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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

Public Works DEPARTMENT

G.O. No.	1445-W	Press.
~~B.P. No.~~		~~Mis.~~
Dated	26-5-1879	~~197~~ .

G.S

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1445
1

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

26th May 1879, No. 1,445 W.

General.
Establishment.

No. 154. Proceedings of Government, dated 26th May 1879, No. 1,445 W.

ADVERTING to Madras Code, Chapter 1, Section I, paragraph 19, the Examiner of Public Works Accounts is authorised to pass charges on account of sub-divisional allowance in all cases in which the requisite sanction of the Superintending Engineer has been accorded, and the conditions laid down in the paragraph in question have been duly fulfilled; such allowances being passed with effect from the 1st April 1879, or from such later date as the sub-division may have been authoritatively formed.

(True Extract.)

Major, R.E.,
Ag. Under Secy. to Govt., P.W.D.

To the Examiner of Public Works Accounts.
" Superintending Engineers.

Encl. E. C. Shanker.
Spare Copies

GENERAL
ESTABLISHMENT.

Govt. of (1878) Madras.

PUBLIC WORKS.

To

The EXAMINER of PUBLIC WORKS
ACCOUNTS,
&c., &c., &c.

Dated May 2878.

Recd.

Read.

G. O., 2nd May 1878, No. 1,145 W.

MAY.

No. 154.

Sub-divisional Allowance.—The Examiner authorized to pass charges on account of —

145
2

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

18th September 1878, No. 3,674 W.

Re-organisation of the Public Works Department.

Read the following :—

Letter from the Government of India, No. 308 E.G., dated 20th February 1877.

MINUTE BY THE HON. SIR W. ROBINSON, K.C.S.I., dated 17th July 1878.

No statement of the principles and objects of this proposed re-organisation of Public Works Establishments—the second or third which extravagance and failure of administration have suggested since its constitution—accompanies these papers; but I gather the object to be to secure more departmental supervision and inspection of subordinate establishment and their works throughout the country, to systematise and strengthen district administration and control, and to concentrate finance management. A small saving of some two to three per cent. on the existing cost of establishments is deduced; but, viewed by the light of the past, it is unlikely to be maintained under the conditions proposed.

2. The annual task to be performed by this department may be gathered from the expenditure of a fairly normal year. Taking the figures of 1875-76 (Administration Report), in which the grants were somewhat larger than is usually the case—agricultural ordinary grants have since fallen off,—we find that it was distributed as shown in the margin; we had a total grant of 102½ lakhs. The proportion of this sum which was spent on establishment was, in round numbers, 21½ lakhs, while the actual work performed under this supervision, &c., by the establishment for that money was worth, say, 77 lakhs—including the large profits of contractors and builders. In other words, between one-fifth and one-fourth of all grants was spent on supervision, management, &c., and yet neither efficiency nor honesty was absolutely secured.

		Rs.
Military		8,32,744
Irrigation Capital—		
Capital, Extraordinary..	6,10,082	
„ Ordinary ...	4,33,685	
		10,43,767
Irrigation, Revenue—		
Extension and Repairs.	7,87,227	
Agricultural Ordinary...	18,05,030	
		25,92,257
Provincial—		
Lump Grant	21,89,016	
Local Fund	35,80,082	
Repairs	14,180	
		57,85,278
		102,54,046

3. It would unduly swell my observations were I to endeavour to sketch the nature of the works so managed. But I may remark that even under Military and Irrigation Capital Account Works, which alone deserve to be classed as Imperial, a large mass of engagements were of an unimportant and minor character. However, even assuming for the nonce that the whole of these works were of sufficient importance to palliate the expenditure on establishment of some Rupees 4,60,000 (at 25 per cent. of the grant) for an expenditure under 14 lakhs, there can be no doubt that an establishment costing, say, 16½ lakhs for the expenditure of, say, 65½ lakhs, on such works as constitute Provincial and Local Fund Works or Revenue Repairs, &c., and Agricultural Ordinary Works was utterly extra-

vagant under any consideration. For probably three-fourths of the expenditure on Communications, &c., under Provincial and Local Funds consisted of mileage grants for the mere raking in of ruts and laying the metal of ordinary annual repairs; while the other works of the simplest character, such as constructing taluk offices, Police lines, and the like, and Local Fund Dispensaries, require only such scientific skill as may be commanded at very reasonable cost. The existing outlay on establishment, &c., in their interest is, therefore, clumsy and extravagant in the extreme. The same observations apply to Agricultural Ordinary Works, such as channels, tank-sluices and escapes—which, barring sufficiency, the people have been constructing for themselves with admirable ability—embankments and the like, which require no skill of higher pretensions. Honesty of estimate and expenditure is not the characteristic of large subordinate establishments in this country; though it is the usual plea for constituting them.

