

(1) Number of pages _____

(2) Date of repair _____

(3) Initials of the Referencer _____

MADRAS RECORD OFFICE

Government of Madras

Public Works DEPARTMENT

G.O. No.	1919-20	Press
B.P.—No.		Mts.
Dated	28. 7.	195
		1876

Not to be folded or roughly handled

*Proceedings of the Madras Government, Public Works Department,
28th July 1876.*

No. 485. MINUTES OF COUNCIL HELD AT OOTACAMUND ON THE 1ST MAY 1876.

Present:

HIS GRACE THE GOVERNOR.
THE HON. SIR W. ROBINSON, K.C.S.I.
THE HON. R. S. ELLIS, C.B.

Read the following papers:—

1. Letter from Controller, Public Works Accounts, as Secretary of Public Works Code Revision Committee, dated 5th May 1876, forwarding revised Chapter III of the Government of India Public Works Code.
2. Minute by three Members of the Committee.
3. Memorandum by Controller, Public Works Accounts, 27th March 1876.
4. Proposed draft G.O.
5. Minute by the Hon. Sir W. ROBINSON, K.C.S.I.
6. Memorandum by Controller, Public Works Accounts, 13th April 1876.

RESOLVED—That in the opinion of Government the duties of the Chief Engineer, and of the Secretary to Government, Public Works Department, should be separated.

That the Consulting Engineer for Railways, and the Chief Engineer for Irrigation, should be independent of the Chief Engineer.

That a Secretary to Government for Public Works should be appointed.

That all papers in the Department of Public Works be laid before Council through the Secretary in the Department; but that the Chief Engineer, the Engineer for Irrigation, and the Consulting Engineer for Railways, shall each attend the Council to explain their own papers whenever required by the Government.

That the Chief Engineer shall present to the Council, through the Secretary, all papers connected with the Public Works Department, except those of the departments of Irrigation and Railways.

And that he shall be responsible for the discipline and recommendations regarding promotion or otherwise in the department.

(By order of His Grace the Governor in Council.)

(Signed) W. HUDLESTON.

Chief Secretary.

1st May 1876.

ORDERED that the above Resolutions of Government be communicated to the Public Works Code Revision Committee through the Hon. R. S. Ellis, President of the Committee.

(Signed) W. HUDLESTON,

Chief Secretary.

2nd May 1876.

*Proceedings of the Madras Government, Public Works Department,
28th July 1876.*

No. 486.

ORDER THEREON, 28th July 1876, No. 1,919.

ESTABLISHMENT, No. 32.

ORDERED that the following letter,
requesting the sanction of the Govern-
ment of India to the appointment of

separate Secretary; be addressed to the Government of India:—
(Here enter, No. 1,920 dated 28th July 1876.)

(True Extract.)

(Signed) G. W. WALKER, Major-General, R.E.,
Secretary to Government.

PUBLIC WORKS DEPARTMENT,
FORT ST. GEORGE, 28th July 1876.

No. 487.

No. 1,920.

FROM

MAJOR-GENERAL G. W. WALKER, R.E.,
*Secretary to the Government of Madras,
Public Works Department,*

TO

THE SECRETARY TO THE GOVERNMENT OF INDIA,
Public Works Department.

ESTABLISHMENT, No. 33.

SIR,—I am directed by His Excel-
lency the Governor in Council to lay
the following observations before the
Government of India.

2. From a careful review of the past working of the Public Works Depart-
ment, His Excellency has observed that the result of combining in a single office
the separate and distinct functions of Chief Engineer and Secretary to Government
has practically been to deprive Government, in a great measure, of the professional
advice and assistance of their ablest Engineer Officers.

3. In this Presidency, where the duties of Chief Engineer and Secretary to
Government have for years been carried out by a single officer, experience has
proved beyond doubt that the ministerial duties of Secretary to Government have,
in themselves, been sufficient to occupy the whole time of the Head of the Depart-
ment, and that to these Secretariat duties have been sacrificed his other more
important duties as Chief Engineer, more especially those duties in connection
with the professional examination of designs and projects and the inspection of the
larger engineering works throughout the Presidency.

4. Experience has further shown the inconvenience of employing the
responsible Head of any Executive Department of the Administration as Secretary
to Government in his own department.

5. His Excellency the Governor in Council is, therefore, of opinion that it is
highly advisable to place the Public Works Department on the same status as the
other departments of Government, and by introducing a better division of labor
and by relieving the Chief Engineers of all Secretariat work, to put those officers
in such a position as will enable them to carry out their important executive duties
in the most efficient manner.

6. In accordance with these conclusions, His Excellency in Council desires
the general approval of the Government of India to the following changes being
carried out, as early as possible, in the organisation of the Public Works Department
in this Presidency.

7. The executive work of the Public Works Department will remain divided into the following three branches:—

General,
Irrigation, and
Railway,

each to be supervised by a Chief Engineer, who will carry out his duties as the executive head of his own branch of the department on his own authority and responsibility.

8. For the duties of Secretary to Government in the Department of Public Works a separate officer will be appointed, through whom all papers in the Public Works Department will be laid before Council, the Chief Engineers attending the Council whenever required by Government to explain any professional papers or business in connection with their own branch of the department.

9. Questions connected with Public Works Establishments employed on general duties will be initiated by the Senior Chief Engineer for the time being, who will, however, be expected to consult his colleagues and to obtain their general concurrence before proposing to Government the transfer or posting of any of the executive officers of the department, who either are or are to be employed on important engineering works in the other branches. Questions connected with establishments special to one branch of the department will be initiated by the Chief Engineer of the Branch concerned, while those in connection with the staff of Accountants will be dealt with, as at present, by the Examiner of Public Works Accounts.

10. As regards finance and accounts, His Excellency the Governor in Council is of opinion that the time has now come to give complete effect to the views expressed by the Government of India in their letter, No. 556-A, dated August 10th, 1868, regarding the relations that should exist between the Heads of the Executive and Accounts Branches, and the spirit in which the necessary communications between the two branches should be conducted. As soon as the necessary arrangements can be made, the Offices of the Secretary to Government in the Public Works Department, of the Chief Engineers, and of the Examiner of Public Works Accounts will be brought together under the same roof. The Examiner, as chief financial officer of the Department, will, in future, be regarded as the financial adviser and Assistant to the Public Works Secretary, and their communications will be chiefly of a personal nature, as though they were members of the same office; all formal correspondence between them being, as far as possible, avoided.

11. Questions connected with the finance and accounts will, as a general rule, be noted upon by the Examiner previous to being finally submitted by the Secretary. The Examiner should see before issue all Gazette Notifications and Orders of Government which affect the pay or service of officers of the department, in order to see that the proposed Notification is in no way opposed to any Rule or Regulation of the Supreme Government, and provides for all necessary formalities. The Examiner will also, as a general rule, see any Government order relating purely to finance or technical account-keeping; but in respect to these measures, his functions will be limited to seeing that orders, the policy of which has been affirmed elsewhere, are clothed in the proper technical language.

12. Following the division of work now proposed, the Proceedings of Government in the Public Works Department will be classified as follows:—

General,
,, Account,
,, Establishment,
Irrigation,
,, Account,
,, Establishment,
Railway,
,, Account,
,, Establishment,

with a separate series of numbers to each set of Proceedings.

13. His Excellency the Governor in Council is further of opinion that the number of executive divisions should be materially reduced, and that the whole Presidency should be divided into Circles under the charge of Superintending Engineers. His Excellency the Governor in Council has resolved that the number of Divisions shall be reduced, and a closer supervision maintained by the divisions being arranged in Circles of Superintendence. These changes, however, and especially the consolidation of the Divisions to reduce their number will be an operation requiring time to carry out; but I am to state that in fixing the number of Divisions and Circles, the object in view will be to secure each Division being held by a properly qualified officer of the Engineer Establishment.

14. I am further to state that in carrying out these proposed arrangements, His Excellency in Council expects to effect a material reduction in the present cost of the Public Works Establishment, the details of which will be shortly completed and submitted for information of the Government of India. In order to facilitate the contemplated changes, His Excellency in Council considers it desirable, and indeed essential, at once to make the appointment of a separate Secretary, and to this measure he would be glad to have the approval of the Government of India at as early a date as may be possible.

I have the honor to be,

Sir,

Your most obedient servant,

(Signed) G. W. WALKER, Major-General, R.E.,
Secretary to Government.

That all papers in the department
of Public Works be laid
before Council through the
Secretary in the Dept.

but that the Chief Engineer -
the Engineer for Irrigation -
& the Genl. Supt. for Railways -

shall each attend the
Council & explain their
own papers & render any
explanation of the Government.

