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MIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

P.W.D DEPARTMENT

G.O. No.
B.P. No. 4106-W

Press.
Mis.

Dated 21-10-1878 ~~197~~ .

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1—10,006—19-4-79.

4106/1

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

21st October 1878, No. 4,106 W.

General.
Account.

Read the following papers :—

No. 270. From the Examiner of Public Works Accounts, dated 20th August 1878, No. 240 W.

Abstract.—Forwarding Appendix C to Provincial Budget of 1878-79.

No. 270-A. Memorandum by the Chief Engineer, Public Works Department, dated 14th September 1878.

No. 271. Order thereon, 21st October 1878, No. 4,106 W.

Recorded with reference to the reorganization of the department (see G.O., dated 18th September 1878, No. 3,674 W.)

(True Extract.)

(Signed) E. A. FOORD, Colonel, R.E.,
Secretary to Govt., P.W.D.

(True Copy.)

Colonel,
Under Secy. to Govt., P.W.D.

To the Examiner of Public Works Accounts.

Exd. T. D. Ryan.
Spare Copies

GENERAL
ACCOUNT.

Govt. of (1878) Madras.

PUBLIC WORKS.

To

The EXAMINER of PUBLIC
WORKS ACCOUNTS.

Dated October 21st.

Issued

Read

G. O., 21st October 1878, No. 4,1[illegible] W.

OCTOBER.

Nos. 270-271

Appendix C (formerly A) to the Public Works Budget of 1878-79.—Letter from the Examiner of Public Works Accounts forwarding with observations a copy of [illegible] recorded with reference to the reorganization of the department. G.O., 13th September 1878, No. 3,[illegible] W.

4106/2

Memorandum by the Chief Engineer

The Examiner P.W. Accounts in his letter of the 20th of August No 240 W brings to the notice of Government the very high percentage of the expenditure on establishments as compared with outlay on works which he states "shows the necessity that exists for reducing the present excessive number of small executive charges" This is the one practical suggestion contained in the Examiner's letter and the members of Government are aware that the reorganization of the department, of which the reduction of charges is a prominent feature, was before Government at the very time the Examiner's letter was sent in circulation. The reorganization scheme was moreover under the consideration of Government long before the present Chief Engineer took up his appointment and it may be safely stated that but for the famine it would been carried out before this.

2. The Examiner states in his letter that two years ago he pointed out that the establishment charges were excessive as compared with the cost of works and that his letter was simply recorded. The papers put up show that this was done. They also show that the Examiner's letter was commented on by both the Chief Engineer and the fallacies contained

in it duly exposed. The order disposing of the Examiner's letter at first contained the Chief Engineer's memorandum printed in extenso but it was finally issued without the memorandum. The order simply directed that the letter should be recorded. The Examiner's letter of last August was a letter similar in all respects to the one of two years ago. It contained new figures but the old fallacies. At the time it was received the Chief Engineer was engaged on the reorganization papers and on his answers to the Famine Commission. The ordinary current business of his office day after day ~~frequently~~ prevents much progress being made with these important papers and he did not see the necessity for writing a long memorandum pointing out why establishment charges are and must be high in the Public Works Depart ment in India, and why the cost in one district is greater and must be greater than in another. He therefore proposes to dispose of the letter in ~~precisely~~ the same way as the previous letter had been disposed of but with a reference to a scheme which met the suggestion contained in the Examiners letter. For doing this the Chief Engineer has been charged with performing his duties in a perfunctory manner about the severest censure that can be passed on a public officer.

8 The Public Works establishment, on paper, is large and costly, & by a little ~~jugglery~~ manipulation of figures and percentages it can be made to appear so ^ but as a fact the P.W. Establishment ~~it~~ is unable to provide adequate supervision for public works

^ Just as a Police Establishment could be made to appear costly by some comparison with the value of property stolen or property recovered

3 The Examiner has himself given some explanation of the increasing percentage of establishment in the decrease of the Provincial public Works grants. This is a matter over which the Chief Engineer has no control. The permanent establishment of the P.W. Department has been sanctioned by the Government of Madras and of India. Its cost was no doubt fixed with reference to a certain probable annual expenditure on public works. It is evident ~~it~~ that if expenditure is reduced, the percentage of the cost of establishment must increase and vice versa. If the reduction is to be permanent of course the establishment can be proportionately reduced

but if only temporary no reduction of establishment can be recommended as efficient professional men cannot be picked up ~~in a hurry~~ at a short notice. The Examiner though he has alluded to the small budget expenditure on public works has failed to take notice of the enormous famine expenditure. A considerable portion of this expenditure has been and is being incurred under the direct supervision of the public works department and for the whole of the expenditure (upwards of three crores) the Public Works Officers have to furnish completion certificates. The amount of measuring and calculating this

involves may be imagined. There would be moreover gross inconsistency in reporting that the Madras P.W. establishment was too large, at the very time that it was being assisted by Officers from all parts of India, because it was too small.

4 It is no doubt the duty of the Examiner to bring to the notice of Government from time to time the cost of establishments but when he proceeds to remark on the relative cost in different districts or subdivisions he travels beyond his province. The Examiner has nothing to do with the distribution of establishments. That is a subject which receives the careful attention

of the Chief Engineer who endeavours to provide for the wants of each district as fairly as he can. It would be utterly impracticable for the percentage of cost of establishment to be the same in all districts or subdivisions. 5 The Examiner has cited the case of the Dummagudem division in which as yet there has not been much expenditure but the Executive Engineer has been engaged preparing the surveys and plans for the improvement of the navigation. The estimates lately received amount to Rs 4,53,840 – It would be fairer to compare the cost of this establishment with prospective than with present expenditure.

