the charge of the Public Works assignments. The Range Officers of the Public Works Department having charge of small areas, with works of all descriptions scattered over them, are thoroughly conversant with the wants of every part of the country as respects roads or other public improvements, and, if provided with suitable petty establishments at the cost of Local Funds, are in the best position for carrying out all works whether Imperial or Local Fund. On the other hand, it seems far from likely that any one officer, however active and ubiquitous he may be, can possibly exercise a close and effective supervision either over the execution of works in progress over the face of any one of the districts of this Presidency, or control the expenditure on them in the same way as it can be done by the Executive Agent in charge of a Public Works Range.

3. It is likely enough that a special establishment under an Executive Officer, as a subordinate branch of the Revenue Department for the execution of Local Fund works, will work in harmony and in perfect co-operation with the lower Revenue officials, but this would seem to be rather a reason for requiring that the operations of that establishment should be subjected to more constant and more direct supervision than one officer could give to them, than for expecting that all grounds of clashing would be removed. When works under two distinct agencies are being carried on in the same field, and are dependent upon the same sources of supply for labor and materials, competition must unavoidably ensue, and with it, differences of interests, and a clashing of arrangements, followed by a rise of rates and wages. It would be no satisfaction to the Public Works Officer to know that his labor had been withdrawn from him through the hearty co-operation with his competitors of some minor Revenue officials, or to discover that the prices of his materials had been enhanced to him by means of a combination, or may be a collusion, between those parties. Public Works proper would be placed at a great disadvantage, and while the difficulties of carrying them out would be multiplied, their cost, as well as that of Local Fund works, would in all probability be greatly increased.

4. Local Fund works are as much Public Works as any other, and mixed up as they are in this Presidency with Imperial works, it is not easy to see what advantage is to be gained by entrusting them to a separate agency. There may perhaps be some economy in withdrawing the charge of Local Fund works from the Public Works Department, but the disadvantages of such a measure (retrograde as it would be) seem likely far to outweigh its advantages.

5. The Public Works Department ought to be capable of undertaking Public Works of all classes, and there is no reason why it should not be so if the small petty establishment, which is required to be attached to each range at the cost of Local Funds, be permanently engaged, though perhaps in Tanjore or the Godavery, where Road Cess collections produce large sums, it may be advisable also to employ a junior officer in the grade of Assistant Engineer to aid the Superintending Engineer in his general inspections, such officer being borne on the Public Works Departmental roll as a Supernumerary, and paid from Local Funds. This would seem to be a better, and in every way, a more suitable arrangement than that

proposed by the Collector of Tanjore, though it would no doubt be somewhat more costly. If a cheap establishment is the main thing to be desired, it may doubtless be obtained in the manner suggested by Mr. Morris, but only, in all probability, at the expense of very dear work.

6. The Public Works Establishment is not at present in a position to spare an officer for the separate charge of Local Fund works in Tanjore, but the Public Works Establishment may be strengthened and an officer then detached, who, continuing to be borne on the Departmental roll, may be paid from Local Funds.

(Signed) CHARLES A. ORR, Colonel, R. E.,
Secretary to Government, P.W.D.

FORT ST. GEORGE,
20th March 1868.

No. 441. *Proceedings of the Madras Government in the Public Works Department.*

Communicating certain papers to the Superintending Engineer, 2nd Division, and observing that, an extra Subordinate Establishment for the supervision of Local Fund Works should be entertained on the same scale as proposed by the Collector of Tinnevely. (Here enter 21st March 1868, No. 925.)

No. 442. *Proceedings of the Madras Government in the Public Works Department.*

Communicating to the Revenue Department letter from the Superintending Engineer, 6th Division, regarding the appointment of an Executive Agency to superintend the roads in the Tanjore District. (Here enter 27th March 1868, No. 996.)

No. 443. ORDER THEREON, 21st April 1868, No. 1,050.

Local Funds, No. 15.

Establishment.

1. Ordered that the above Proceedings of Government in the Department Public Works be communicated to the Board of Revenue, with instructions to take immediate steps for employing a Petty Establishment, consisting of one Overseer and two Maistries, in each Public Works Range for general duties in connection with Local Fund (District Road) works, and to be paid from that fund.

2. The Government are satisfied that irrespective of the allowance of ten per cent. on the expenditure supervised by the Department Public Works, which is debited to Local Funds on account of the assistance rendered by the establishments of that Department, the services of the Petty Establishment now ordered to be entertained are essentially necessary for the satisfactory employment of the large amount of funds which are now raised for local works, and for the proper administration of which the Government are responsible to the people who contribute them.

3. The subject has been well considered, and the Government are of opinion that the system now ordered to be introduced is likely to prove the most economical and effective.

4. That advocated by the Collector of Tanjore does not commend itself to their judgment.

6 *Proceedings of the Madras Government, Revenue Department,*
21st April 1868.

5. The maintenance of this Petty Establishment for general duties will not preclude the employment of temporary establishments for subordinate supervision, to be charged to the works on which their services may be required in cases where this assistance is found necessary.

6. Provision for such charges will be made in the estimates for the particular works.

7. Should the Board find themselves unable to provide the Petty Establishment now ordered from surplus or Reserve Funds, they will make the necessary reduction out of the appropriation for works in each district. The matter should be taken in hand at once, so that the funds available for expenditure in the current year may be employed to the best advantage.

(True Extract.)

[Signature]

Secretary to Government.

To the Board of Revenue.
„ the Department Public Works.
„ the Accountant General.

List

1252

N^o 1262

72

Command &
the Supg Engineer
for information and
guidance

For H^o Secy
24 April 1868

[Signature]

For E. I.

Capt Kennedy

Contractor

Recd 27/4/68

W 1968 Dept
Pr of Govt for April
No 1503

Pr of the Madras Govt
Revenue Dept

By 21st } April 1968
No 23 }
No 1050

No 1262-24 April 1968

Sanctioning the
Employment of Pilly
Establishments in
the several P W Works
of this Presidency for
General duties in con-
nection with Local
Fund works.

No 459-460

With an Order