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MADRAS RECORD OFFICE.

Government of Madras.

Public works **DEPARTMENT.**

G.O. No. 2870 Press Mis.
8283

Dated 6 11 1871.

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Proceedings of the Madras Government, Public Works Department, 6th November 1871.

No. 82. Read the following endorsement of the Secretary to Government, Revenue Department:—

Proceedings of the Board of Revenue, dated 1st September 1871, No. 3,763.

Read the following letter from J. A. C. BOSWELL, Esq., Acting Collector of the Kistna District, to the Acting Secretary to the Board of Revenue, dated Dindi, 29th June 1871, No. 1,885.

With reference to the Board's Miscellaneous No. 1,744, dated 31st May 1871, requesting me, with reference to Government Order, dated 25th May 1871, No. 919, Revenue Department, to submit a scheme for a separate Local Fund Establishment for this district, I have the honour to forward, herewith, a statement showing in parallel columns:—

1. The allotment for establishment provided in the current year's Budget.
2. The scheme of establishment proposed by Mr. G. L. Morris for Tanjore.
3. The scale of establishment I would recommend for the Kistna District.

2. In the Proceedings of Government, dated 7th June 1871, No. 216, Financial Department, will be found the current year's allotment for establishments.

	RS.
Petty Establishment	11,000
Public Works Department, General Establishment ...	44,069
	55,069

With regard to the allowance for General Establishment, the original Budget contained a provision of Rupees 19,140, calculated at 10 per cent., on the proposed expenditure, but the amount has since been increased, in order that Local Funds may contribute their proper share towards Public Works Establishments, and it has been ruled that the sums set apart in the Budget for establishments shall not in future fluctuate with the actual expenditure but be regarded as fixed grants for the year. Under Madras Act III. of 1866, the average recepits of Road Cess in this district amounted to Rupees 1,75,000, but under the Local Funds Act, the amount available for expenditure may be roughly estimated at Rupees 2,00,000 excluding the sums set apart for purposes other than roads.

3. The Kistna District has been divided into two circles, consisting of the Masulipatam and Guntoor portions, one containing seven talooks and the other six talooks. The area of the district is so great that I am satisfied that a single Engineer would not be able to undertake the supervision of the whole, but that each circle should have a separate Engineer, who could also be Engineer to the Municipalities of Masulipatam and Guntoor, and in his Office all Municipal plans and estimates would be prepared, while works would be executed under the Talook Local Fund Overseers. I would fix the salary of the Local Fund Engineer at Rupees 500 a month, with travelling batta at Rupees 4 a day, and I would provide that each of the Municipalities should contribute Rupees 100 a month to Local Funds, towards the maintenance of the establishment in which they would have a joint interest.

4. With regard to the scale of each of the Local Fund Engineer Establishments, I have consulted an Engineer Officer of this district. With the increased

funds now to be made available, the amount of work will of course greatly increase also—the preparation of estimates and plans and the keeping of accounts. Under present circumstances, the following seems to be the least establishment that could properly and effectively overtake the work. Hereafter when the chief lines of road have been made and the greater portion of expenditure is devoted to maintenance, the scale of the Engineer's offices will bear revision :—

	RS.
Head Accountant	50
Assistant do.	30
Clerk	20
Draughtsman, 1st Class, and Estimate-maker ...	50
Three Lascars at 7 Rupees	21
Total...	171 Annual Rupees 2,052.

In this district there are eleven Talooks and two Zemindary Divisions, seven have been allotted to one circle and six to the other. As yet, with the limited funds available, there have been only seven Overseers appointed, each with two Maistries and one Lascar, and additional Maistries have been paid out of the estimates, in which a provision of 5 per cent. is made for supervision, in addition to the 10 per cent. allowed for Petty Establishments, and 10 per cent. for Public Works supervision.