4. On the whole, I but record the conviction, which has now possessed all minds outside the department, that the cost of Department of Public Works Establishment is out of proportion with the work they have to do; and that the time has fully come when it is the absolute duty of the Government to moderate their expenditure in this respect, in accordance with the requirements of works to be done, and with the interest of the country and of the public fisc alike. It is time that departmental constitution and management should follow obvious public consideration and the expenditure thereon be kept within reasonable limits.

5. Taking, then, the normal annual grants for Public Works under all heads at 100 lakhs a-year, one-fourth of this sum may be accepted as Imperial properly so called, viz., "Military" and "Irrigation Capital Account" Works; and I am satisfied that 20 per cent. of this outlay should cover the establishment charges for all Imperial Public Works, say, 5 lakhs a-year. A larger charge than this is unfair to the Imperial fisc.

6. All other works should be classed as Provincial and Local, which is their proper character, and the sooner the wise measure of decentralisation is extended to all these items, the better. Now as respects these minor works, permanent establishment charges should be more than fully met, under any thing like reasonable and efficient administration, at from 10 to 15 per cent. of the outlay, or say (taking the higher rate) 11 lakhs, making a total of 16 lakhs for all establishment charges in this department. It is utterly, I venture to hold, inequitable that the State should charge Municipal bodies one-fourth of their whole grant for local Public Works, for the most extravagant supervision that was ever devised; and that the Provincial Government should waste on extravagant establishment from 30 to 40 per cent. of the Provincial Grant entrusted to their administration by the Imperial Government; as is now occurring. I consider that 17½ lakhs to 18 should be an outside charge for Department of Public Works Establishment.

7. The Committee, which sat in 1869-70, recommended useful reforms, and I cannot be a party to any illusory re-organisation, which fails to start on the basis of an equitable and reasonable appropriation of expenditure between supervision and management and works. This is not the character of the one before me. I hold that the Government are bound to determine the maximum expenditure on establishment with reference to the funds at disposal for works, and to arrest existing waste of both money and power.

8. There exist, as it appears to me, waste of money and power in almost every branch of the establishment, and perhaps not least at the head of the existing organisation. As a matter of fact, we have the administration of this department of execution and expenditure—one specially needing concentrated control and management as respects its finance and direction—broken up into three separate and more or less independent branches, including the Railway branch, whose Consulting Engineer has recently been added to the Government Office Secretariat. Each department has its own Chief Engineer, each of whom again is his own Secretary to Government in respect of his own work, and so much of that of the General District Establishments as relate to his share of the administration. It is, of course, with the Executive Departments, General and Irrigation, that we have

chiefly here to do. In these relations every District Engineer in the country serves two masters and two secretaries to Government.

9. Each Chief Engineer and Department of Public Works Secretary to Government again has a Deputy Chief Engineer employed in the main as Under-Secretary or Assistant—one (Colonel Farewell) occupying the place and drawing the salary of a Superintending Officer—with, in practice, a distinct office establishment. From an administrative point of view, we have thus a cumbersome and inconvenient organisation in the offices. Each of the Chief and Deputy Chief Engineer is, I conceive, understood to control and inspect, from time to time, the larger works connected with his respective branch of the department; but as Secretaries to Government, all these officers are attached through the greater part of their time to the Government Office, and the Chief Engineers at least are in residence around the Government at Ooty, and absent from their offices of verification and control for a great part of the year. They are thus hampered as respects system, control, inspection and the like by the ministerial duties of the Government Secretariat. When one of these officers is required as Chief Engineer to be afield amongst his District Officers in the ordinary course of duty, or under special emergency, the Secretariat duties of the absentee devolve *pro tem.* on an Under-Secretary, and the *portfolio* of the particular branch of the department is, so far as Council is concerned, brought in by the head of separate branch, who is more or less unfamiliar with the threads of the department supervised by his brother Chief Engineer, and is probably discouraged by the etiquette of the service from advising Government independently on any subject, which he may be permitted by his co-ordinate Chief Engineer to introduce to their notice.

10. As heads of their respective branches, these officers no doubt have a reasonable amount of work to do, though I should doubt whether—shorn of irrigation—the General Chief Engineer himself has as much to do as an officer of that position and emolument might overtake. Be this as it may, the triple and separate Secretariat to Government (with its Deputy Chief Engineers as Under-Secretaries, &c.,) is, I believe, absolute waste of power and of public money and time. The arrangement is not only detrimental to public interest by the traverse of primary duties of these heads of the department, which is involved in personal attendance on Government and prolonged absence from their offices and duties of inspection, &c.; but it is at variance with one of the first principles of administration in this country, viz., that the work of every department shall pass into independent hands when it appears in the Secretariat of Government.