4106/6

It is proposed to add the following remarks to the Secretary's note in regard to the Dummagudem Division –

[illegible]

Budget provision
i.e. Rs 16,784 = 21.62 per cent

part of which must be called establishment charge

"Establishment charge" would be more correct. It would be better to retain this figure in preference to the percentage as it compares with the sum of Rs 24,000 mentioned below.
R.A.

The Examiner lays particular stress on the high percentage charge for Establishments in this Division, and complains that a former representation of his was simply recorded. The facts of the case will shew that the ~~establishment~~ ~~percentage~~ charge* provided for in the budget is very much less than that allowed by the Govt. of India for this Division in which the Upper-Godavery works are situated. When making over these works to the Madras Govt. a grant for their upkeep of Rs 32,000 was assigned. Of this amount Rs 24,000 were specially allowed for Establishments – and only Rs 8,000 for works. And the reason for this is obvious from an administrative

administrative point of view although it may not be so plain to an officer of account and audit. The works are situated in an outlying portion of the Madras territory - far removed from the control of the local supervising head of the Dept., and in an unhealthy and sparsely populated portion of the Country. With these conditions, and looking to the character of the works themselves, it is necessary that an officer of standing, specially qualified by local experience, and inured to the climate should be placed in charge. Such an officer is Mr. Vanstavern. Ex. Engr. 2d Grade. who was employed on the works for many years before they were handed over. and has been retained there ever since. To reduce the percentage of Establishment Charges in this Division to an amount considered appropriate by the Examiner, would be to neglect the works and misappropriate the money specially granted for them by the Govt. of India. A more unfortunate case could scarcely have been selected by the Examiner to substantiate his theory of percentage charges as opposed to administrative conditions of P. W. Divisions.

4106/7

R.S. 14/3

4176/8

6

the percentage of the cost of establishment in the Bangalore division was much less a few years ago than it is now, because at that time there was a large expenditure on new barracks and water works under a single Executive Engineer. The percentage was small but the result was not satisfactory. As a matter of economy three Assistant Engineers might have been employed under the Executive Engineer.

A work not mentioned by the Examiner may be here cited to shew the fallacy of the percentage test. The cost of tracing of the Pulney Ghauts was small compared with the salary of L. Col Law the Executive Engineer, but it was necessary to employ an officer

The proposed expenditure this year in Bangalore (that is within a ten mile radius) is greater than in Kurnool and Cuddapah districts larger than Wales. It stands to reason that the proportionate cost of establishment must be greater in these districts than at Bangalore. Again the proposed expenditure in Chingleput is double that in Cuddapa — a very much larger district. The percentage of establishment is just one half. All this is so obvious and has been explained so often before that it really did not seem necessary to the Chief Engineer to enlarge on the subject again.

whose speciality was plant tracing on this difficult work. It would have been impossible to get this work done by a Local Fund Account ~~or even by many members of the~~ nor would it have been easy to find a Member of the Engineer establishment with the requisite and like experience. In this and like cases the high percentage was unavoidable. Recently it was suggested to the Chief Engineer that the present District Engineer [illegible] should succeed to Col Lane's appointment and open out the trace. The Chief Engineer at once pointed out that no special talent was wanted for the work and to employ a first grade Executive as it would be a waste of money.

4106/9

2

8 Continued

4/108
07

the numerical weakness of the department is shown on nearly every occasion that a member goes on privilege leave or sick leave not taking him from the Country. It is impossible to appoint another man in his place and his work has to be done by some one in addition to his own legitimate duties which are enough to absorb all his time and attention. Again when any large work has to be carried out it is very seldom that any officer even of a subordinate grade can be appointed to the exclusive charge of such work, as would be the case in any other country or even any other province of this country, but the work is left to be carried out as it best may under the charge of ~~resident~~ a maistry or sub-overseer as resident engineer of economy there should have been three Assistant Engineers for the charge of these most important works and made responsible for their proper execution. Their pay for nineteen or eighteen months would have been met from the saving in the cost of the works to say nothing of the improved quality of the works.

9 It is most unfair and unjust to the department to compare its cost only with the money actually spent on the works. It ~~seems to be forgotten~~ as if the sole employment of executive officers was supervising works actually in progress. It seems to be forgotten that before ~~estimates~~ ~~are~~ works are commenced estimates have to be prepared which estimates in every case necessitate many ~~estimates~~ measurements and many calculations and frequently have to be accompanied by plans, surveys levels the preparation of which must take up much time. It also seems to be forgotten

that the Public Works Department have charge not only of the works actually in progress but of those that have been completed and are in use. Many of these works are examined and reported on every year though no money expenditure may follow the reports. No fair comparison of the cost of establishment can be made without taking into consideration all the circumstances under which works have to be carried out. In a country where there are no professional builders or Contractors and no stock of building materials, where the Executive Officer, when a work is sanctioned has to get fuel cut, brick and lime kilns built and specially collect and prepare all his materials, it is inevitable that the cost of establishment must be great, but the question for consideration X

+ is whether the cost of the work itself is not thereby diminished.

10 The above explanation has been given ~~with~~ ~~reference~~ in consequence of the Minute of the Hon'ble Mr Robinson. With reference to the remark in the minute that certain reorganization papers had been laid before Government without the signature or initials of the Chief Engineer, he has to state that a complete reorganization scheme, for the basis of seven Superintending Engineers' Circles, had been prepared and was under the consideration of Government, before the present Chief Engineer took up his appointment. The scheme was in abeyance in consequence it is believed of the departure of the Hon'ble Mr Ellis and the pressure of famine work. The statements remarked on were called for one day by His Grace the Governor and were prepared in a great hurry to show the incidence of ~~expenditure~~ cost with five circles and three circles. Being hurriedly prepared they contained an arithmetical error which was ~~would have~~ ~~been~~ detected in preparing fair copies. It was only quite recently that the Chief Engineer received definite orders to ~~draw~~ ~~up a complete~~ prepare a scheme on the basis of five circles. Until this point was settled it was impossible to draw up any detailed scheme.