5. In the scheme I have prepared, I propose a full establishment for each talook. At present the Zemindary Divisions and some of the upland talooks have scarcely had their fair share of Local Fund expenditure, in proportion to the amount they raise. I would, however, leave it to the Local Fund Boards in consultation with the Collector and the Local Fund Engineer of each Circle, to determine whether the whole establishment should at once be entertained or whether, in some cases, two talooks should be placed under one Overseer, until the plans and estimates for new works are sanctioned :—

Talook Establishment.	RS.
Overseer	60
Travelling allowance	15
Two Maistries	40
Travelling allowance, at 5 Rupees	10
Writers	15
One Lascar	6
Monthly...	146 Annually Rupees 1,752.

The principal work at present is surveying the new lines of road. These Surveyors and their establishments are paid out of estimates, and the work is not done by the regular establishments. I am of opinion that these surveys might be generally undertaken by the Talook Overseers, but if it be considered desirable at present not to complete the full number of the Talook Establishments, then perhaps it may be desirable to employ ten Surveyors with their establishments for the first year.

6. It will be observed that the rates of pay proposed by me are in excess of those in Mr. G. L. Morris' scheme for Tanjore. I do not think that qualified men can be procured for less than the rates at present prevailing in the Department Public Works. The supply is limited.

Proceedings of the Madras Government, Public Works Department,
6th November 1871.

7. I would propose an entire severance of Local Funds from the Department Public Works, and would place the department entirely under the orders of the Collector and the Local Fund Boards. As Road Fund Works consist chiefly of earthworks, bridges, tunnels, etc., the plans and estimates can be prepared by the Local Fund Engineer for submission to the Board. The Local Fund Board should be empowered to pass the estimates and plans which they now approve, calling for the opinion of the Superintending Engineer, when they may consider it necessary. I propose that the Local Fund Engineer shall give completion certificates for works. I am informed that in the Department Public Works the Executive Engineer furnishes for works certificates of completion, and that these are not necessarily countersigned by the Superintending Engineer.

8. It being provided for in 41 of Local Fund Rules that when agency other than departmental is employed, the Controller of Public Works Accounts shall supply the persons entrusted with the execution of the work with funds, and deal with the expenditure as he does in the case of expenditure of Public Works Funds by Civil Officers; I presume that the audit of the expenditure will continue in the Controller's Office. If such be the case no Special Establishment would be necessary in my office or the Board's for the extra work beyond what may be sanctioned for working the new Act under which business in the Local Fund Department of the Collector's Office has greatly increased. If, however, the accounts are to be audited in my office, a Clerk on Rupees 35 would be required for each of the Circles.

9. As to the working of the scheme, I would propose that the two Local Fund Engineers shall be immediately subordinate to the Collector of the District, with whom alone they shall correspond. The Local Fund Board may call for plans and estimates through the Collector, which the Engineers will furnish.

10. I propose that the Tahsildars and Deputy Tahsildars in Zemindary tracts shall be supervisors of work done by the Overseers, that in fact the Local Funds shall be an integral part of the Revenue Department. This will greatly remove the difficulty now experienced very often by the separate department in procuring labour. The Revenue Department will study the convenience and the wishes of the people in a way that the Department of Public Works do not. By judicious arrangements in fixing the working season at that time of year when a rural population are not engaged in agricultural operations, we shall be able to procure as many coolies as we require, and by giving out contracts for work to villagers within their own limits, we shall gradually be able to induce them to take an interest in the up-keep of the roads, and get the work done cheaper than we could otherwise, for the contractors will supply the petty establishments, and what the Local Fund Department will in time only require to supply will be funds and supervision.

11. The funds to be expended by the Local Fund Establishment under the Collector I propose should be budgetted for as expenditure by the Revenue Department. Towards the close of each month, the two Local Fund Engineers will submit to the Collector their estimates for cash requirements in the following month, and the Collector should be at liberty to forward the same after his approval to the Controller for a letter of credit being furnished through the Accountant-

General upon the Treasury Deputy Collector to whom a copy of the estimate sent up will be communicated. The Treasury Deputy Collector would then place the funds at the disposal of the Engineer by opening drawing accounts in their names. Monthly Accounts should be compiled in each Circle Engineer's office and despatched to the Collector by the 10th of each month, in the shape of a progress report, etc.