That the Chief Engineer
shall present to the Council
the Secretary, with
papers connected with
the P.W. Dept. except
those of the departments
of Irrigation & Railways.

and that he shall be
responsible for the discipline
and recommendations

regarding promotion or
otherwise in the
Dept.

L.B.

1 May '76.

Advised that the
above resolutions of
Govt. be communicated
to the P.W. Revision
Committee. Also to the
Hon. Mr. Ellis. Secy. of the
Committee. L.B.

2 May '76.

Public Works Department
1876

Minutes of Council Held
at Calcutta on the
4th May 1876. —

by

Self
955

Proc. 25 July 1876.
No. 156.

No. 156-

Proposed revised Code of Rules for
for Departmental Officers. D.P.W.
Chapter III.

Minute by 3 members of Committee
sitting under C.O. of 23 Nov. 1875. P.W.D.

— do by Controller & the Honble. W. Ellis Esq.
Draft of G.O. giving effect to the above.

The proposal
before Government
is to accept Chapter III
of the Government
of India Code. D.P.W.
(adapted to the
Presidency) relating
to

1875 1876 1877 1878 1879 1880 1881 1882 1883 1884 1885 1886

to the duties of
Departmental Officers,
and the principles, described
above, noted, & referred to, of
more especially
to Section Chief Engineers.
The rules of the
Govt. of India —

of two or three of the
rules which relate
to the Contingency of
the Chief Engineer
or the Head of any
other branch of the
Dept. W Executive being
class Secretary to
Government in his
own branch. This
relation is in no
way Essential to
the acceptance or
Efficient
of all the Executive
rules, and I hold
that

that grave objections
Exist to the continuance
of the arrangement
under which the
Chief Engineer is
also Secretary to
Government in the
Presidency. Experience
I submit - and in
fact the minutes
suggest a change
which should no
longer be deferred.
The Proceedings of
Govt; so recent as
— — — — —
Shew

Shows how inconsi-
-derable the thing is
with the good administra-
-tion and how
-unsatisfactory the
arrangement works.
The Employment
of any responsible
Head of an Executive
Department of the
Administration as
the Secretary to Govt;
for his own depart^t
places the Government
and the Department
alike

Public Works Dept.
1876

Ministerial Council

alike in a false
position, hampers
all real deliberations
weakens effective
Govt. Control (including
that over the head
of the Department)
Whether financial
or administrative.

The real status
and position of
a Chief Engineer
are absolutely
incompatible with
the presumed functions
of a Ministerial
Officer

It is not possible
to have a Ministerial
Council of Engineers
as the Council would
be a body of
ministers of the
Crown and not
a body of
Engineers.

Officers of the Engineering
Secretariat; and the
this is more especially of
the case when the
Department is
highly professional,
and technical and
its head is the Senior
Officer of the Corps
of Engineers. The
Government by such
a measure places
itself in danger of
receiving under the
guise of ministerial
subordinate the

Subordinate one
who really is a
master of the position
and the proper
relation of both
positions is lost
at the expense of
the proper functions
of Government.

R.S. It is a serious evil
that Confidential discus-
sions of the character
now before us must
go into the hands of
the officers most
affected by them. —
Confidential relations
are impossible.

Nor only so; —
Experience has shown
beyond Cavil that
the real & more
important functions
of Chief Engineers
are

are inevitably
sacrificed to the
more sedentary
ones of the Govt. Office
at Headquarters
and on the Hills in
a manner which
I hold has been
the origin of much
of the want of order
and discipline, —
which have necessarily
reiterated and
too often bootless
discussion about
the

the organization of
this Department.

The recommendations
contained in the
minutes have in
view the partial
removal of these
sacrificed above note

as respects the
Chief Engineer by
entirely closing his
Secretariat and
professional connection
with two of the
important branches
Irrigation

(Irrigation & Railway) has
of the Department
over which he presides
perhaps more or
less perfunctorily and
as respects themselves
but the relief is
proffered in a
manner which I
doubt can only tend
to increase and
spread the evil
by involving fresh
functionaries and
branches of the Department
in this mistaken
policy

Policy by opening
the Council room
to 3 heads & of
dislocated branches
of one Department
by more seriously
than ever as it appears
to me endangering
the efficiency of
Real Executive
Administration and
by depriving Govt.
of the occasionally
very useful control
of the ostensible head
of the Department.
The

12
The thing has
been long on its
trial on the smaller
scale with unsatis-
factory results and
the sound principles
of administration
in all other Departments
of the State should
now be reverted to.
The Head of the
Department & still
more of the subordinate
branches should
be relieved of all
secretarial

Secretariat duty
and Concentration
rather than
dislocation aimed
at.

We have on
Record the Condemnatory
Experience of some
of the ablest members
of the Govt. on the
matter under
consideration extending
over a period of
10 to 15 years. In
1863 Sir Wm Denison
(himself an Engineer)

R.D. Quoted from
the report of P. W.
Commission of 1869/70
P. 35. The original
discussion with
doubtless show that
the President's views
were more or less
concurred in by the
members of this Govt.

¹³
Recorded his more
adverse views in the
strongest terms:- If from
the Chief Engineer is
to be useful as such,
he cannot of course
continue to act as
Secretary to Government
Govt. I find now
that I have lost
a Chief Engineer and
have got merely
a professional Secretary.
The matter was
discussed by the
Commission which
that

Sat in 1869-70 (of which
 Sir Alex. Arbuthnot,
 then member of Govt,
 was President and
 Mr. Sun & myself
 were members). The
 Commission strongly
 recommended the
 separation of these
 functions and I
 invite the perusal
 of the minutes
 recorded by Sir
 Alex. Arbuthnot &
 Mr. Sun in Proceedings
 of Govt of 12 Sept. 1871 & 28/9.
 Nothing

nothing can more
 clearly record the
 adverse conviction
 of ripe experience.
 So far as I am
 concerned the experience
 of nearly 3 years in
 connection with Govt.
 has so deepened
 my conviction of the
 incongruity & impropriety
 of even the existing
 partial association
 that nothing will
 persuade me that

14
 Nothing can more
 clearly record the
 adverse conviction
 of ripe experience.
 So far as I am
 concerned the experience
 of nearly 3 years in
 connection with Govt.
 has so deepened
 my conviction of the
 incongruity & impropriety
 of even the existing
 partial association
 that nothing will
 persuade me that

we can multiply
set it as proposed
is without great
than disadvantage to the
our public service - then
it from whatever
we part we may.

As regards the
re-admission of the
Consulting Engineer
for Railways to the
Govt. Secretary and
of his accompanying
Govt. to the State
the matter has been
discussed more
than once at the
instance

instance of Colonel
Shaw Stewart - and has
firmly negatived it.
The reasons assigned, viz:
"Strained relations" &c. &c.
have little or no
existence in practice.
And I am satisfied
that the real interests
of the State are best
served by maintaining
his disconnection
with the Government
Secretariat and his
necessarily migratory
duties. His duties
are of an executive
superficial

Supervising Character
and when necessary
the Combs can consult
him personally at
any time.

From a Secretariat
point of view, the
thing fails to commend
itself. Ability for
Secretariat duty
is the gift of few and
it is no disparagement
to the able officers, who
now present Draft
G.O.s for the acceptance
of the members of
Combs.

16
Govt. to submit
that this part of
the duty does not
fairly represent
their abilities.
My earnest
advice is that Chief
Engineer and the
head of the Inspection
branch of the D.P.W.
be relegated to their
proper administrative
and supervising duties
and be relieved by
a professional Secretary
of no authoritative standing
to Govt. who will
bring

having their reports
before the members
for unfettered deliberation
and take
orders upon them
as is done in other
departments. And
I am satisfied
that this can be
done without addi-
tional expense and
with great advantage
to the Public Service.
Some reduction in Department might be possible.
If this cannot
be done I would
let well alone.
We

We know precisely
what we are losing
in our Chief Engineer
as such, and I hold
that if we are to
keep the establishment
having a departmental
secretary, there is a
real advantage in
an arrangement
by which the work
of the branches of the
the Department is
passed under the
independent and
unprejudiced review
of the head of the whole
Department on its
way forward.

way to the Council
Chamber of Govt.
The fees occur &
must be met by
depreciation of
increase of the
Govt. Secretariat
and piecemeal
changes which may
 sooner or later cause
increased expense
and will certainly
hamper that full
consideration of this
subject with reference

15
to the recent decision
of Govt. to bring
the cost of establish-
ment under early
review.