11 Having given this explanation the Chief Engineer trusts that

Sir W. Robinson will modify the remarks in his minute which ~~now cause~~ the Chief Engineer so ~~much pain~~. He would not have forwarded the letter referred to without comments if he could have honestly say he felt that the remarks were deserved & he would feel bound to respectfully tender the resignation of his appointment

I cannot admit that he deserved.

SW.

4008/14

Provincial Budget. 1877-78

Dumagudiem – Maintenance of Navigation Works at Dumagudiem –

Rs. 8000.

Do. Do. 1878-79

Do — Do — Rs 8000

[illegible]

Wh

11.5.38

4106/15

Appendix C. to the Provincial Budget for 1878-79.

Districts and Divisions	Total Establishment charges as per Budget Appendix C. pages 36-41.	Grants for Works and Repairs.					Percentage of Establishment to works.	Remarks.
		Imperial	Irrigation	Provincial and Special.	Local	Total		
	Rs:	Rs:	Rs:	Rs:				
Permanent.								
Chief Engineer and secretary to Government	1.13.121	(a) 6.82633	"	(a) 9.20.219	(a) 21.63.220	(a) 37.66.072	3.00	(a) These represent the total grants under the heads of service concerned and are entered here for striking per-centage charges.
Chief Engineer for Irrigation and Joint Secretary to Government	73091	"	(a) 2284874	"	"	(a) 22.84.874	3.19	
Bangalore.								
District Engineer	32696	1.95.973	"	1.710	"	1.97.683	16.53	
Bellary.								
District Engineer	16116	"	"	"	"	"	"	
Bellary	26249	60.344	7.537	6101	27.640	1.01.622	25.83	
Guti	24018	"	16.946	655	57.810	75.411	31.84	
Hospetta	26476	3.386	13.751	4850	24.810	46.797	56.57	
Penukonda	21.748	"	19.916	239	11.120	31.275	69.53	
	1.14.607	63.730	58.150	11.845	1.21.380	2.55.105	44.92	
Chingleput								
District Engineer	30.476	"	"	"	"	"	"	
Chingleput	22076	"	70.210	10.172	31.670	1.12.052	19.70	
Mount	27.817	33.000	37.245	88.612	28.360	1.87.217	14.85	
Sriperumbudur	18.903	9.447	38.681	2576	28.360	79.064	23.90	
	99.272	42.447	1.46.136	1.01.360	88.390	3.78.333	26.24	
Coimbatore.								
District Engineer	14524	"	"	"	"	"	"	
Caligal	12168	"	3.325	926	10.445	14696	82.78	
Carur	10.112	"	22775	684	16.807	40266	25.11	
Coimbatore	21.065	918	18.549	5335	42.953	67.755	31.08	
Do Irrigation	16.096	393	21.892	9.119	22.025	53.429	30.12	
	73.965	1.311	66.541	16.064	92.230	1.76.146	41.99	
Cuddapah								
District Engineer	24286	"	"	"	"	"	"	
Cuddapah	27926	"	23.212	4416	48.820	76448	36.52	
Madanapalli	22844	"	10.513	883	35.660	47.056	48.54	
Sedent	15386	"	31.482	627	20.470	52.579	29.26	
	90.442	"	65.207	5.926	1.04.950	1.76.083	51.36	
Ganjam								
District Engineer	14044	"	"	"	"	"	"	
Barampore	21.880	1.575	14.796	18.721	65.470	1.00.562	21.75	
Chikkakol	16.226	"	13.489	5794	34.290	53.573	30.28	
	52.150	1.575	28.285	24515	99.760	1.54.135	33.83	
Godavery.								
District Engineer	25.626	"	"	"	"	"	"	
Central Delta	19.210	"	85.450	570	7.660	93.680	20.50	
[illegible]	[illegible]	"	"	10.304	"	10.304	162.22	
Eastern Delta	64.538	262	1.77.697	57.240	33.819	2.69.018	23.99	
Ellore	15.792	"	14.106	9.233	36.120	59.459	26.55	
[illegible]	15.848	"	13.702	11.110	46.871	71.683	22.10	
Western Delta	53.191	"	1.39.380	4.625	60.100	2.04.105	26.06	
	2.10.984	262	4.30.335	93082	1.84.570	7.08.249	29.79	
Kistna								
District Engineer	26668	"	"	"	"	"	"	
Eastern Delta	59.530	19.682	1.95.160	4069	54.773	2.73.684	21.75	
Guntur	30.400	"	18.156	7.964	1.20.273	1.46.393	20.76	
Western Delta	43.269	"	1.35.587	8.435	19.754	1.63.776	26.42	
	1.59.867	19.682	3.48.903	20.468	1.94.800	5.83.853	27.38	
Carried over	10.20.200	3.24.980	11.43.567	2.74.970	8.86.080	26.29.587		

Appendix C. to the Provincial Budget for 1878 79.