12. Another saving that may be effected by this scheme will be to place the Jungle Conservancy Expenditure also under the Local Fund Engineer. Having charge of all the roads in the district, no separate establishment for supervision will be required to look after the avenues, and the Overseers may very properly undertake also the regulation of the fuel reserves, topes, and general planting operations. This will enable us to dispense with the Separate Jungle Conservancy Establishment recently sanctioned, of two Overseers and two Peons, amounting monthly to Rupees 140 or annually Rupees 1,680. Another saving will also be the 10 per cent., for supervision, deducted by the Department Public Works on account of all expenditure by that department for Jungle Conservancy Funds, this year Rupees 700.

	Rs.
Public Works Establishment grant ...	44,069
Petty Establishment	11,000
Jungle Conservancy Establishment ...	1,680
Department Public Works supervision at 10 per cent., for Jungle Conservancy Works	700
Total...	57,449

13. Briefly then it will be observed that the cost of Public Works and Petty Establishment, etc., for the current year amounts to Rupees 57,449, whereas my proposals for establishment would amount to Rupees 42,408, showing a saving of upwards of 15,000 Rupees per annum.

14. If the Local Fund Engineers are to be placed under the Collector, I think it will be desirable and save complications if the officers selected are Civil Engineers instead of Military men. If the services of Mr. W. R. Norris, Assistant Engineer, Repalli Range, in this district can be conveniently spared, I should be glad to see him appointed Engineer of one of the Circles, as an officer of energy and ability and some experience.

ENCLOSURE No. 1.—Statement.

THIS letter will be submitted to Government with reference to Government Order, Revenue Department, dated 25th May 1871, No. 919.

2. It has been sufficiently shown that the Public Works Establishement cannot do justice to the Road Fund of the Kistna District. Mr. Boswell now submits a scheme for a separate staff of men to be engaged solely on Local Fund works.

—	Assets.	Expenditure.	Balance.
1866-67 ...	76,340	19,787	56,553
1867-68 ...	1,49,824	1,54,299	—4,475
1868-69 ...	1,73,419	1,85,533	—12,114
1869-70 ...	2,70,696	1,32,964	1,37,732
1870-71 ...	3,38,450	1,60,968	1,77,482

3. The first point requiring notice is that whilst the total expenditure on establishments is to be reduced from Rupees 57,449 to Rupees 42,408 per annum, the present contribution towards the

cost of the Department of Public Works, which for the present year is fixed at Rupees 44,069, is to be withdrawn altogether.

4. It is evident that, unless the Department of Public Works can be reduced when it is relieved of its duties in connection with Local Funds, the direct effect of the proposed measure will be to make the other districts pay the Rupees 44,069 which is not paid by Kistna. The old system under which Local Funds paid the Public Works Department a per-centage on work done has been abrogated, and it has been determined to charge them the difference between the total cost of the the Public Works Establishment and the portion of it which can be paid from other sources.

5. The Board are not in a position to judge how far the Imperial Establishment can be reduced. This will depend to a great extent on the measures Government intend to take on the Report of the late Public Works Commission.

6. The Board will now notice the details of the proposed scheme.

7. In the account showing present expenditure an item of Rupees 700 is entered for cost of Public Works supervision of expenditure from the Jungle Conservancy Fund at 10 per cent. This item should be excluded because the whole cost chargeable against the Local Funds under the administration of the Board is included in the lump sum of Rupees 44,069 which is to be paid out of the Road Fund.

8. It is proposed to give each of the circles into which the district has been divided an Executive Engineer drawing Rupees 500 from Local Funds and Rupees 100 from Municipalities and travelling allowance at Rupees 4 a day.