I have also
carefully examined
the further revised
sections of this chapter
which relate to the
duties of District
Engineers and their
subordinates in the
Establishment and
venture to think that
before

• Therefore adopting
• the more verbal
alterations proposed,
it is highly desirable
- with reference to the
growing & burdensome
cost of D.P.W. Establish-
ment generally, the
large proportion
of that cost which
goes to direction, the
inability to find men
fit to manage ^{so many} ranges
& & - to consider
whether the rules of
the

the Govt. of India
can be usefully
and economically
applied to our
System without much
greater alteration
than the verbal
changes provide.
The rules of the
Govt. of India are
framed for the
Superintending Engineer
System of other parts
of India which have
here been abrogated
in favour of the
District Engineer
System

System. Now under
the former system
the Presidency had
eight Superintending
Engineers - not perhaps
too large a staff of
direction over some
70 to 80 Ranges. But
by the change, we
constituted 19 or 20
District Engineers,
and if we are to
continue to treat
the whole of these
Officers (as proposed
by the revised rules)
as staff of direction
without executive
functions.

functions, and
to maintain in its
entirety the range
system devised for
the former organization
in addition, it seems
to me that unwarrant-
able extravagance
and ill-adjudged
administration may
be found to
characterize our
Systems & Establish-
ments in root and
branch - be this
as it may - recent
disclosures

disclosures as to
the disproportionate
ratio of establishment
charges against every
branch of expenditure
in the D.P.W. and
the steady and
burdensome growth
(which the account-
ing paper A
is intended to illus-
trate) and the
elastic condition
of the Executive must
sooner or later force
on the Govt. a recon-
sideration of this
question

24
question in a manner
that will surely
affect any rules
as to the duties
to be undertaken
by each grade of the
Executive, and I
therefore venture
to submit that it
may prove premature
to accept any rules
such as are here
proposed until the
whole matter can
be carefully examined.
I would accept
the of the rules
which

No. 1, 25-

which relates to the
 the Controller (as altered)
 the in the its integrity
 by and order it to take
 effect at once
 to do 8/4 W. W. W. W.
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Public Works Dept.
 1876.

4.

A
 Expenditure on Works and Establishments for the years

Year.	Expenditure on original works					Expenditure on Establishments				
	Imperial	Provincial	Local	Special	Other	Imperial	Provincial	Local	Special	Other
1870-71	45,847	21,786	28,756	5,818	5,818	141,604	25,410	66,990	232	176,681
1871-72	55,401	23,875	37,109	7,457	7,457	162,520	20,570	88,905	255	206,714
1872-73	55,206	22,157	33,036	7,885	7,885	124,996	25,157	103,203	262	204,329
1873-74	57,846	21,340	36,507	8,870	8,870	153,286	22,666	98,777	300	203,491
1874-75	46,937	19,246	27,691	6,621	6,621	504,944	18,191	96,923	303	199,719
1875-76	27,771	19,448	20,153	6,737	6,737	147,547	22,272	284,266	143	208,163
1876-77	35,801	22,740	19,850	7,834	7,834	157,620	22,272	221,841	120	193,678
1877-78	51,990	25,082	26,907	9,549	9,549	150,926	22,272	163,580	124	182,385
1878-79	48,408	24,231	24,177	8,584	8,584	160,225	22,272	96,193	128	155,234
1879-80	33,607	13,141	17,527	5,155	5,155	149,615	22,272	58,952	108	164,497
1880-81	32,512	12,193	15,329	4,852	4,852	138,243	22,272	106,465	170	140,166
1881-82	37,034	16,625	20,409	6,035	6,035	129,370	22,272	135,025	279	135,025
1882-83	32,356	15,920	16,436	4,876	4,876	135,025	22,272	135,025	279	135,025

Remarks
 A. Imperial
 B. Provincial
 C. Local
 D. Special
 E. Other

1876.

(P.W.
) DEPT

CONTROLLER, P. W. ACCOUNTS.

Madras, April 13th 1876.

OFFICE NOTE.

To Mr. Amos A. Ellis. CB

The object of this note is to show the probable financial result of the proposal to have the Heads of the P.W. Dept. as Chief Engineers, not directly connected with the Govt, and to have a separate Secretary without executive functions -

The proposal would not affect
the present cost of the Consulting
Engineers Estab^t. So I will
confine my remarks to the
changes the proposal would
effect in the Superior Estab^t.
of the P. W. Secretariat—

KEEP-WITH.

Genl. No.

dated

The number of the present establishment is as follows:-

1. Secy & Ch. Engr. ---	2.804.	
1. Asst. Secy for Engr. ---	<u>2.243</u>	5.047
1. Asst. Ch. Engr. ---	1.628	
1. Asst. ---	<u>1.133.</u>	2,761
1. Office Asstt. ---		<u>550.</u>
Total.		<u><u>8,358</u></u>

The first two of these Officers would, under the new proposal appear as,

Chf. Engr. Bldgs. & Rds. ---	2.804.
Chf. Engr. for Navigation ---	<u>2.243</u>
	<u>5.047.</u>

and it would be a question for Govt to decide, whether, if relieved of their Secretariat functions, they would require Assistants. I myself think that they would, and that

Each Chief Engineer should be assisted by a young Engineer, who generally would be appointed as 1st Grade Asstt, and would vacate the appointment on promotion to 3rd Grade Sec. Engr. These professional Asstts should take the place of the present highly paid Office Asstts, who are entirely without the technical knowledge required in a Chief Engineer's Office - Taking the average pay of these two Officers as about Rs 500: or Rs 1000 in all, it would leave Rs 2.311 per annum to meet the pay of the Secy. Officers -

The Secretary, if he dealt with all the work in

Connection with the M. R. Dept.
Railway, Bldg. Rds, and
Immigration. Would certainly
require an Asst., who should
have ability, experience, &
presence enough to represent him
in the Council Chamber, if
unwell or absent. And consequently
the Asst. Secy in my opinion
should be of ^{not} less standing than
a 3rd or 4th Grade Executive
Eng^r, in receipt of say Rs.
650 per mensem. The Secy
could then be a Sup^r Eng^r
of the 1st or 2nd Grade, which
would absorb the remaining
funds.

The following statement
shows the financial effect
of the reorganisation:-

Public Works Code.

Chapter III General duties for Departmental officers.

Section I Chief Engineers.

(1) Para 14.——Having regard to
the organization of the Public
Works Department in Madras,
where the charge of the District
Engineer is more limited than
that of the Superintending Engineer
in Northern India, we have
reduced the powers of sanction
of the District Engineer one
half.

Secy
8/3 (2) Paras 6 and 18. The slight alterations
here made are to suit the clauses
to the present practice in this
Presidency.

(3) Para 20.——The Committee
are not of opinion that it is
necessary to maintain in the
Chief Engineer's Office drawings
of every public building and
works in the Province. They consider
it sufficient if, in the Chief
Engineer's Office, a list be kept
of all the public buildings

buildings and works and draw-
ings of only the more important—
As a general rule, the Com-
mittee consider that the Chief
Engineer should keep up draw-
ings of works exceeding in
cost Rs 5,000, for the design of
which he is ^{professionally} responsible
to Government; and that draw-
ings of all other works should
be kept in the District Office.
The remaining part of the para
is accepted, subject to a decision
as to the extent to which land-
plans are to be kept in the Chief
Engineer's Office.

Section II District (Superintending) Engineers.

(4) Para 10—The number of
District Engineers is so large
that it is felt that as practical
check could be exercised by the
~~limited office establishment of~~ ^{the} ~~the~~ Chief Engineer even were
these weekly abstracts sub-
mitted. It is therefore felt

advisable to omit this para, or
leaving it to the Chief Engineer
to impose this check on any
District Engineer ^{where} he
considers it necessary.

Summary.

(5) Paras 9, 30, 32, 37—Tide marks
contained in our para —
not ante.

(6) Para 25—Tide marks con-
tained in our para —
not ante.

Section III Executive Officers (Engineers)

(7) Paras 14a.—These paras the
Committee consider refer more
to the organization of the Depart-
ment than to the duties of
the Executive Officer. They should,
the Committee think, be trans-
ferred to Chapter I.

(8) Para 11.—The Committee
prefer to leave the Subdivision
without any ^{further} definition ~~than~~
is contained in the para as

it now stands.

Q 19/ Paras 33, 34, 35 & 36. — Having regard to the class of Officers to whom the Executive Unit or division will occasionally be entrusted, the Committee do not consider it advisable to entrust the Executive Officer with any power of sanction.

Section VII Controllers.

Q 10/ Para 3 A. — The Committee have here added a new clause, in accordance with the recommendation contained in para 19 of the Report of the Committee of Accounts.

Q 11/ Para 10. — This para should, in the opinion of the Committee, be transferred to that portion of the Code which deals with the Government of Local Governments to sanction expenditure.