11. Writing from five years' experience of the Madras Council Chamber, I do not hesitate to say that taking one week with another throughout the month, all the three Chief Engineers and Public Works Secretaries to Government together do not occupy Council for one hour a week—the Consulting Engineer for Railways very rarely appears at all—all the year through, although various of the matters which are brought into Council in this department had better be left to the Executives of the Department. This occurs for the very obvious reason that very little, indeed,—certainly not one-tenth—of the work of a Department of this kind is such as is or can be conveniently transacted in Council or in the Government Secretariat, or, in fact, by personal communication with the Members of Government at all. Submitted with a Chief Engineer's report or countersignature, by far the greater bulk of the business of this department would be better and more systematically done by a single officer of the Secretariat, who might be of moderate standing and appointed *ad hoc*. We would then have undivided attention to Secretariat duties, while the heads of the various branches would give their undivided attention to the control of their officers. Great projects of public utility are in the main, or should always be, discussed by Council deliberately on the estimates and responsible official reports, and it does not require an officer of exalted standing to lay the well-considered report of a Chief Engineer, with enclosures, before Government. I believe that it were much better even now, were all estimates and reports submitted with a final review of the Chief Engineer—as such—to Government, through a Secretary of subordinate rank for their calm consid-

oration. But what occurs now is this, Colonel Foord, as Chief Engineer, circulates a more or less informal Note about any matter in his department, and then, as Secretary to Government, drafts Government Orders practically to himself as Chief Engineer; Colonel Mullins in like manner, as Chief Engineer of Irrigation, submits a memorandum practically to himself, and, as Secretary to Government, circulates the draft of a Government Order in echo of his memorandum for the initials of the Members of Government,—in a manner which differs from, while it scarcely improves upon, the formal and precise character of independent reports which come before Government for disposal under the signature of responsible heads of other departments, with a Note by the Secretary, who takes a fresher view of the subject. Business in Department of Public Works necessarily assumes, as it seems to me, a less formal and *careful* character; and possibly members themselves are tempted to endorse the Chief Engineer's disposal of matters in the Secretariat, more readily than occurs in respect to any other department of the administration. Be this as it may, the precious time of these Chief Engineers is practically still taken up by a second review of matters before them; and it is still further occupied by a mass of trivial routine and by the attendance on Government on the Hills and elsewhere, which necessarily attaches to a Secretariat, and is, I think, unworthy of officers in their position; and otherwise objectionable.

12. But a still graver objection in principle—and therefore also in practical consequences—attaches to the position of these permanent heads of departments serving as *quasi*-Secretaries in the Government Office. Move up the permanent head of *any* department—much less three such heads of as many branches of the same department as permanent Secretaries (each in respect to his own branch of the work)—to a more or less shifting cabinet of three in number, and bringing, as he must, a very potential voice to their deliberations, and I will not express what I think follows; but what I will affirm is this:—the Secretaries necessarily cease to be simply ministerial officers of that cabinet, and any really effective and independent control by the members of Government over the various branches of the administration, which its chiefs represent in Council is seriously enfeebled and embarrassed. It is, I believe, absolutely impossible for the "member in charge" of the Department of Public Works to work with two or three Chief Engineers, as if they were really ministerial officers of his Secretariat or for the Government effectively to exercise that certain control which it does exercise over all other departments of the general administration not so favored; financial control and retrenchment are almost impossible under the circumstances. As a matter of fact, the presence of three Chief Engineers and two Deputy Chief Engineers of the Department of Public Works in the Government Secretariat is no more reasonable than would be that of the Bishop and his Archdeacon, or of the 1st Member of the Board of Revenue or Director of Revenue Settlement, each in charge, as Secretaries to Government, of their respective departments, under the equally applicable plea that there are technicalities in their departmental duties which require to be explained personally to the Members of Government in Council and that their departmental business requires specially to be guided by themselves through the State Cabinet. No more complete traverse of the most ordinary principles of administration and control could be devised, as it appears to me, than that which exists in the Secretariat of the Government of Madras at this moment in respect to the Department of Public Works; and I refuse to believe that any further re-organisation can be usefully or effectually taken in hand which does not remove the existing embarrassment of Government in respect to its overwhelming Department of Public Works Secretariat; which does not unburden each Chief Engineer, together with their Deputies, of the Secretariat office-work, which now harasses and trammels their proper functions as the heads of a department, by claims on them as *quasi*-ministerial officers of the Government Secretariat, and which fails to place these officers of highest standing in a position which shall enable them to exercise useful personal control, inspection, and uninterrupted scrutiny of the projects, estimates, and works of their subordinates. The Commission which sat in 1869-70 to consider the re-organisation of Department of Public Works reported unfavorable of the conditions

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now under consideration, although there was then but one Secretary to Government, Colonel Orr, who undertook, I believe, no duty or responsibility which properly belongs to a Chief Engineer, in addition to his Secretariat functions.