9. If it is meant by this that the Executive Engineers should reside during the greater part of the month in the Municipalities and be bound to give them one-fifth of their time and labour, the Board think the proposal must be modified. The two circles will be very extensive and the Engineers must be always on the move. It will be best to attach the Engineers *solely* to Local Funds giving them Rupees 5 a day instead of Rupees 4 as a travelling allowance.

10. The office establishment costing Rupees 171 seems to be moderate and efficient.

11. Mr. Boswell proposes to entertain 12 Overseers for the Road Fund, and other Local Funds and the Jungle Conservancy Fund, and he observes that the principal work at present is surveying the new lines of road. There are now seven Range Overseers paid from the Road Fund and two from the Jungle Conservancy Fund. These nine might be employed as Range Officers, attending both to road work and to Jungle Conservancy, and the three newly entertained might be employed solely in surveying and preparing plans and estimates. It will be better to have permanent than temporary Surveyors.

12. No remark is required with regard to Writers, Maistries, and Lascars.

13. It would be premature to discuss the questions of Audit, Correspondence, etc., in these Proceedings, but the Board believe they can be regulated by the Rules now in force.

Looking only to the benefit derived by the districts in which schemes like this are introduced, they cannot be too strongly advocated, but it must be remembered that the principle does not affect the Kistna District alone. If a separate establishment is sanctioned in this district the same measure must be introduced in course of time in the following :—

Godavery, where the cost to Local Funds of Public Works Establishments is Rupees 60,937.
Tanjore, where it is Rupees 46,287.
Malabar, where it is Rupees 47,337.

And there are many others where the sum now paid is larger than would have to be given for an efficient establishment engaged solely with Local Funds. Under these circumstances, the feasibility of the scheme depends on the possibility of effecting a corresponding reduction in the Imperial Establishment and the Board hope in the interest of Local Funds that this can be done.

TRANSFERRED to the Financial Department.

(Signed) W. HUDLESTON,
Secretary to Government.

No. 83. ORDER THEREON, 6th November 1871, No. 2,800.

LOCAL FUNDS, No. 10.
Establishment.

THE Government think it desirable to await the decision of the Supreme Government on the scheme of re-organization lately submitted before considering any changes.

(True Extract.)

Colonel, R.E.,
Secretary to Government.

To the Revenue Department.
,, Board of Revenue.
,, Superintending Engineer, 2nd Division.

Exd. S. T. Augustin.

7C

DEPARTMENT.

No.

From

Dated 187

FOR ORDERS.

Before giving an opinion on this proposal I should be glad to have a memorandum as to how the Sanctioning in the Public Works Department

was to be regarding keeping it possible to manage the Local Funds from entertaining the proposed P. W. Establishment by an equivalent reduction of the latter

was the possibility of effecting such a reduction.

18 Sept 1871

Memorandum on Proceedings of the Board of Revenue No. 5763, 1 Sept/71.

The proposal of the Collector of the Kistna District amounts in fact to the creation of a small Department of Public Works for road making only, to be a part of the Revenue Dept. and unconnected with the Imperial Public Works Dept. in any way whatever, except that the Superintending Engineer's opinion might occasionally be called for by the Local Board. There would no doubt be many advantages in

such a scheme if the cost of establishment was unimportant, but it appears to me that neither the Collector or the Board have fairly considered the disadvantages or faced the difficulties that would have to be encountered.

The Establishment proposed is one respect a complete department. It has

Engineers
Surveyors
Overseers
Maistries
Writers
Accountants
Draughtsman and Estimator.

but I question whether it would be practically found large enough to efficiently supervise the expenditure, and I am very sure that it would occasionally be found unequal to the task of designing and estimating, perhaps of building, the Bridges and tunnels that would at times be necessary.

There would also be a difficulty in meeting the demand of the extra Members for Professional Agency the supply of which is limited. The Collectors proposal in para 14 of his letter to the Board, in which he proposes to

but I would very much prefer a moderate list & cannot think that the Board will get on well.