Q 12/ Para 19. — We recommended

the insertion of the word "additional." The Code itself prescribes that some accounts are to be submitted to other Departments, for instance, the Civil Department. It is only additional accounts that are referred to. We also consider that the Controller should furnish other Departments of Government ^{as well as the Chief Secy} with any statistical information that may be required.

Q 13/ Para 15. — The Committee do not think the addition made to this para in the revised Edition of the Public Works Code is any improvement. The Committee consider that it is highly desirable that the Controller of Accounts should be an Officer who has served some time in the Executive Branch and who has a practical knowledge of Engineering. It therefore seems unnecessary to debar him from keeping

up his professional knowledge
in every way possible. the more
especially, as the course proposed
of sending the Controller an
abstract of the Circular gives
the Secretariate office much
more trouble than sending
a printed copy of the Circular
itself.

Yd
327/ 22 Feb 1876

Lowrey-Jordan
Secy.

Feb. 5th 76.

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itself.

Feb 24 1876

Feb. 5th

Form No. 17

No. 2 P.W.C.

FROM

THE CONTROLLER,
PUBLIC WORKS ACCOUNTS,

TO

The Secretary to Government,
Public Works Department.
FORT SAINT GEORGE, 5th Feby 1876.

Sir,

In continuation of my letter
No. 1 P.W.C. I am directed to forward
Chapter III of the Government of
India Public Works Code, similarly
revised.

I have the honor to be

Sir,

Yours most Obedt Servt

Lowmy-Jordan.

Secretary to the Committee.

Feb 5/2/76

Feb 5/2.

15.
From
The Controller of
P.W. Accounts
To
The Secretary to Government
P.W. Department

N^o 2 P.W. C.

Dated 5th February 1876
Recd

Forwarded revised
copy of Govt. of India
P.W. Code

81 1876

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FORMER CASES.

Current No. 980 of 1876.

" " " " " "

Draft letter to Indian
in continuation of
previous letter -
forwarding revised
Chap. III. of the Code.
revised by Committee
& accepted by Govt.
Cmmt. asked?

LATER CASES.

Current No. of 187 .

" " " " " "

1876 Sept.
M. WORKS FORM No. 3.

Current No. 981

From

The Controller,
P. W. Dept.

No. 29 W.C.

Dated

Recd.

5 February 1876.

Subject: - Forward Chapter
III of the Pub. of India
P. W. Code, revised.

ENCLOSURE.

From

to

Orders and Proceedings in file.

Depart- ment.	No.	Date.	ENDORSEMENTS.		
			Depart- ment	No.	Dated.

Ans 21-3-76

Under date 13 December 1875
Proceedings of the Committee assembled under G.O. No. 1
dated 25th December 1875 for the consideration of a Code of Regulations
for the P. W. Dept. Mails & Postage.
Minutes of Recommendation, to be made to the Government.

The opening clause of Chapter
III. Section I of the P. W. Code
Code of the Government of
India is to the following
effect -
"All rules relating to the
General duties & powers of
Chief Engineers, are to be held
to apply also to all officers
under whatever designation
at the head of independent
branches of the Public Works
Department, acting directly
under the Orders of any local
Government or Administration
or the Director of State Railways.
2. The section relates to the
duties of Chief Engineers and
Secretaries to Government in
the P. W. Department, and
the

the adoption of the clause
in its integrity, with its
legitimate consequences will
involve changes in the mode
of conducting the business of
the Department, the propriety
or otherwise of which must be
decided on before the Com-
-mission of this part of the
Maitland's Code can be presented
with

3. Under present arrangements
the Chief Engineer for Irrigation
+ Joint Secretaries to Government
refer all questions for the
disposal of Government, through
the ~~Chief Engineer~~ Secretary
in the P. W. Dept. He drafts
orders for approval but
his drafts pass under their
review

review of the Secretary to
Govt. and they are either
initialed by him in token
of approval or amendments
are suggested. If there are
not concurred in by the
Joint Secretary, the proposals
of both Offices are laid
before Government.

It is to be observed however
that it is only in the case
of questions affecting general
Administration that alterations
are as a rule made by the
Secretary in proposed despatches,
& that questions relating
purely to Irrigation, whether
belonging to finance or
construction, are practically
not entered into by the
Secretary.

Secretary to Government.

It would in the opinion of
the Committee conduce to the
more rapid disposal of such
business, if such subjects were
brought by the Joint Secretary
directly before the Government,
& if he when necessary attended
in the Council Chamber for
that purpose.

Under the rules imposed
on this Presidency by the
Government of India, the
Irrigation Budget Estimate
is separately compiled and
reviewed, while the accounts
are kept on a distinct system.

Here, therefore the line of
separation between the Irrigation
& the other subdivisions of the
Public Works Department are
already clearly marked out.

For

to those of the State, the Government has to hold the balance between the public rights and the Public Good & their Consulting Engineer must freely & unreservedly communicate to them his opinions, and point out where the management of the lines tends to infringe the rights of the General Public, who are the guarantors of the interest on the Outlay.

But at present the Officer in question is not brought into as close connection with the Government as is desirable. It is submitted that the arrangements in this respect should assimilate with those obtaining, & which have

been found necessary in other parts of India & that the Consulting Engineer should be also an Under Secretary to the Government. The advantages of such a change are obvious. His communication with the Government would be more free & unreserved and not only would his Orders be based on more complete information but delay in the despatch of business which arises from the formal references now made through the Secretary to Government would be avoided. As regards most of the current work the latter Officer is now merely a channel of communication for the Consulting Engineer.

Agree, the Joint Secretary's
Opinion shall be recorded
for the information of Government.

3. That the Consulting Engineer
to Government for Railways
should be appointed under
Secretary to Government & that
he should in that Capacity
submit questions in his Dept.
directly to Government, under
the same reservation however
as in the case of the Joint
Secretary.

It will be understood that
the Government if they see
fit will call upon the Chief
Engineer & Secretary to review
the proceedings of the Chief
Engineer for Railways or the
Consulting Engineer for
Railways in any particular
case.

[The Joint Secretary to Government
is to be consulted in all cases
where the Chief Engineer for Railways
is consulted, and the Joint Secretary
is to be consulted in all cases
where the Secretary to Government
is consulted.]

10. The following are the
changes that the Committee
beg to recommend:-

1. That the Chief Engineer
for Railways & Joint Secretary
should be appointed under the
Secretary to Government & that
he should in that Capacity
submit questions in his Dept.
directly to Government, under
the same reservation however
as in the case of the Joint
Secretary.

2. That the matters last
referred to should be submitted
through the Secretary to Govt.
and in concert with him;
it being understood that
if the two Officers do not
agree

Engineers to act up to
The provisions of the
Code, considerable in-
creases to the Office
& Establishment of the
former, and some
increases to those of the
latter, will be absolute-
ly necessary -

L. M. Hall, Prov. Engr.
Secy to Genl. D. H. H.

21.3.76

The Chief Secretary
to the Government
of India
New Delhi

MH
2/4/76

See Minute
7/4 MH

Cir 21-3-76

2012-75

In issuing
standing orders Nos
by which the
rules and regulations
contained in Chap. III
I. of the P.W. Code of
the Government of
India are made ap-
plicable to Madras,
and the duties, re-
sponsibilities and
powers of the Chief
Inspector and Secretary
in the P.W. Department,
thereby defined, are
brought upon the
same footing as those
of officers holding
similar

Similar appointments
in the other Provinces
of India, His Grace
the Governor in Council
considers it desirable
to point out with
some degree of detail
the changes which the
introduction of these
rules will effect in
the present constitution
and functions of
the Secy. to the Govt.
2. It was also
noticed that the pro-
visions of this section
of the Govt. Code have
for granted a division
of the administrative
work of the Department
amongst the several
Chief Officers attached
to the Province, and
in introducing this
system of division of
labor into the
Presidency.

Presidency it is obviously
desirable, at any
rate in the first
instance, to take the
experiences of other
Provinces as a guide,
and to adapt the
division that has
been practically
found most convenient
elsewhere.

3. In accordance
with these conclusions,
the administrative
work of the Depart.
will in future be
divided into the follow-
ing branches:-

I. General.

To include all
works technically
known as "Buildings
and Roads", i.e.
all buildings &c.
connected with
the

to...

Army
Revenue
Post Office
Telegraph
Marine
General
Ecclesiastical
Educational, and
Judicial Departments:
also all questions
relating to -

Roads
Bridges
Navigable Canals
River Improvements
Accommodation
for travellers
Municipal works
Harbor Improvements
Lighthouses
Mines
Manufactures.

II. Irrigation

Including all works
connected with -

Irrigation Canals
Dams
Dykes
Artificial drainage

III. Railway

Guaranteed Railways
State Railways.