13. It is obvious that the presence of responsible heads of all these branches of one department in the Secretariat of Government is in no way necessary with a view to personal communication with the Members of Government on matters of importance. The head of any branch of the Department of Public Works organisation can be sent for or otherwise communicated with, as it occurs in other departments, at any moment without being further burdened with ministerial office duties. In fact, removed from the ministerial and Secretariat subordination and uncertainties, the head of a department is in a better position to offer influential and reliable advice. I need scarcely add that I attach the utmost importance to this measure of reform of existing conditions, because, apart from other considerations, I hold that the unembarrassed attention of the head of a department to its internal working is the keystone of efficiency, and where it is traversed, the defect has to be supplied by otherwise needlessly numerous and costly subordinate inspectorate arrangements.

14. The project of re-organisation before me apparently retains the position of the three Engineers and the Deputies in the Government Secretariat untouched, and seeks to supplement consequent and inevitable deficiencies as respects inspection and other primary duties of their offices, by relying on Superintending Engineers to effect these duties in part at least. This cumbersome expedient cannot heal defective and costly conditions at the top of the department, for the whole thing is, I hold, top-heavy and inconsistent at its head. This Government has already proposed to the Government of India a sound re-organisation of the Secretariat and the appointment of a separate Secretary to Government in the P.W. Department; and I should recommend that we adhere firmly to the economical and administrative charges which we have decided to be indispensable in our present proposals. By relieving the Chief Engineers and their deputies of Secretariat inconveniences, the needful increased supervisory control will, in a great measure, be provided and reductions made feasible.

15. The pivot of all administration in this Presidency is the District; and the direction to be observed in its improvement as respects the Department of Public Works lies, therefore, in, so far as possible, centralising and consolidating control and responsibility in the hands of the District Engineers in respect to every matter relating to the Department of Public Works within each district. The next step, after wholesome adjustment at the head, in due reorganisation, therefore, lies in effective adjustment in the district establishment. Ingenuity could scarcely contrive a more complete system of confusion as respects any civil branch of administration in this Presidency than one which should place between seventy and eighty of the Collectors' subordinates of all castes and castes all over the country in an executive position of more or less independence of the Collectors; that should allow them to draw funds from, and render accounts to, the Accountant-General without intervention of the Collectors; to supply themselves with lump grants under every head of expenditure to be laid out more or less at discretion for the time being, while it should leave the Collector—outside some progress report forms and other minor arrangements, which do not appear to give their immediate sufficient effective control—to wander abroad and find out, if he can, what his subordinates are about, and so on. Yet this is not altogether an exaggerated picture of the confusion which exists at this moment in respect to the establishment of the Department of Public Works and of the position of the District Engineer, unless he be a man of peculiar energy, method, and command. The district system was revived on the recommendation of the Commission which sat in 1869-70 some years ago, but it has been imperfectly carried out as yet in detail.

16. In re-organisation, therefore, the District Engineer's position must be consolidated, strengthened, and energised. He must be placed as completely at the head of the whole district and in control of its Department of Public Works establishments as the Collector is as respects the Civil establishments. He should be the only officer in direct account with the Controller or in communication with superior

authority, and so on. And this is quite as feasible in this department as it is in the other departments of the Administration; for, as a rule, Civil Districts are not in size—proposals have already been submitted for the reduction of excessive areas—beyond the capacity of one District Engineer. It may, however, be convenient to admit sub-divisions of the districts of Godavari and Kistna—and possibly Tanjore—as they will stand even after the sub-division proposed some months back. At the outside, however, twenty-five or twenty-six—providing for the new districts—officers of the grade of District Engineers are required for the Presidency—exclusive, of course, of any required to fill equivalent appointments in the general administration—and no District should be sub-divided if it possibly can be avoided. I look upon the maintenance of the district organisation as of the utmost importance, and I hope that the time may not be far off when, with proper means, raised for the maintenance and improvement of irrigation works, &c., and with the grant for "agricultural ordinary" works properly distributed in each district as a local fund, every district may become more or less self-supporting, as respects Department of Public Works establishments from local funds aided by the per-centages under Imperial and Provincial for work supervised. If district establishments were localised and placed under district officers and Municipal bodies, we should soon find that they would be organised and managed more in accordance with the works to be overtaken and money available, and far less expensively than now.

17. Under the District Engineer a moderate number of Assistant Engineers, nowhere exceeding two (2) per district, would be required, who, with as many Upper Subordinates and Taluq Overseers as may be necessary, should constitute a district establishment. In small districts, such as Canara and Trichinopoly, and almost without exception in the new auxiliary districts, one District Engineer with the requisite subordinate establishment should amply suffice. The District Engineer is an Executive Officer in so far as he is responsible to see work efficiently executed by his subordinates and contractors.