Districts and Divisions	Total Establishment charges as per Budget Appendix C. pages 36-41	Grants for Works and Repairs. Imperial	Irrigation	Provincial and Special	Local	Total	Percentage of Establishment to works	Remarks
Brought forward	10.20.200	3,24,980	11.43,557	2.74.970	8.86.080	26.29.587		
Permanent (continued)								
Kurnool.								
District Engineer	16.464	"	"	"	"	"	"	
Kambam	16.737	"	23.996	479	6.495	30.970	54.04	
Kurnool	15.420	"	19.642	20.562	25.625	65.829	23.42	
Nandial	13.456	"	12.893	399	12.080	25.372	53.03	
	62077	"	56.531	21.440	44.200	1.22.171	50.81	
Madras.								
District Engineer, Presidency	48.026	1.49357	2.970	1.35.868	"	2.88.195	16.66	
Consulting Architect to Government	19.800	"	"	56.993	"	56.993	34.74	
Public Works Stores	14.886	"	"	"	"	"	"	
	82712	1.49357	2.970	1.92.861	"	345.188	23.96	
Madura								
District Engineer	18.104	"	"	"	"	"	"	
Dindigul	36.280	"	36.205	16.598	58.510	1.11.313	32.59	
Madura	20.150	8.332	37.398	25.349	87.400	1.58.479	12.71	
	74.534	8.332	73.603	41.947	1.45.910	2.69.792	27.62	
Malabar								
District Engineer	25.106	"	"	"	"	"	"	
Calicut	12.432	9.093	"	10.235	33.810	53.138	23.39	
Cannanore	14.439	17.057	"	1.790	25.980	44.827	32.21	
Kurumbranadu.	9.550	"	"	604	37.600	38.204	24.99	
Palghat	17.802	4448	2.577	1.584	48.410	57.019	31.22	
Yernadu	16.700	4.107	"	946	18.300	23.353	71.51	
	96.029	34.705	2.577	15.159	1,64,100	216541	44.34	
Nellore								
District Engineer	14.324	"	"	"	"	"	"	
Central	14.652	"	33.309	1.402	18.427	53.138	27.57	
East Coast Buckingham Canal	24.913	"	"	1.24.028	"	1.24.028	20.08	
Northern	15.683	7.873	7.346	6.796	43.036	65.051	24.11	
Southern	22.273	2.887	61.159	4.924	52.807	121.777	18.29	
	91.845	10.760	1.01.814	1.37.150	1,14,270	3.63.994	25.23	
Nilgiri								
District Engineer	29.851	47.259	"	98.349	(b). "	1,45.608	20.50	(b). For this Circle the Local Fund budget not yet received.
North Arcot								
District Engineer	24.706	"	"	"	"	"	"	
Chittur	14.720	"	18.668	2.793	50.578	72.039	20.43	
Polur	12.236	"	29.552	1.425	19.600	50.577	24.19	
Vellore	15.124	4.737	30.759	5.009	16.770	57.275	26.41	
Walaja	23.162	905	43452	3.351	29.562	77.270	29.97	
	89.948	5.642	1,22431	12.578	1.16.510	2.57.161	34.97	
Salem.								
District Engineer	19.636	"	"	"	"	"	"	
Salem	22.160	"	37.888	6.200	18.380	62.468	35.47	
Tirupatur	10.312	"	23.805	513	6.350	30.668	33.62	
Hosur	20.118	4199	25.785	6.992	28.960	65.936	30.51	
	72.226	4.199	87.478	13.705	53.690	1.59.072	45.40	
Carried over	16.19.422	5.85.234	15.90.961	8.08.159	15.24.760	45.09.114		

Appendix C. to the Provincial Budget for 1878-79.

Districts and Divisions	Total Establishment charges as per Budget Appendix C. pages 36-41.	Grants for Works and Repairs.					Percentage of Establishment to works.	Remarks.
		Imperial	Irrigation	Provincial and Special.	Local	Total		
Permanent (continued)								
Brought forward	16.19.422	5.85.234	15.90.961	8.08.159	15.24.760	45.09.114		
(South Arcot)								
District Engineer	20.114	"	"	"	"	"	"	
Cuddalore	21.430	"	39.295	10.965	37.782	88.042	24.34	
Tindivanam	10.190	1.312	22.206	2.128	30.798	56.444	18.05	
Vridachalam	23.920	"	65.925	2.610	47.150	1.15.685	20.67	
	75.654	1.312	1.27.426	15.703	1.15.730	2.60.171	29.07	
South Canara								
District Engineer	27.177	"	"	"	"	"	"	
Mangalur	19.500	1.378	"	5.028	31.900	38.306	50.91	
Puthur	11.672	"	"	2.570	34.940	37.510	31.12	
	58.349	1.378	"	7.598	66.840	75.816	76.96	
Tanjore								
District Engineer	20.559	"	"	"	"	"	"	
Manargudi	14.848	5.707	18.173	684	21.934	46.498	31.93	
Mayavaram	25.104	"	48.381	1.995	45.705	96.081	26.13	
Negapatam	18.682	19.550	18.600	2.022	30.365	70.537	26.48	
Tanjore	34.058	5.248	87.445	6.089	50.906	149.688	22.75	
	1.13.251	30.505	1.72.599	10.790	1.48.910	3.62.804	31.21	
Tinnevelly								
District Engineer	18.104	"	"	"	"	"	"	
Shermadevi	18.824	1.181	49.998	570	29.790	81.539	23.08	
Tinnevelly	27.939	24.122	1.93.214	23.047	45.730	2.86.113	9.76	
— Do. — Northern	16.356	"	31.545	456	21.020	53.021	30.84	
	81.223	25.303	2.74.757	24.073	96.540	4.20.673	19.31	
Trichinopoly								
District Engineer	18.576	"	"	"	"	"	"	
Musuri	14.574	"	29.582	684	32.010	62.276	23.40	
Trichinopoly	24.645	22.526	51.837	10.425	41.220	1.26.008	19.48	
Udaiyarpalaiyam	11.754	"	20.836	342	13.500	34.678	33.89	
	69.449	22.526	1.02.255	11.451	86.730	2.22.962	31.14	
Vizagapatam								
District Engineer	18.296	"	"	"	"	"	"	
Golconda	12.415	"	16.876	5.480	33.708	56.064	22.14	
Jeypore Ghat	11.812	"	"	19.519	10.383	29.902	39.50	
Vizianagram	9.560	16.375	"	17.446	79.619	1.13.440	8.42	
	52.083	16.375	16.876	42.445	1.23.710	1.99.406	26.12	
Total Permanent	20.69.431	"	"	"	"	60.50.946	34.20	
Special Revenue Investigations	12.100	"	"	"	"	"	"	
Total Permanent and Special	20.81.431	"	"	"	"	60.50.946	34.39	
Examiner's Office	1.71.972	"	"	"	"		2.84	
Grand Total	22.53.403	6.82.633	22.84.874	9.20.219	21.63.220	60.50.946	37.24	