1. These two in-
dependent branches
will be supervised by
the three Chief Engineers
attached to the
Presidency who, as
regards the works of
these several branches,
will also discharge
the duties of Secretary
to Government. To
introduce this system
the Chief Engineer for
Irrigation being
already Joint Secretary
to Government nothing
further is required
than to appoint the
Consulting Engineer
for Railways, Joint
Secretary to Government,
in the Railway Branch,
and

and thus placed that
Officers in the same
position as the other
Consulting Engineers
throughout India.
This will accordingly
be done.

5. There remains
to be considered the
administrative work
in connection with
Establishments, and
with accounts.

Questions con-
nected with special
Establishments, such
as the present irrigation
Conservancy Establish-
ment, the Establishments
of Deputy Consulting
Engineers, the office
Establishments both
for the Chief Engineer
for Irrigation and
the Consulting Engineer
will in accordance
with

12
with the D. W. Code III.
1. 16. be dealt with
by the Chief Engineer
of the Branch to which
the Establishments may
belong.

Questions
connected with all
the Establishments
employed on special
duties will be dealt
with by the Senior
Chief Engineer for
the time being, who
will however be
expected to consult
his colleagues and
to obtain their general
concurrence before
proposing to Govern-
ment the transfer
or posting of any
of the responsible
Executive Officers of
the Department who
hitherto

either are, or are to be,
engaged on important
works in other Branches.
The same course should
also be followed
when submitting to
Government proposals
with regard to works,
the construction of
which will affect
the works of another
Branch, such for
instance, as a new
road, bridge, throw,
over an existing
Irrigation Canal.

The Establishment
of the Accounts Branch
of the Department
will be dealt with
as at present, by
the Examiners under
the general orders
of Government.

6. As regards
finance and accounts,
His

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His Grace the Governor
in Council notes
that the Government
of India have lately
again called attention
to the
Letter from India, to the
No. 80. A.I. dated 21st
February 1876. expressed
in their letter No. 586 A.
dated August 10 1868.
regarding the relations
which should exist
between the Heads
of the Executive and
Accounts Branches
of the Department,
and the spirit in
which the necessary
communications
between the two
Branches should
be conducted; and
(after careful con-
sideration) His Grace
the Governor in Council
unanimously concurring
in the views of His
Govt.

Government of India
on this subject is of
opinion that the
time has now come
to give effect to these
views. - As soon
as the necessary
arrangements can
be made the Office
of the Examiner will
be brought under
the same roof as
those of the Secretaries
to Government. The
Examiners as Chief
Financial Officers
of the Department
will in future be
regarded as the
Financial advisers
and Assistant to
the P. W. Secretaries
and their communications
will be chiefly of
a personal nature
as though they were
members of the same
office, all formal
Correspondence

Correspondence between
them being as far
as possible avoided.
All questions connected
with finance and
accounts will, as a
general rule, be
noted upon by the
Examiners previous
to being dealt with
financially by the Secretary
concerned in order
that Government,
before passing orders
on the case, may
have before them
not only the aspect
of the case from a
purely financial
point of view, but
also the bearing
of all the financial
rules and regulations
relevant to the subject.
The Examiners
will see before hand
all Gazette Notifications
and

and Government orders
which affect the pay
or service of officers
of the P. & O. Department
in order to see that
the proposed regula-
tion is in no way
opposed being rule
or regulation of the
Government of India
and provides for
all necessary formalities.

The Examiner
will also, as a general
rule, see any Govt.
order relating purely
to financial or technical
account keeping, but
in respect to these
measures his functions
will be limited to
seeing that orders,
the policy of which
has been affirmed
by the Government,
are properly clothed
in technical language.

Following the
division of work now
prescribed, the Branch
of General Branch
will be classified as
follows:—
I. General & W. parts/
— D. Accts. & W. parts/
— D. Litter. & W. parts/
II. Migration I. / Migration/
— D. A. I. & E. I. parts/
— D. Accts. & W. parts/
— D. Litter. & W. parts/
III. Railway: R. / Railway/
— D. A. R. & E. R. parts/
— D. Accts. & W. parts/
— D. Litter. & W. parts/
with a separate series
of numbers to each
set of Proceedings.
Each series will be
furnished with an
alphabetical Index
to their contents.
8. Under these
arrangements which
will be taken the Secretary
in the General Branch
of all work in
connection

Connection with Rail-
ways, and much of
the routine work of
Connection with the
County. His Grace the
Governor in Council
considers that the
duties and responsi-
bilities attaching to
the office of the Chief
Inspector for the General
Branch, more especially
those of inspection,
should be more
fully acknowledged
and performed than
has hitherto been
the practice.

All correspondence
from District Inspectors
will in future be
addressed to the Chief
Inspector of the Branch
concerned, who will
on his own responsibility
dispose of everything
within his own powers,
submitting nothing
to

the Government Secretary
of the business. His
speech of in his
capacity as Chief
Inspector. The Chief
Inspector will submit
to Government only
such matters as
either may be beyond
his own powers or
may appear to be
of sufficient public
interest to require
an expression of the
views of Government
thereon.

9. The Chief
Inspector will be re-
quired to inform
themselves by personal
inspection concerning
any important
question, project
or work that may
be in hand, in order
that they may be
in a position to
impart

present to Government that accurate information with regard to project and results which is only to be derived from a personal knowledge of the individuals and of the localities concerned.

10. To give effect to these orders, the Chief Inspectors in the General and Irrigation Branches will be requested to submit to the Government proposals for distributing between their two branches the present office Establishment of the Secretary to Government, D. W. Department, and of the Chief Inspector for Irrigation; and as the arrangements now determined upon will

will considerably reduce the business done by the present office Establishment, His Grace the Governor in Council, as at present informed, is not disposed to support any proposals for increasing the aggregate Establishment of the two Offices.

The Establishment of the Consulting Engineer Office will remain unchanged. The Manual recently prepared by the Secretary to Government, D. W. for the guidance of the Secretariat work will be revised in accordance with the instructions contained in His order and be resubmitted

Resubmitted for the
approval of Govern-
ment.

C
[Cr. Wks Form No. 111]

GOVT.
OF MADRAS.

187

CONTROLLER, P. W. ACCOUNTS.

Madras, March 27th 1876.

OFFICE NOTE.

To

On a previous occasion
I hesitated at arriving at
what I feared might prove
a premature decision on a
point which at that time

I thought might require
further discussion. My
opinions differ slightly
from those of my colleagues,
and my object in submitting
a separate note is that I
wish to exhibit in more

detail the grounds on which
we have arrived at our

KEEP-WITH.

Genl. No.

dated

Agree with this Memo

P. S. Ellis

2/4/76. President of
Comm. & P.W. [unclear]

decision.

The truth is that the changes in the P.W. Sec^t that will be effected by the introduction of Chap III. Sec 1 of the P.W. Code are far more nominal than real. In the Secretariat, there are already two branches:-

General.

Migration.

Each supervised by a Chief Engineer who as regards the work of his own Branch is also Secy or Joint Secy to Govt.

The practice in other

* There is absolutely no difference between the functions of a Secy & of a Joint Secy.

Provinces is to have three Branches:-
General
Migration
Railway

The only difference then between the system existing and that proposed is with regard to the Secretariat work in connection with Railways. But this work even in Madras is practically done by a third officer, viz the Comy. Eng. - the Secy in the Genl Branch being, as stated by himself, only a channel of communication. It follows therefore that all that is proposed

is to recognize what
already exists. The management
of Railway work now depends
essentially on the qualifications
of the Com. Eng. & that the Secy
to Govt is ostensibly a
Co-sharer with the Com. Eng.
in his management is no
advantage. - On the contrary,
it delays business, and it
weakens greatly the force
in the mind of the Com. Eng.
and in the minds of other
people of that individual
responsibility in which he
should stand forth personally
and undividedly -

At present, the Secy
in the Genl. Branch has

between the functions of
Joint Secy

to read through the
Railway papers and to
draft orders of Govt
thereon, in accordance with
the proposals put forward
by the Com. Eng. - This
is obviously imposing on
the Secy in the Genl. Br.
unnecessary labor, without
in any way lightening the
labors of the Com. Eng. who
it is evident might put
forward his proposals as
easily in the form of a
Govt Order as in the form
of a letter to Govt -

The suggestion therefore
to appoint the Com. Eng.

and Joint Secy to Govt and
to make the three branches
of the P.W. Secretariat practically
independent is put forward
with a view to economise
labor in some places &
thereby secure greater efficiency
in others without increasing
expenditure. During the
absence from the Secy of any
of the Chief Engrs. their Secy
duties would be conducted
by the Deputy Ch. Eng. concerned
in communication with his
Chief.