18. Having set the Chief Engineers and their Deputies free from Secretariat obstructions to their more appropriate duties and placed them in their proper positions in relation to the work of the subordinates, and having consolidated effective district establishments, the Superintending Grade—now five in number—may, I think, be reasonably reduced. The Committee of 1869-70 recommended, I believe, two Superintending Engineers. Three would amply suffice under the proposed re-organisation. This grade should be absolutely non-executive; they have simply to see that the executives in the districts within their respective ranges do their duty, to inquire into shortcomings and fiascos, and otherwise provide for the investigation of important projects within their respective spheres of duty. An over-strong Inspectorate does more harm than good, weakens real responsibility, where it should be sternly insisted on, viz., in the district, and otherwise clogs the wheels of administration.

19. The four* northern districts with Nellore should constitute one range with Rajahmundry as head-quarters. The Chief Engineer and his Deputies might retain the Presidency District, Chingleput, and Bangalore under their more immediate observation and occasionally visit the Hills. The southern† districts would constitute one Range with Tanjore or Trichinopoly as head-quarters; and the Ceded Districts with North Arcot, Salem, and Coimbatore should constitute a third range. Malabar and Canara should be visited occasionally by special deputation of a Deputy Chief Engineer, for, as a rule, there is little doing in either district, which requires frequent State inspection or report. The ranges which I propose are large, but not unmanageable as respects works requiring an inspector's observation; for it is simply futile to attempt to organise a State Inspectorate which should bring Local Fund and Agricultural "Ordinary"

*Ganjam.	Kistna.
Vizagapatam	Nellore.
Godavari.	

†South Arcot.	Madura and
Tanjore.	Tinnevelly.
Trichinopoly.	Head-quarters, Vellore.

works and the like within the reach of the personal observation of a highly-paid State Inspector. Nor is it needful; for a good District Engineer is practically an infinitely better Inspector of such works than any Superintending Engineer could be, even if it were possible to afford eight or ten officers of this grade.

20. Such is roughly the cast of the re-organisation which I would recommend as regards Superintending or as they should be called Inspecting Engineers. But it may be useful to review the actual working of the thing at this moment. We have, as already observed, a staff of (5) five Superintending Engineers—with requisite salary attached; but there is actually not one of these officers doing the duty of his office. One (Colonel Farewell) is a Deputy Chief Engineer and Under-Secretary to Government, and mainly engaged in office-work, and the four others are District Engineers without any inspecting duty whatever attached to their functions, although, I believe, they draw the pay of the grade. The thing is without parallel in any other department of the Administration and probably accounts for much of the existing confusion.

21. On the whole, I am satisfied that the matter has to be taken in a firm and somewhat drastic form, and I would not now re-organise the department without that searching scrutiny and retrenchment which are now unavoidable. At length the Government of India and Northern Administrations have realised—as we have long done in this Presidency—that the establishments of the Department of Public Works as now constituted throughout India are beyond the needs of the country and costly and extravagant beyond the nature of the work ordinarily to be performed; and they are, I believe, re-organising with large retrenchments. We should follow the example, I think, somewhat on the principles I have ventured to sketch.

22. The undue preponderance of costly (and possibly not altogether reliable) European subordinate executives in the department requires the earnest attention of Government, and reflects, I think, on the superior departmental management. There are but two Natives in any position (both low) amongst the 100 and odd men above the rank of upper subordinates in the Department. Encouragement has not really been given to the higher classes to qualify for employment in the Department of Public Works.

23. The effective re-organisation of the District Engineer system should enable reduction in Account Department by limiting the number of officers in account with the Controller.

24. Sound re-organisation will affect the constitution of the service and adjustment of grades in some degree throughout the department, but it will be found that the semi-military spirit which underlies the organisation of a purely Civil Executive Department militates against both financial and administrative adjustment, and should, I hold, disappear.

To sum up I recommend—

(1) that large reductions of establishment and cost be effected;
(2) that the Government Secretariat be re-organised and an Under-Secretary be appointed in charge of Department of Public Works correspondence;
(3) that Chief Engineers be relieved from all Secretariat duty;
(4) that the Department of Public Works Inspectorate (five Superintending Engineers) be reduced to three with fixed ranges of inspection;
(5) that District Establishments be re-organised on a reasonably thrifty but efficient scale;
(6) that the cost of the Account Department be reduced; and,
(7) that the department be re-graded with reference to requirements of the service to be performed and not with reference to the ill-suited existing gradation.

(Signed) W. ROBINSON.

MINUTE BY THE HON. SIR W. ROBINSON, K.C.S.I., dated 14th September 1878.

I HAVE examined these statements of the proposed re-distribution of the Department of Public Works service with great care, and regret that I am still unable to endorse the proposals as embodying those measures of economical executive Administration and financial control which are urgently needed in the department of Public Works in this Presidency in regard to which I hold that the opportunity afforded at this time should be effectively availed of.