L. Conway-Gordon

Examiner P.W. Accts. & Madras.

No. 7312/78

4106
19

FROM THE EXAMINER, P.W. ACCOUNTS,
MADRAS.

TO THE SECRETARY TO GOVERNMENT,
PUBLIC WORKS DEPARTMENT,
GENERAL BRANCH.

No. 240 W CHEPAK, 20 AUGUST 1878.

SIR,

IN PARAS 32-34 OF MY PREVIOUS LETTER NO. 14. W. DATED 13TH. APRIL 1878, ON THE SUBJECT OF PROVINCIAL EXPENDITURE, I DWELT ON THE NECESSITY OF REVIEWING FROM TIME TO TIME THE CHARGES ON ACCOUNT OF PUBLIC WORKS ESTABLISHMENT WITH A VIEW TO THEIR POSSIBLE REDUCTION, AND I REMARKED THAT THE SUBJECT AT PRESENT HAD NOT, IN MY OPINION, BEEN SUFFICIENTLY ATTENDED TO.

2. I HAVE NOW THE HONOR TO SUBMIT TO GOVERNMENT A COPY OF APPENDIX TO THE PROVINCIAL BUDGET OF THE YEAR 1878-79; AN APPENDIX WHICH SHEWS THE ESTIMATED EXPENDITURE ON ESTABLISHMENT AS COMPARED WITH THE EXPENDITURE ON WORKS. THE FIGURES SHEWN IN THIS APPENDIX APPEAR TO ME TO CONCLUSIVELY SHEW THE NECESSITY THAT EXISTS FOR REDUCING THE PRESENT EXCESSIVE NUMBER OF SMALL EXECUTIVE CHARGES.

[illegible]

3. AS A WHOLE, THE ESTABLISHMENT CHARGES AMOUNT TO RS. 37.24 PER CENT OF THE EXPENDITURE ON WORKS AS COMPARED

WITH 25 PER CENT, CHARGED TO IMPERIAL, IRRIGATION AND LOCAL FOR ESTABLISHMENT. AT THIS GENERAL RATE, FOR EVERY 100 RUPEES WORTH OF WORK EXECUTED EITHER FOR THE IMPERIAL GOVERNMENT OR FOR THE LOCAL FUND BOARDS, THE PROVINCIAL FUND WOULD APPEAR TO LOSE 12 PER CENT, BUT VIEWING THE MATTER IN DETAIL, AND CONSIDERING THE ESTABLISHMENT CHARGES IN THE DIVISIONS ALONE WHE THE BULK OF THE IMPERIAL GRANT IS EXPENDED, VIZ:-

BELLARY.........25.83.
MOUNT...........14.85.
PRESIDENCY......16.66.
TINNEVELLY..... 9.76.
BANGALORE.......16.53.

IT WILL BE SEEN THAT AS FAR AS THE IMPERIAL GRANT ALONE IS CONCERNED, THE IMPERIAL GOVERNMENT AS A WHOLE IS RATHER OVERCHARGED THAN OTHERWISE. THE SAME CONCLUSION WAS ARRIVED AT IN CONSIDERING THE FIGURES IN THE APPENDIX A. OF THE BUDGET FOR 1876-77.- VIDE PARA 5 OF THIS OFFICE LETTER NO.176.W.OF 18TH.AUGUST 1876.

4. THE ESTABLISHMENT CHARGES IN SOME DIVISIONS APPEAR TO BE EXCESSIVE. IN THE DUMAGUDEM DIVISION, THE ESTIMATE PLACED BEFORE GOVERNMENT BY THE CHIEF ENGINEER PRESUPPOSES THAT RS. 16,784 WILL BE SPENT ON EXECUTIVE ESTABLISHMENTS ALONE AGAINST RS.10,304 ON WORKS; OR THAT THE EXECUTIVE ESTABLISHMENT CHARGES WILL AMOUNT TO NO LESS THAN 162.88 PER CENT OF THE COST OF THE WORKS; TO THIS MUST BE FURTHER ADDED ABOUT 41.00 PER CENT ON ACCOUNT OF THE DISTRICT ENGINEERS FOR SUPERVISION, 3.00 FOR THE CHIEF ENGINEER AND SECRETARY, AND 2.84 FOR THE ACCOUNTS ESTABLISHMENT, THUS BRINGING THE ESTABLISHMENT CHARGES OF THE DUMAGUDEM DIVISION TO NO LESS THAN 209.72 PER CENT OF THE CHARGES FOR WORKS.