It will be noticed
that the Chief Engineer &
Secy in the Irrigation Branch

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whose duties are confined
to the works of his own Branch,
i.e. to Irrigation works, has
time to carry out the functions
both of Chief Engineer, and
of Secretary - So also in
the case of the Comd. Eng. -
His duties are confined to
Railways. He inspects
these works, and at the
same time he does what
is practically equivalent
to all the Secretariat work
in connection with the Insp.

It is only in the Genl.
Branch where the Secretary, by
having to read & initial all
orders regarding Irrigation

works, and by having to
lead through all papers &
to draft all Govt orders
in connection with Railways,
is so overloaded with routine
business, that he is prevented
from carrying out as Chief
Engineer his important duties
in connection with the inspection
of Buildings and Roads.

When the duties
in this Branch are confined
to the legitimate work in
connection with Buildings &
Roads and with General
Estabts: - When the business
in connection with Railways
and Irrigation works is
conducted independently

by the Chief Engineer
concerned: - When much of
the routine work in connection
with a/cos & finance is done by
the Examr: - When correspondence
and references are reduced, as
they must be to a great
extent, by the greater powers
now given under Chap III
11.9. to the District Engrs: -
There is, I think, no reason
to doubt, that the Chief
Engineer will have ample
time to carry out his own
professional duties, as Chief
Engineer. I am inclined
to state this opinion with

This para leaves the Engr 3 features
of all engineering works
costing less than Rs 2500 to be dealt with
finally by Dist. Engr. with reference to the A.C.

Confidence from experience
derived in other parts of
India -
The course I have suggested
which I believe to be found on the
whole as satisfactory as the
- one will admit of: but had
this course not been open, it
might have been suggested that
the functions of the Chief Eng.
and of the Secy should be
divided, and that a separate
Officer be appointed as Secretary -
This system has however been
tried over & over again, and
as a system, has in the long

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run been invariably condemned.
I say, in the long run, decidedly
because in Cambridge
particular cases, considerations
frequently present themselves
other than those of the best possible
system in the abstract -
If the separate Secy
is not a professional man,
i.e. is not an Engineer, the
office is seldom a success
and for the following reason:-
Every Branch of public
administration is a skilled
business, which has its own
peculiar principles & traditional
rules, many of them not even
known, in any effectual
way, except to those who

have at some time had a
hand in carrying on the
business; and none of them
likely to be duly appreciated
by persons not practically
acquainted with the dept. I
do not mean that the transaction
of public business has esoteric
mysteries, only to be understood
by the initiated - Its principles
are all intelligible to any
person of good sense, who
has in his mind a true
picture of the circumstances
and conditions to be dealt
with; but to have this, he
must know those circumstances
and conditions, and the
knowledge does not come by
intuition - There are many

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rules of the greatest importance
in every branch of public business
(as there are in every private
occupation) of which a person
fresh to the subject neither knows
the reason, or even suspects the
existence, because they are
intended to meet dangers
or provide against inconveniences
which never enter into his
thoughts (J. S. Hull.)

These words, written in
respect to all the Administration
depts, appear to me to apply
with exceptional force to a
special professional branch
of the Administration, such as
the dept. of P. W.orks -

And yet, on the other hand,

the separate Secy in the P.W.
Dept. be a professional
man, i.e. an engineer, etc.)
has to be remembered that the
profession of civil engineering
has now become so wide &
embraces so many subjects that
no engineer now even thinks of
establishing a reputation in
every branch of his profession -
One branch, that of architecture
is now quite a distinct
profession - Whatever engineer
be appointed, he will be
a specialist in one branch &
practically an amateur in
the rest; he will feel this,
and before long, he will

devote himself entirely to
that particular branch of the
profession in which he has
the greatest experience, with
practically the same result as
at present - The Chief Eng.
(in all the other branches
would virtually, though not
ostensibly, be Secretaries; &
the Chief Eng. in the particular
branch the Secy took up,
would cease to have any
functions at all -

The separate Secy
either would be required to
give a professional opinion,
or he would not - If not
required to give a professional

Opinion, it is difficult to see what business he could do which is not done at present much better by the Mr. Member of Council. If required to give a professional opinion, this opinion would be presumably worse than that of the Chief Eng. concerned, a specialist in this own particular branch of the profession, and who moreover had had the advantage of knowing the ground & all other local circumstances in connection with the particular project discussed.

In either case, the same objections would remain as

36
at present, the Officer whose business it would be to advise Govt would have the personal knowledge either of the local circumstances connected with projects or of the Exec. Staff who are to carry them out.

And finally, the appointment of a separate Secy would entail considerable expense, the whole of which under present arrangements would fall on provincial funds.

As regards the beam, the proposals put forward are nothing new - they were accepted nearly verbatim in

G.O. no 2769 of Aug. 28th/68.
and have since been practically
re-affirmed in G.O. no 596

dated March 6th 1876 defining
the position and duties of the
Exam^r. The system proposed
is not however wholly carried
out in practice - The objections

I have before quoted to a
non-professional man being
appointed as Mr. Secy apply
with as much force to the
business connected with technical
affairs being dealt with by an
Officer with no special
training -

In conclusion, I will
make one or two brief remarks

on the proposals of my colleagues.
Their suggestion in regard to
the Chief Secy is an addition to a
certain extent in consistent -
If the Chief Secy is to be put
on the same footing as similar
Officers elsewhere, he must be
appointed - Joint and not Under
Secy - I do not remember a
case of a Chief Secy being app^d
as Under Secy - nor indeed of any
Chief Secy being directly subordinated
to another Chief Secy in the
same office -
In respect to the Secy's
suggestion to increase the staff
of deputy Chief Secys, although
I cannot see the direct
connection between this Staff

and Chap III. Sec 1 of the

P.W. Code. I may remark

that the staff of depy Cmg.

Engⁿ is the same at Madras

as it is in Bengal. There

the Cmg. Engrs depy has

more villages, and as regards

traffic & relative importance

there is simply no comparison

at all - The gross earnings of

all the Madras lines put together

is about 69 lacs yearly - The

gross earnings of one line

alone in Bengal is 348 lacs -

In fact, I understood

that the 2nd depy at Madras

was sanctioned by India only on

the understanding that the 1st

depy of the 1st depy was to be fixed

at Trichinopoly.

L.C.
27/3

Present Estab^t

1. Secy ----- 2,804.

1. St. Secy for Engⁿ... 2,243

1. Depy Ch. Engⁿ.... 1,628.

1. S^r 1,133

1. Offici Asstt --- 550

Total Present Estab^t 8,358.

Proposed distribution

1. Chief Engⁿ --- 2,804.

1. Ch. Engⁿ for Engⁿ --- 2,243.

1. Asstt. to Chief Engⁿ... 500

1. S^r S^r 500.

1. Secy ----- 1,350 or 1,600

1. Asstt. Secy ----- 650.

Total Proposed - Rs. 8,047 or Rs. 8,297

I do not see any very
great financial difficulty
in carrying out the arrangement,
provided one of the Officers now
employed on the Madras P.W.
Estab^t were appointed as
Secy., as the proposal would
then only entail a redistribution
of Offices - But should Govt
have any idea of appointing

a Civilian or of looking
beyond the Presidency for
an Engineer Officer to fill
this appointment; it is
evident that increased
Expend^e would result either
temporary or permanently -
and if a Civilian were
appointed as Secy, the only way
of avoiding permanent
increased expend^e would be to
consider the appt as
Extraneous, & absorb it
on the first occasion of a
vacancy in the Grade of Supg.
Engineer - This however
would be equivalent to
bringing in a new man &
would stop promotion -

If an Engineer Officer from another Presidency were appointed, the same results would take place; but these might be prevented by the Govt. of India consenting to a temporary exchange of this Officer with a Madras Officer of the same standing. If such an exchange were effected, there would be no apparent objection to the arrangement; nor any additional expense.

Lilf
14/4

[Cr. Wks. Form No. 111.]

GOVT.
OF MADRAS.

1876.

P.W.
DEPT.

CONTROLLER, P.W. ACCOUNTS.

Madras,

May 28th 1876.

OFFICE NOTE.

To the

Mrs. R. S. Ellis.

C.B.

RESP-WITH.

Genl. No.

dated

187 .

It is difficult to proceed with the revision of Chap III of the P.W. Code, which treats of the general duties & powers of the Chief Engineer and other departmental officers, until the organization of the P.W. Secretariat is more fully determined upon.