2. The saving—chiefly in subordinate and office establishment—which the Controller's able revision and apportionment has effected, simply demonstrates, as I believe, that if the same drastic manipulation were carried up into the more costly grades of the establishment, the expenditure under this head might be reduced to 17½ to 18 lakhs a-year—an all-sufficient per-centage of the moderate annual allotment under all heads of expenditure which have to be worked out; and I believe, as I have already indicated, that the only effective mode of dealing with this question is for Government to decide what they will spend on establishment, and leave it to the heads of the department—including our able Controller—to submit proposals for the distribution of that sum amongst an efficient and economical establishment under each branch of service.

3. Under the proposals before me—judging from the "Distribution Statement" the whole executive establishment is practically to be maintained—more especially the upper grades. The savings are made, as I gather, in office establishments and other small appendices to the upper distribution, &c. I refuse, myself, to believe that the pyramid—over-weighted above—will fail gradually to recover its natural slope or that the reductions will be long maintained under the proposed arrangements.

4. I again record my conviction as regards the unsuitable and inconvenient position held by the Chief Engineers of all executive branches of this service in the Government Secretariat. The course which has characterised this very redistribution arrangement now before me shows how the true functions of the heads of departments may be made to give place to mere ministerial conditions. I look in vain amongst these papers for the recorded views of such important functionaries as heads of departments of the D. P. W. on the proposed redistribution and for those of the Board of Revenue (as Controllers of Local Fund Expenditure). These functionaries have not advised the Government as heads of Department—the Board of Revenue have had no opportunity to do so—but apparently have taken their orders as Secretaries; and I confess that I think that this is a serious defect in a matter of this kind.

5. But it is perhaps mainly as a matter of financial control that the conditions which it is proposed to continue fail, as it seems to me, to commend themselves. It will not, I conceive, be asserted that the financial control of Government and its Secretariat is or has ever been practically effective throughout the department; and yet the main duty of the Government and its advisers in respect to an executive and expending Department lies in this direction—the position of Government is mainly that of the Treasury in respect to financial control—and yet for those duties the Government have practically to look to executive heads of administrative branches of this department, and, as I believe, must look in vain under the ordinary condition of such a system—or rather traverse of system and principle of administration. Let the Government ask the Controller whether he finds that he is exercising that effective control through this Government, which his functions indicate, to his satisfaction; ask the Board of Revenue whether they find that they practically enjoy the financial position which their responsibilities claim; ask Collectors whether their functions in this respect or in some other respects are what sound local administration requires; on these points I have only to invite the attention of my honorable colleagues to the Controller's letters, dated 13th April 1878, No. 14 W, dated 17th April 1878, No. 19 W, dated 16th August 1878, No. 222 W,—all as yet undisposed of—and to ask whether they disclose a state of things which this Government can accept as proper in itself or of which they are

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justified in hazarding their possible continuance. I confess that these letters read to me like an unanswered impeachment of the general conduct of Government. Be this as it may, they certainly are letters such as it should not be possible for an officer in that position to address to this Government, or to submit, as I conceive, in the course of business to the Government of India for perusal.

6. I have on my table the Board's Proceedings, dated 23rd August, on the subject of the Kowtaram road, one of many items found in the Controller's return of objectionable items of expenditure, and I have heard that the district of Salem as well as others are more or less out of order in respect to financial discipline.

7. I have no fault to find with the able officers who hold and have held the position of Chief Engineers and Secretaries to Government. The interest and proclivities of an executive and expending Department and of the Managers of its *personnel*, are not and never can be altogether at one with those of financial control and strict discipline in this respect. What I press so earnestly on attention is but the natural outcome of the conditions, executive and personal, of the traverse of a sound and acknowledged administrative principle. It is precisely what would have occurred in the department of which I was long the executive head, had I, as Inspector-General of Police, passed ten years in the Government Secretariat in charge of the finance and administration of my own department—precisely what would occur were the Commissary-General, the Inspector-General of Jails, or the head of any other executive and expending Department called to the same position. I am—as I long have been—most earnest on this matter, because I believe,—a belief to which five years' experience as a Member of Government has given the strength of a creed,—that the very keystone of the financial position lies in reverting to sound principle in this direction; because I believe that the *fons et origo* of our difficulties of control are inherent in the traverse of principle which existing conditions—to be perpetuated under this redistribution of functions now before me—present.

8. I have already indicated how, as it seems to me, the needless Secretariat pre-occupation of the Chief Engineers necessarily leads to excessive expenditure in the next higher grade of the establishment, viz., the Inspecting or Superintending Staff; and the Appendix marked A to the proposals before me appear to evidence the fact. We are practically to have five senior Chief Engineers, with proportionate offices, in executive charge of four or five districts each, which are again sub-divided into thirty-eight ranges (divisions) or independent districts, with their officers in account with the Controller, &c. Now as it seems to me, the real functions of the Inspecting Officers are lost in those of the *quasi*-responsible Deputy Chief Engineers (Superintending Engineers) of Circles, and the little gain which resulted from the re-organisation of 1872—consequent on the labors of the Commission, which sat in 1866-70—in replacing the District Engineer, in some measure, in his proper position as the pivot of executive organisation and local administration is foregone. We are simply reverting—under some change of nomenclature—to the condition of Deputy Chief Engineers of Circles (Superintending Engineers) with the Range-officer organisation, pure and simple; somewhat reduced as regards numerical distribution and more extended in territorial charge, but still incompatible with the fundamental principle of our civil administration. The thing has already been condemned as unsuited to our administrative conditions, and has been in abeyance as respects Superintending Engineers for years; and I regret to find myself, therefore, wholly unable to support what appears to me a serious traverse of sound administration as respects both executive control and financial administration, and the duty of independent inspection in regard to this Presidency.