5. THE BUDGETS ACCEPTED BY GOVERNMENT THEREFORE ESTIMATE THAT FOR EVERY RUPEE SPENT ON WORKS IN THE DUMAGUDEM DIVISION, TWO OTHER RUPEES WILL BE EXPENDED ON ESTABLISHMENTS; AND I BRING THE FACT PROMINENTLY TO NOTICE AS ONE THAT APPEARS TO REQUIRE NOTICE ON THE PART OF GOVERNMENT. NO LESS THAN TWO YEARS AGO, I REPORTED TO GOVERNMENT THAT THE ESTABLISHMENT CHARGES OF THIS VERY DIVISION AMOUNTED TO 171.7 OF THE COST OF WORKS; MY LETTER WAS HOWEVER RECORDED WITHOUT ANY ACTION HAVING BEEN TAKEN, AND SINCE THEN MATTERS HAVE APPARENTLY BECOME WORSE INSTEAD OF BETTER.

6. IN OTHER DIVISIONS, THE CHARGES FOR ESTABLISHMENT ARE ABNORMALLY LARGE. IN THE CALIGAL DIVISION, THE CHARGE FOR EXECUTIVE ESTABLISHMENT ALONE IS 82.78 PER CENT, WHICH MOUNTS UP TO 104.6 PER CENT FOR ALL ESTABLISHMENT CHARGES. IN THE YERMADU DIVISION, THE CHARGES FOR EXECUTIVE ESTABLISHMENT ARE NO LESS THAN 71.51 PER CENT, OR IN THE AGGREGATE FOR ALL ESTABLISHMENT CHARGES 99.3 PER CENT.

7. CONSIDERED BY DISTRICTS, THE CHARGES ARE REMARKABLY HIGH IN SOUTH CANARA 76.96;- IN CUDDAPAH 51.36 ;- IN KURNOOL 50.81 ;- IN BELLARY 44.92, WITHOUT CONSIDERING IN EITHER CASE THE PROPORTIONATE COST OF THE SECRETARIAT AND THE ACCOUNTS BRANCH- OTHER DISTRICTS MIGHT BE NAMED, IN WHICH THE ESTABLISHMENT CHARGES, COMPARED WITH SIMILAR CHARGES IN OTHER PARTS OF INDIA, ARE EXCEEDINGLY HEAVY.

8. MY LETTER NO.92.W.DATED 20TH.JUNE 1878 WILL HAVE BROUGHT TO THE NOTICE OF GOVERNMENT THE IMPORTANCE WHICH THIS QUESTION OF THE COST OF PUBLIC WORKS ESTABLISHMENT

HAS ASSUMED IN RELATION TO THE WHOLE PROVINCIAL GRANT. AS MATTERS STAND AT PRESENT, THERE IS EVERY PROBABILITY OF THE ESTABLISHMENT CHARGES UNDER PROVINCIAL AMOUNTING THIS YEAR TO 128 PER CENT OF THE COST OF WORKS. IN FACT IT IS NOT TOO MUCH TO SAY THAT IF THE PRESENT RATE OF DECREASE IN THE AMOUNT OF THE PROVINCIAL PUBLIC WORKS GRANT, AND OF INCREASE IN THE COST OF PUBLIC WORKS ESTABLISHMENT CONTINUES, IT WILL ONLY TAKE A FEW MORE YEARS FOR THE COST OF THE PUBLIC WORKS ESTABLISHMENT TO ABSORB THE WHOLE PROVINCIAL GRANT. THE PROVINCIAL GOVERNMENT WILL THEN HAVE A LARGE AND COSTLY PROFESSIONAL ESTABLISHMENT, MAINTAINED FOR PURPOSES IN CONNECTION WITH THE IMPERIAL GOVERNMENT AND THE LOCAL FUND BOARDS, BUT AS FAR AS PROVINCIAL WORKS ARE CONCERNED, THERE WILL BE NO FUNDS WITH WHICH THIS ESTABLISHMENT CAN EITHER BUILD OR REPAIR.

I HAVE THE HONOR TO BE

SIR,

YOUR MOST OBEDIENT SERVANT,

EXAMINER, P.W. ACCOUNTS AND MAJOR R.E.

G.O. 952-19.3.77 Original
C.E. 4143-14-9/78

No. 9312

FROM THE EXAMINER, P. W. ACCOUNT,

MADRAS.

TO THE SECY. TO GOVT. P. W. D.

GENERAL BRANCH.

NO. 240 W

DATED 20 AUGUST 1878.

RECD. 21/8

ENCLOSURE ONE.

FORWARDING WITH OBSERVATIONS A COPY OF APPENDIX C TO THE PROVINCIAL BUDGET OF THE YEAR 1877-78 SHEWING THE ESTIMATED EXPENDITURE ON ESTABLISHMENT AS COMPARED WITH THE EXPENDITURE ON WORKS.

[illegible] 23.8.78 [illegible]
Recd 17.10.78 [illegible] 21.10.78
Recd 14.9.78 [illegible] 17.10.78
Ch 27.8.78 C.E. 14.9.78

P.W. Dept.

4106/28

Memorandum by the Chief Engineer.

The Examiner, Public Works Accounts, in his letter of the 20th of August No 240 W brings to the notice of Government the very high percentage of the expenditure on Establishments as compared with outlay on works which he states "shows the necessity that exists for reducing the present excessive number of small executive charges"

This is the one practical suggestion contained in the Examiner's letter, and the Members of Government are aware that the Re-organization of the Department, of which the reduction of charges is a prominent feature, was before Government at the very time the Examiner's letter was sent in circulation. The Reorganization Scheme was moreover under the consideration of Government long before the present Chief Engineer took up his appointment, and it may be safely stated that, but for the Famine, it would have been carried out before this.