At present, all that is decided is that the duties of the Chief Engineer, and of the Secy P.W. Dept are to be separated. There remain to be decided:
(a) Whether the Chief Eng

are to have assets, and if so
of what standing -

(b) What salary and what
assistance is to be given to
the Secretary -

(c) What office establishment will be
required -

These arrangements should be sketched
out at least in sufficient detail
to show whether the proposed
arrangements will lead to increased
expenditure; and on this point,
as shown in the Controller's memo
of the 13th April, the selection of
the Secretary will exercise a
material effect.

If the new organization will
lead to increased expenditure, the
sanction of the Supreme Govt will
have to be obtained, and even if
no increased expend^r is anticipated

the proposed arrangements
should be reported to the Govt of
India for approval & confirmation.

Until the proposed
organization is further sketched
out, the revision of Chap. III
cannot well be proceeded with;
for nearly in every paragraph,
in defining the duties & powers
of the various officers in the Dept.,
a difference of organization will
necessitate some trifling modification
in the wording of the Regulations.

L.C.
28/5

where the duties of Chief Engineer and Secretary to Govt have for years been carried out by a single Officer, experience has proved beyond doubt that the ministerial duties of Secretary to Govt have in themselves been sufficient to occupy the whole time of the Head of the Department, and that to these secretarial duties have been sacrificed all his other more important duties as Chief Engineer, more especially those duties in connection with the detailed examination of designs and projects and the inspection of the larger engineering

This draft appears to me to be a complete expression of the decision come to by Government. And I will accept it.

The first step to be taken is to appoint a Secretary to Govt. 1/6 1902

works throughout the Presidency -
3. Experience has further shown the inconvenience of employing the responsible head of any Executive Dept of the Administration as Secretary to Govt in his own Dept -

4 His Grace the Govt in Council is therefore of opinion that the time has now come for placing the P.W. Department on the same status as the other Departments of Govt, and by introducing a better division of labor, and by releasing the Chief Engineers of all Secretariat

work, for putting these
Officers in such a
position as will enable
them to carry out their
professional duties in
a thoroughly efficient
manner.

In accordance with
these conclusions, the
Executive work of the P.W.
Dept. will in future
be divided into the
following three independent
branches, viz.
General
and Irrigation
and Railway
each supervised by a
Chief Engineer, who will
carry out his duties
as the Executive head

64 of his own Branch
of the Department on
his own authority and
responsibility.

8. To assist in checking
plans and estimates
and in conducting the
work of the office generally
the Chief Engineers in
the General and Irrigation
Branches will each be
allowed an Asst. who
during the absence of the
Chief Engineer will carry
on the routine correspondence
and work of the office
under his orders. These
Assistants should be
young officers of the Engineer
Establishment, of the Standing
of either Asst. Engineers
1st Grade, or of Executive

Engineers 4th grade, and
 it should be understood
 that ~~except in very special~~
~~cases~~ the ~~best~~ to the
 Chief Engineer should be
 re-transferred to executive
 work on promotion to the
 rank of Executive Engineer
 3rd grade.

1000 per annum

1000 per annum

Major General
 Walker and Colonel
 Mullins, the Chief Engineers
 in the General and
 Irrigation Branches of the
 Department will now
 submit for the approval
 of Govt the names of the
 officers they would wish
 to see appointed as their
 Assistants.

as eligible

7. For the duties of Secretary
 to Govt in the P.W.D.

kept a separate Officer who
 will be appointed - For
 this appointment, H. Grace
 the Govt in Council has
 been pleased to select

who will be appointed
 as Secretary to Govt on
 a salary of a Superintendent
 Engineer 3rd grade. To
 assist the Secretary
 an Under-Secretary will
 be appointed. This Officer
 should be of sufficient
 standing to represent the
 Secretary in the Council
 Chamber during his
 absence and consequently
 in the opinion of Govt.

Chief Eng 3rd class Rs 1200
 Supy Engr 3rd grade Rs 1100
 1350
 1100

The Secretary
 I have to inform
 that if the
 P.W.D. are acting
 in the
 No one

the Under Secretary should
be of not less standing
than an Executive Engineer
of the 2nd or 3rd grade -

For the 2nd grade 1881
For the 3rd grade 1880

will recommend to Govt
from amongst the Officers
now employed in the
P.W. Dept. of this Presiding
an Officer of about this
standing for the
appointment of Under
Secretary to Govt -

9. In future, all papers
in the P.W. Dept will
be laid before Council
through the Secretary; the
Chief Engineers attending
the Council whenever
required by Govt. to
explain any professional

I doubt the Secretary
being able to handle
it get through the mass
of work. It will result
in his having an
additional Deputy
Under Secretary
I should prefer a
young Engineer
M

papers in connection with
their own Branch of the
Dept -

10. Questions connected
with special establishments
such as the present
conservancy
Irrigation Establishment,
the establishment of
Deputy Consulting Engineers,
the office establishments
both of the Chief Engineer
for Irrigation, and of
the Consulting Engineer
for Railway will, in
accordance with the P.W.
Code II. c. 18. be dealt
with by the Chief Engineer
of the Branch to which
the establishment may
belong - But questions

connected with all the
the Establishment employed
to on general duties will
be dealt with by the
Senior Chief Engineer for
the time being who will
however be expected to
consult his colleagues
and to obtain their
general concurrence before
proposing to Govt the
transfer or posting of
any of the Executive Officers
of the Department who
either are, or are to be,
engaged on important
Engineering works in
other Branches -
11. The Establishment
of the Accounts Branch

17
of the P. W. Dept will
be dealt with, as at
present, by the Engineer
under the General
orders of Govt.
12. As regards finance
and accounts, I place
the Governor in Council
as of opinion that the
present opportunity should
be taken to give complete
effect to the views
expressed by the Government
of India in their letter
No 586.A. dated August
10th 1888 regarding the
relations that should
exist between the Head
of the Executive and
of the Accounts Branch

Accounts Branches of
the Dept, and the spirit
in which the necessary
communications between
the two Branches should
be conducted - As soon as
the necessary arrangements
can be made, the office
of the Examiner will be
brought under the same
roof as the offices of the
Chief Engineer and of the
Secretary to Government.
The Examiner, as Chief
Financial Officer of the
Dept will in future be
regarded as the Financial
adviser and Assistant
to the P.W. Secretary, and
their communications
will be chiefly of a

I think it worth considering
whether the Department
the Chief Engineer
should not occupy the
P.W. workshop on the
bank - now that it is
no longer required for
a military hospital.

Any practical sug-
gestion - Not
W.H.

personal nature as
though they were members
of the same office, all
formal correspondence
between them being as far
as possible avoided.

13. All questions connected
with finance and accounts
will, as a general rule
be noted upon by the
Examiner previous to being
dealt with finally by the
Secretary. The Examiner
should see before issue
all Gazette notifications
and Government Orders
which affect the pay or
service of officers of the
Dept in order to see
that the proposed

Notification is in no way opposed to any rule or regulation of the Supreme Govt. and provides for all necessary formalities. The Examiner will also, as a general rule, see any Govt order relating purely to finances or technical accounts. Keeping but in respect to these measures his functions will be limited to seeing that orders, the policy of which has been affirmed by the Government are properly clothed in technical language.

14. Following the division of work now prescribed, the Proceedings of Govt

will be classified as follows.

1. General

Accounts
Establishment

2. Navigation

Accounts
Establishment

3. Railway

Accounts
Establishment

with a separate series of numbers to each set of Proceedings.

15. Under these arrangements, which will relieve the Chief Engineer in the General Branch of all Secretarial work, H. Grace the Governor

to in Council trusts that
 to the duties and responsibilities
 attaching to the Office of
 the Chief Engineer, more
 especially those in
 connection with the
 inspection of works in
 progress will be more
 fully acknowledged and
 performed than has
 hitherto been the case.

18. All correspondence
 from District (i.e. Super)
 Engineers will in future
 be addressed to the
 Chief Engineer of the
 Branch concerned, who
 will on his own
 responsibility dispose
 of everything within his
 own powers, submitting

proposals
 matters

all correspondence
 all correspondence
 all correspondence

to be submitted to the
 Secretary to Govt
 P.W. Dept. and of the Chief
 Engineer for irrigation.

to Government only
 such matters as either
 may be beyond his own
 powers, or may appear
 to be of sufficient general
 interest to require an
 expression of the views of
 Government thereon.

17. To give effect to
 these orders, the Chief
 Engineers in the General
 and Irrigation Branches
 will in concert with the
 Secretary submit to Govt
 proposals for dividing
 between their three offices
 the present Office Establishment
 of the Secretary to Govt
 P.W. Dept., and of the Chief
 Engineer for irrigation.