	Districts.	Ranges.
1st Circle	4	6
2nd do.	4	7
3rd do.	†4	8
4th do.	‡5	7
5th do.	4	7
	21	38

* Plus the Bangalore Cantonment.
† Includes the Nilgiri Taluk.
‡ Excluding the Consulting Architect.

9. What we want in this Presidency is real financial control in the Government Office by an officer, who shall be relieved in the main from executive responsibilities and other disturbing influences, which necessarily attach to executive heads of departments. We then want the heads of the various branches of the administration freed to devote their whole time to their executive and controlling duties, and under these we require sound and concentrated district organisation—with a moderate staff of Inspecting Engineers, who shall see that the district work is done and to assist occasionally in elaborating the very few works of larger importance, which—with the means at our disposal—we can possibly hope to undertake from year to year in any district. The distribution before me, with what practically constitutes seven Chief Engineerships of grades and thirty-eight District Engineerships with their office establishments, &c., does not in the main present those conditions, and I am unable to accept it as meeting the requirements of the country financially or otherwise.

10. It is difficult to deal with Appendix B of the proposals; because the average expenditure in the proposed ranges (divisions) and the establishment designed for each division is not shown, other statistical information and local advice are wanting; and the somewhat bald statements before me do not give any reasons for the proposals submitted. Territorial considerations, however, appear in the main to have guided the distribution, and I think that in various respects these adjustments even are defective.

11. I observe that the Godavari District is broken up into three or four independent ranges. I should be willing as already stated, to give two officers of the grade and emoluments of District Engineers to this district. But I find a third range constituted out of the taluks of Rajahmundry, Yernagudium, and Ellore, and also that Dumagudium is to constitute a fourth range of this district. Now the taluk of Ellore with its high level canal and other territorial conditions belongs to the Western Delta (a proposed very moderate range of three taluks for a high grade officer) and the other two dry taluks even if we add Dumagudium, where we are now spending 2 Rupees on establishment for every rupee of work performed, is nothing but what an assistant to the District Engineer of the Northern Range could more than overtake; but in the proposals before me, we have, I gather, two independent ranges in place of one assistantship, which, I think, should amply suffice for all that is doing in the two ranges proposed.

12. The same observation applies to the range distribution of the Kistna District. The Palnad Taluk and Bezwada should be added to the Eastern Delta District. The proposed charge of the Western Delta is composed of two taluks,—a wholly inadequate range for an officer in the position and enjoying the emoluments of a District Engineer. Now I am satisfied that the ordinary expenditure in the dry taluks of Vinnacondah, Satenapally, &c., will at once indicate suitable employment for an assistant on moderate salary to the District Engineer in charge of the Western Delta, or in view to the possible constitution of a new district of Ongole, one or two taluks might be joined to the Ongole Range of Nellore.

13. As respects Nellore and in view to the possible constitution of a new district of Ongole, I would pass two divisions. I will not remark on the proposed distribution of taluks, which, I think, is defective and not what the local officers would recommend as it is a minor matter of detail; but the distribution should, I think, provide for Cumbum and Markapur of Kurnool, which suitably belong to this executive charge.

14. As respects Cuddapah there is no sufficient ground for breaking up the district administration and constituting two districts in that tract. And the four dry taluks of Kadri, Madanapally, Royachoty, and Vollpaud constitute a charge on which the District Engineer of Cuddapah might generally employ his assistant.

15. Nor do I find sufficient grounds for breaking up the district administration of North Arcot. The District Engineer would find his main occupation in the southern and Palar Valley taluks, while his assistant would be suitably employed in the Zemindari tracts and dry taluks of the north. Two districts are not required.

16. The same observations apply to the district of South Arcot. What is there doing or likely to be doing in the (in the main) dry taluks of Villapuram, Tindivanum, and Trinomallay—or even if we add to the charge, as ought to be done, the taluk of Kallakurchy, which would justify the constitution of a separate District Engineership for these tracts? What that an assistant to the District Engineer of the district could not look after under direction of the superior officer?

17. I am very doubtful whether the district administration of Coimbatore need be broken up as proposed, and I am satisfied that a District Engineer for Malabar with an assistant mainly employed by him in what is proposed to constitute the Northern Range would quite suffice for this district under the financial exigencies of the case.