2. The Examiner states in his letter that two years ago he pointed out that the Establishment charges were excessive, as compared with the cost of works, and that his letter was simply recorded. The papers put up show that this was done. They also show that the Examiner's letter

was commented on by both the Chief Engineers and the fallacies contained in it duly exposed. The order disposing of the Examiner's letter at first contained the Chief Engineer's Memorandum printed in extenso, but it was finally issued without the Memorandum. The order simply directed that the letter should be recorded. The Examiner's letter of last August was a letter similar in all respects to the one of two years ago. It contained new figures

but the old fallacies. At the time it was received the Chief Engineer was engaged on the Reorganization papers and on his answers to the Famine Commission. The ordinary current business of his Office day after day prevents much progress being made with these important papers, and he did not see the necessity for writing a long Memorandum pointing out why Establishment Charges are, and must be, high in the Public Works

Department in India, and why the cost in one District is greater, and must be greater, than in another. He therefore proposed to dispose of the letter in the same way as the previous letter had been disposed of, but with a reference to a scheme which met the suggestion contained in the Examiner's letter.

3. The Examiner has himself given some explanation of the increasing per centage of Establishment, viz the decrease of the Provincial Public Works grants. This is a matter over which the Chief Engineer has no control. The permanent Establishment of the Public Works Department has been sanctioned by the Governments of Madras and of India. Its cost was no doubt fixed with reference to a certain probable annual expenditure on Public Works. It is evident that if expenditure is reduced the percentage of the cost of Establishment must increase and vice versa. If the reduction is to be

permanent, of course the Establishment can be proportionately reduced, but if only temporary, no reduction of Establishment can be recommended, as efficient professional men cannot be picked up at a short notice. The Examiner, though he has alluded to the small Budget expenditure on Public Works, has failed to take notice of the enormous Famine expenditure. A considerable portion of this expenditure has been and is being incurred under the direct supervision of the Public Works Department and for the whole of the expenditure (upwards of three crores) the Public Works Officers have to furnish completion Certificates. The amount of measuring and calculating this involves may be imagined. There would be more over some inconsistency in reporting that the Madras Public Works Establishment was too large, at the very time that it was being assisted by Officers from all parts of India, because it was too small.

4. It is no doubt the duty of the Examiner to bring to the notice of Government, from time to time, the cost of Establishments but when he proceeds to remark on the relative cost in different districts or subdivisions he travels beyond his province. The Examiner has nothing to do with the distribution of Establishment. That is a subject which receives the careful attention of the Chief Engineer who endeavours to provide

when a work is sanctioned, has to get fuel cut, brick and lime kilns built, and specially collect and prepare all his materials, it is inevitable that the cost of Establishment must be great; but the question for consideration is whether the cost of the work itself is not thereby diminished.

10. The above explanation has been given in consequence of the Minute of the Honble Sir W Robinson. With reference to the remark in the Minute that certain Reorganization

papers had been laid before Government without the signature or initials of the Chief Engineer, he has to state that a complete Reorganization Scheme, on the basis of seven Superintending Engineer's Circles, had been prepared, and was under the consideration of Government, before the present Chief Engineer took up his appointment.

The scheme was in abeyance in consequence, it is believed, of the departure of the Hon'ble Mr. Ellis

and the pressure of Famine. The statements remarked on were called for one day by His Grace the Governor and were prepared in a great hurry, to show the incidence of cost with five Circles, and three Circles. Being hurriedly prepared they contained an arithmetical error which was detected in preparing fair copies. It was only quite recently that the Chief Engineer received definite orders to prepare a scheme on the basis of five Circles. Until this point was settled it was impossible to draw up any detailed scheme.

11. Having given this explanation the Chief Engineer trusts that Sir William Robinson will modify the remarks in his Minute which the Chief Engineer cannot admit that he deserved.

E A Ward Col R E
Chief Engr Mad

1st Sept 75

1878

Hon W. Huddleston
His Grace the No 11920
Hon Sir W. Robinson KCSI
[illegible] seen

Recd 23rd Octr

The organization scheme has been amended & I have passed & I [illegible] draw my remarks as not likely to be useful JM
16/10

Regr 17.10.78 Ctd 21.10.78
Ex 14 Sept 78 Ctd 17.10.78
P.L. Sheet 78 Augt

P.W.D. 4/106
37

Proceedings of the Madras Govt.

Under date the

Read the following:-

From,
The Examiner of P.W. Accts } (H.L. No. 2406 d/20th Augt/78)

Recorded with reference to the approaching reorganization.

JM

Reorganization in question

ELt
24/8

No doubt — one upon which Mr Ellis & I spent much time in 1876 — the 1st changes necessary were discussed by the Examiner & the Examr is acting thus — Since that before this letter letter on 30th August — the changes were arranged & that he was pressed — was engaged in preparing the necessary orders & checking the estimates ——

His para 2 is therefore already met — before entering on the question further Exr. P.W. Accts. I'd like to know whether

there is a letter copy of which has gone from Examiner to Govt of India & the [illegible]

M.P. 21/8

Cir 27-8-78
23.8.78
Red 12 9/78

Genl Acct

4106/38

No 4106 W Public Works Department.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

UNDER date the 21st Oct/78.

Read the following :—

From

The Examiner P. W. Accts: (H. E. No. 240 W d/ 20th Augt/78.

Memo. by the Chief Engr. P. W. D. } (" — " ——— d/ 14th Septr.

Recorded with reference to the Re-organization of the Dept. (see G. O. d/ 18 Sep. 78 No. 3674 W.

17/10

Exr. P. W. Accounts

R.A.

Despd 31-10-78

for the wants of each District as fairly as he can. It would be utterly impracticable for the percentage of Cost of Establishment to be the same in all Districts or Sub-divisions.