1. The Establishment of the
the Consulting Engineers' Office
this as will remain unchanged.

2. The Manual of Business
recently prepared for the
guidance of the Secretariat
Office will be revised by
the Secretary in accordance
with the instructions
contained in this order
and will be resubmitted
for the approval of
Govt.

19 This represents I
think what was
decided at the special
council Mtg 4/11/11

With a view to a
reduction in the cost
of establishment and also

19 To further adaptation
of the general organization
of the P.W. Dept in this
Presidency to that existing
in the Provinces under

the direct control of the
Govt of India. H. Grace
the Governor in Council
is of opinion that the
no of Executive Divisions
should be materially
reduced, and that the
whole Presidency should
be divided into circles
under charge of Superintending
Engineers.

So as H. Grace the Govt
is at present advised
the number of divisions
could with advantage
be reduced to about 35
or 40 contained in
about five circles of
superintendence. Further
information is however

I.H.

required before these
questions can be definitely
settled and H. Grace
of the Governor in Council
is therefore pleased to
appoint a Committee
composed of the Chief
Engineers in the General
and Irrigation Branches
as members with the
Honble H. S. Ellis as President
to collect all the
necessary information, and
to submit proposals
regarding the number
and the limits of the
divisions and circles and
the Establishments that
will be required for
each. In settling these
points, it is important
to fix the number of

72
Circles and Divisions
so that with the present
Engineer Establishments, each Circle
and Division may be held
by a properly qualified
Officer of the Engineer
Establishment.

The Committee appointed
under G. O. No. 110
dated 11th Nov. 1881 will now
in accordance with these orders
revise the Chapters of the
P.W. Code already submitted
to Govt. The organization
of the Madras P.W. Dept
being now ^{closely} thoroughly
assimilated to that of
the other Provinces in
India, it will in the

opinion of Govt. to
advise that the
further recommendations
of the Committee should
be made with a view to
suggesting such changes
in the present P.W. Code
as will render that
code suitable for
introduction into this
Presidency without
further alteration.

code suitable for
introduction into this
Presidency without
further alteration.

code suitable for
introduction into this
Presidency without
further alteration.

Pres of the Madras. Govt.

No. 1919.

Dated 28th July 1876-

Read the following papers:

(A.E) Minutes of Council held at Ootacamund
on the 1st May. 1876.

Ordered.

That the following letter, -

requesting the sanction of the Govt of India
to the appointment of a separate Secretary,
be addressed to the Govt of India. -

Rec. 25/7

25/7

26/7

25/7

No 1920 dated 75
28 July 1876
To the Secretary to the Govt of India
P. W. Dept.

I am directed by His
Excellency the Govt in Council
to lay the following observations
before the Govt of India.
2. From a careful review
of the past working of the P. W.
Dept. His Excellency has
observed that the result of
combining in a single office the
separate and distinct functions
of Chief Engineer and Secretary to
Govt has practically been to
deprive Govt in a great measure
of the professional advice and
assistance of their ablest Engineer
Officers -

Bm 2577

2577

Bm
2577

3. In this Presidency, where the duties of Chief Engineer and Secy to Govt have for years been carried out by a single Officer, Experience has proved beyond doubt that the ministerial duties of Secretary to Govt have, in themselves, been sufficient to occupy the whole time of the Head of the Dept and that to these Secretariat duties have been sacrificed his other more important duties as Chief Engineer, more especially those duties in connection with the professional examination of designs and projects and the inspection of the larger Engineering works throughout the Presidency -

4. Experience has further shown the inconvenience of employing the responsible Head

of any Executive Department of the Administration as Secretary to Govt in his own Dept -

5. His Excellency the Govt in Council is therefore of opinion that it is highly advisable to place the Public Works Dept in the same status as the other Depts of Govt, and by introducing a better division of labor & by relieving the Chief Engineers of all Secretariat work to put these Officers in such a position as will enable them to carry out their important Executive duties in a ^{the most} thoroughly efficient manner -

6. In accordance with these conclusions, His Excellency in Council desires the general approval of the Govt of India

to the following changes being
carried out, as early as possible
in the organization of the P.W.
Dept in this Presidency -

7. The Executive work of the
P.W. Dept. ~~will~~ ^{will remain} divided into the
following three branches:

General,
Irrigation, and
Railway.

Each to be supervised by a Chief
Engineer, who will carry out his
duties as the Executive Head of his
own Branch of the Dept on his
own Authority and responsibility.

8. For the duties of Secretary
~~of the Public Works~~
to Govt, a separate Officer will
be appointed, through whom all
papers in the P.W. Dept will be
laid before Council; the Chief
Engineers attending the Council

in the Dept of P.W.

2
~~any~~ where required by Govt
to explain any professional
or business papers in connection with their own
Branch of the Dept.

9. Questions connected with
P.W. Establishments employed on
General duties will be initiated
by the Senior Chief Engineer for
the time being, who will however
be expected to consult his Colleagues
and to obtain their general concurrence
before proposing to Govt the transfer
or posting of any of the Executive
Officers of the Dept who either are
or are to be employed on important
Engineering works in the other
Branches - Questions connected
with Estab^{ts} Special for one Branch
of the Dept will be initiated by the
Chief Engineer of the Branch concerned

While those in connection with the
Staff of Accountants will be dealt
with as at present by the Examiner
of P.W. Accounts -

10. As regards finance &
P. Accounts, His Excellency the Govt. in
Council is of opinion that the time
has now come to give complete effect
to the views expressed by the Govt. of India
in their letter no 586. A dated Aug.
21st 1868 regarding the relations that
should exist between the Heads of the
Executive and Accounts branches, &
the spirit in which the necessary
communications between the two
Branches should be conducted -

As soon as the necessary arrangements
can be made the offices of the
Secy to Govt. ^{in P.W. Department} of the Chief Engineers & of the
Examiners of P.W. Affairs will be brought
together under the same roof - the
Examiner, as chief financial officer

78
of the Dept. will in future be
regarded as the financial adviser
and Assistant to the P.W. Secretary
and their communications will be
chiefly of a personal nature as
though they were members of the same
Office, all formal correspondence
between them being as far as possible
avoided -

11. Questions connected with
finance & accounts will, as a
general rule, be noted upon by the
Examr. previous to being finally
submitted by the Secretary - the
Examiner should see before signing
all Gazette notifications and
orders of Govt. ^{which} ~~have~~ affect the
pay or service of Officers of the
Department in order to see that
the proposed notification is in
no way opposed to any rule or

regulation of the Supreme Govt
and provides for all necessary
formalities - The Examiner will
also, as a general rule, see any
Govt order relating purely to
finance or technical account-keeping,
but in respect to these measures,
his functions will be limited to
seeing that orders, the policy of
which has been affirmed elsewhere
are properly clothed in ^{the proper} technical
language -

12 - Following the division of
work now proposed, the Proceedings
of work in the 17th Dept will be
classified as follows:

with a separate series of
numbers to each set of Proceedings.

13. His Excellency the Gov^r
in Council is further of opinion
that the number of Executive business
should be materially reduced, and

Thy. in C. has resolved
on this principle ~~at present~~
that the number of divisions
shall ~~be~~ fixed at 75
can interest & mortgage be reduced

but I shall like
to say the better
I will be better to
give them when our
school is complete
1911

and the consolidation of the
division to reduce their number
will be an operation
requiring time to carry out.

~~hair can be separately settled.~~
But I am to state that in fixing
the number of divisions & circles,
the object in view will be to

Secure each Division being
held by a properly qualified
Officer of the Engineer Estab^t -

14. In conclusion, I am to

state that in carrying out these
proposed arrangements, His Excellency
in Council ~~is expected to effect a~~ ^{material} reduction in the present
cost of the P.W. Estab^t. ~~the details of which will be~~ ^{material}

~~the whole of the information is however the~~
~~appointment of a separate Secretary, and~~
~~to this measure His Excellency would~~
be glad to have the approval of Govt
of India at as early a date as
may be possible -

the day, hopes that
Shetty completed & submitted for
information of Govt of I.

In order to facilitate
the consideration of the subject
H.C. in formal committee
it is very desirable to

make the appointment
of a separate Secretary
to this

25/7

[Faint handwritten notes and signatures on the right page]

Public Works Dept^d
1876

N^o 1920. -

To
The Secretary to the
Gov^t of India
P. W. Dept^d

Dated 28th July 1876. -

N^o 487. -

Est. of 1976 - 0.0001

PUBLIC WORKS.

Dec July 28 1.

I did

D. 1.

Encl.

G. O., 28th July 1876, No. 1, 19-1920

7015.

Dec. 23-50 17

the organization - drawing
orders upon the public
— of the P. W. T.

Secretary of the P. and O. Board
 proposed — of the Public Works
 Board.