A.P.
4th Oct/71

I agree the Board's position as unalterable and do not think the proposal of the Collector should be entertained.

A.P.

like also to have sufficient. I would not attempt to argue the point but would merely say that if it determined to have it, the objection of the Collector to the delay of re-organization lately in this Province before considering any change

I.C.S.

appropriate a D.P.W. Officer of energy and ability is clear on this point. The new Department is proposed to be put under the orders of the Collector and Local Fund Boards: (Collectors para: 7) but in a former letter (Revenue Pro: No. 919 Dated 25th May 71) the same Collector reported that the Revenue Dept. with all their other proper duties could not undertake the work nor are they qualified to do so. This surely implies that the Collector would not have time to devote to the supervision, and can it be reasonably

expected that the Local Fund Boards would exercise an efficient control over the Engineer? It is too soon yet to form an opinion as to what may be done in some exceptional cases, but I think the exercise of discretion in selection of works for execution, and in the allotment of funds, is as much as can be expected from the Boards in regard to road work as a general rule, and judging by Mr Baswell's own words and the recent admissions of the Revenue Officers in Madura and other districts, I am constrained to say that I

think under Mr Bonnell's proposal the Road Engineers would be quite unconstrained.

The most serious objection however is the cost. The Govt are fully aware that the strength of the Public Works Establishment is fixed, and necessarily so, by territorial considerations, that is in proportion to area, and almost without regard to the number of works in progress, or the amount available for expenditure, and I cannot see how any reduction of the Public Works Establishment proper would be feasible, except in respect to the petty Establishment of local Pund Overseers and some Maistries. We would still require our:-

District Engineers.
Assistants.
Range Officers
Talook Overseers

and all their Office people.

Relieving us of road work would not enable us to dispense with any Executives, though it would in most cases give them much less to do. in many cases too little.

Again; all the reasons which weigh with the Government in deciding not to meet the maintenance and repair of

Time. but this may be the local Fund thing for Imperial necessities!

minor Irrigation works in the Revenue Dept. apply in this case also, as they did in other cases, when it was proposed to separate road work from Irrigation and both from Buildings: I mean the double professional agency competing for labour and materials.

I think the severance of road work from other Public Works as proposed is impolitic, and on account of the attendant expense and the impracticability of re-forming the Imperial Establishment, that it is impossible.

I believe the reasons which influence Mr. Boswell will in a great measure disappear with the re-appointment of District Engineers, and that at any rate until the District Engineer System has had a trial it would be premature to attempt any further experiments, and even if District Engineers should not be re-appointed, I am of opinion that all the objections which Mr. Boswell has raised to a continuance of the existing state of things in the Kistna District would cease under the authoritative interference of Government in requiring the

Supy. Engineer to give a fair portion of his Officers and Overseers time and attention to roads. I may here mention that the Supy. Engineer of the 2nd Division has under consideration a scheme for the formation of a Labour Corps for roads only, respecting which he was recently directed to consult the Collector

J. Girdlestone Lt. R.E.
Chief Engineer
& Secy. to G. of W.P.

Oct. 2nd 1871.

No 2805

21c

The Government think it desirable to await the decision of the Supreme Government on the scheme of reorganization lately submitted before considering any changes.

H. 21 Oct

30/4

To
Rev. Dept
Bd of Revenue
S. Engr & Secy

Dept 7/11/71

C. No. 5045

Govt. of {1871} Madras.

PUBLIC WORKS.

To

The Revenue Department

Dated

Rcd. Encl. 2

G. O. No. 2800.

Nos. 8 2683

Local Fund establishment for the Kistnah De-

Deferring the consideration of the changes proposed by Mr Samuell until the final decision of the ~~Supreme~~ question of the ~~Salaam~~ the Reharmonization ~~Establishment~~ is passed by the Department.