5. The Examiner has cited the case of the Dummagudiem Division, in which as yet there has not been much Expenditure, but the Executive Engineer has been engaged preparing the surveys and plans for the improvement of the Navigation. The estimates lately received amount to Rs: 4,53,840. It would be fairer to compare the cost of this Establishment with prospective

than with present expenditure. The Examiner lays particular stress on the high ~~percentage~~ charge for Establishments in this Division, and complains that a former representation of his was simply recorded. The facts of the case will show that the percentage charge provided for in the Budget is very much less than that allowed by the Govt of India for the Division in which the Upper Godavery Works are situated. When making over the works to the Madras Government a grant for their

+ Budget provision
Rs. 10,784

upkeep of Rs 32,000 was assigned. Of this amount Rs 24,000 were specially allowed for Establishments, and only Rs. 8000 for works. And the reason for this is obvious from an Administrative point of view although it may not be so plain to an Office of Account and Audit. The works are situated in an outlying portion of the Madras Territory — far removed from the control of the local supervising head of the Department, and in an unhealthy and sparsely populated portion of the country. With these conditions, and looking to the character of the Works themselves, it is necessary that an Officer of Standing

specially qualified by local Experience, and inured to the Climate should be placed in charge. Such an Officer is Mr. Vanstavern, Asst. Engr., 2d. Grade, who was employed on the works for many years before they were handed over, and has been retained there ever since. To reduce the percentage of Establishment charges in this Division to an amount considered appropriate by the Examiner would be to neglect the works & misappropriate the money specially granted for them by the Govt of India. A more unfortunate case could scarcely have been selected by the Examiner to substantiate his theory of percentage charges as op-
[illegible] Administrative

6. The per centage of the Cost of Establishment in the Bangalore Division was much less a few years ago than it is now, because at that time there was a lavish expenditure on new Barracks and Water Works under a single Executive Engineer. The per centage was small but the result was not satisfactory. As a matter of economy three Assistant Engineers might have been employed under the Executive Engineer. The proposed expenditure this year in Bangalore (that is within a two mile radius) is greater than in Kurnool and

Cuddapah Districts larger than Wales. It stands to reason that the proportionate cost of Establishment must be greater in those Districts than at Bangalore. Again the proposed Expenditure in Chingleput is double that in Cuddapah – a very much larger district. The percentage of Establishment is just one half. All this is so obvious and has been explained so often before that it really did not seem necessary to the Chief Engineer to enlarge on the subject

7. A work not mentioned by the Examiner may be here cited to show the fallacy of the percentage test. The cost of tracing the Pulney ghaut was small compared with the salary of Lt Col Law, the Executive Engineer, but it was necessary to employ an Officer, whose speciality was ghaut tracing, on this difficult work. It would have been impossible to get this work done by a Local Fund Overseer, nor would it have been easy to find a Member of the Engineer Establishment, with the requisite

experience. In this and like cases, the high percentage is unavoidable. Recently it was suggested to the Chief Engineer that the present District Engineer of Madura should succeed to Col. Law's appointment, and open out the trace. The Chief Engineer at once pointed out that no special talent was now wanted for the work, and to employ a first grade Executive on it would be a waste of money

8. The Public Works Establishment, on paper, is large and costly, or, by a little manipulation of figures and percentages, it can be made to appear so; just as a Police Establishment could be made to appear costly, by some comparison with the value of property stolen, or property recovered; but as a fact the Public Works Establishment is unable to provide adequate supervision for Public Works. The numerical weakness of the Department is shown on nearly every occasion that a member goes on privilege leave or

sick leave not taking him from the country. It is impossible to appoint another man in his place, and his work has to be done by some one in addition to his own legitimate duties, which are enough to absorb all his time and attention. Again, when any large work has to be carried out, it is very seldom that any Officer, even of a Subordinate grade, can be appointed to the exclusive charge of such work, as would be the case in any other country or even any other Province of this country, but the work is left to be carried out, as it best may, under the charge of a Maistry or Sub Overseer as Resident Engineer, with occasional visits from an Overseer or Superior Officer who may have all the roads, irrigation works, and buildings of one or more Taluqs to look after. Any number of instances of this inadequate supervision could be cited. The cost of works might in many cases be reduced by better and more costly Superintendence. It is surely better that the total cost of a work should Rs 10,000, though even as much as Rs 5,000 go in superintendence, than that it should be Rs 20000 though only Rs: 2000 of that sum go for superintendence.

9. It is most unfair and unjust to the Department to compare its cost only with the money actually spent on the works, as if the sole employment of executive Officers was supervising works actually in progress. It seems to be forgotten that before works are commenced estimates have to be prepared, which estimates in every case necessitate many measurements and many calculations, and frequently have to be accompanied by plans, surveys, levels, the preparation of which must take up much time. It also seems to be forgotten that the Public Works Department has charge not only of the works actually in progress but of those that

have been completed and are in use. Many of these works are examined and reported on, every year, though no money expenditure may follow the reports. No fair comparison of the cost of Establishment can be made without taking into consideration all the circumstances under which works have to be carried out. In a country where there are no professional builders or Contractors and no stock of building materials, where the Executive Officer,

~~4490~~ 1812 ~~11320~~ ☆

Govt. of (1878) Madras.

PUBLIC WORKS.

To Exr of P. W. A.

25-10-78

No. 1211

Dated

Issued

Recd. Encl.

G. O. 21st Octr. 1878, No. 4106 W

Nos. 270 to 271

Appendix C* to the Provl. Budget of 1878-79 - Letter from the Exr. of P. W. Accts forwarding with observations a copy of —— recorded with reference to the reorganization of the Dept. G.O. 18-9-78- 3674 W.

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* formerly A.

Regr