18. I entirely object to breaking up the district administration of Madura and Tinnevelly. There is absolutely nothing in the proposed new district of Dindigul which can justify its separation from the district of Madura and constitute as a separate division or district under a superior officer; and as respects the proposed Satur (Tinnevelly) Range (Division), I conceive that it would be difficult to show that it would constitute a reasonable charge even for an assistant to the District Engineer of Tinnevelly.

19. I am not competent to examine in detail the Appendices C and D ("General Abstract of Office Establishment and Accountants"), but it is obvious that the constitution of five new offices for as many Deputy Chief Engineers (Superintending Engineers) of Circles instead of officers for inspection, and certainly of six or eight needless Range Offices, prevent retrenchment in the manner which strict adherence, so far as possible, to the District Engineer system and further reduction of the offices in account with the Controller, would provide.

20. *Appendix F* ("Comparative Statement of Per-centage of Establishment") is, I hold, more or less delusive; it is merely comparing ourselves with ourselves with the usual result; and we have no reason to assume that the standard of comparison put forward ("per-centages of India's Establishment") is one framed in accordance with strictly economical necessities of the work to be performed and of the requirements of the country and its ability to support such establishment as a whole. I have reason to believe that the same excess of establishment charges in the Department of Public Works is engaging the attention of thoughtful men throughout India. Be this as it may, we have simply to do with our own conditions and expenditure, and with reference to these I hold that our establishment is susceptible of very material reduction of cost by sound organisation and more efficient financial control, and that it is our duty to submit to such retrenchments whatever may occur in other parts of India.

21. *Appendix F* ("Per-centages of Establishment as compared with grants for works, &c.,") is a very momentous statement. It shows that between one-fourth and one-third of all our Public Works expenditure in India is absorbed by establishment; that on the average of three years (1874—77) our expenditure on establishments in Madras has exceeded one-fourth of the whole grant; and that for the current year it will considerably exceed one-third of the whole grant. All the excess above one-fourth, having to be supplemented, I believe, from the Provincial Grant under this head. Now under existing financial exigencies of the Empire, we cannot claim to have our grant maintained, and as it is, the demand on Local Funds is such as excites much hostile criticism throughout the Presidency, for our extravagance, as it appears to them, and weakness of financial control is unavoidably laid before a large body of the Native Members of our Local Boards all over the country. We must, therefore, set our house in order, and it can only be done by drastic re-organisation and effective financial control, such as I earnestly invite my honorable colleagues to consider at this time.

22. In fine, I must record my conviction that the retention in its strictest form of the District system (with due inspection only) is the very sheet-anchor of any suitable organisation and future development in this department for the Madras Presidency. We must decentralise administration and establishment charges on districts in the same manner as the Government of India has decentralised on local

administrations throughout India. Every endeavour must be made to bring each district into self-supporting and self-administering condition—both on administrative and financial grounds; and it will, I believe, by no means be difficult so to do. Already rapidly developing Local Funds contribute very largely in several districts towards the cost of the whole District Establishment. We may confidently look to them for 5½ to 6½ lakhs towards establishment expenditure in future. If the annual grant of 10 to 12 lakhs under "Agricultural Ordinary" be equitably distributed as a Local Fund to the districts to which this local grant for ordinary communal irrigation works properly belongs (instead of being held at centralised disposal as now) we have a further Local Fund of some 12 lakhs and upwards; from which establishment charges to the extent of 2½ to 3 lakhs may be met. An Irrigation Cess for the maintenance and improvement of our communal and district systems of tanks is an obvious necessity (subject, of course, to its being strictly constituted a Local District Fund, and the whole "agricultural ordinary" grant being localised) for (*Kudimaramat*) customary tenant-labor is a domestic and communal matter with which the State has nothing whatever to do, and against which it has no claim. Such a tank cess at even one anna per rupee of our communal tank revenue of 100 lakhs (in round numbers) would produce upwards of 6 lakhs, with a provision for establishment of 1½ lakhs and upwards. Our grant under Provincial Department of Public Works (12 lakhs), if properly assigned to district administration, provides 3 lakhs for establishment; and Imperial contribution for State works would go to make up a sum which would probably provide for the needful local establishment for all districts, and leave a margin, with proper retrenchment and financial control, for lowering all our demands on Local Funds, whether existing or prospective, as the tank cess still is. Of course, the establishment charges for anicut tracts would remain Imperial as the works are neither Provincial, local nor communal.

23. I do not offer these rough calculations as authoritative figures, for I have neither the means at hand, nor the time to work out the details; but I look forward with confidence to the time when Government may say to each district:—you must find the ways and means for maintaining your own Public Works Establishments, and may frame them according to your local needs—with sufficient margin to meet needful charges for inspection and general administration—in such a manner that the whole shall square—with such aid as you are entitled to under the rules from Provincial and Imperial Sources—with your own financial condition.

24. I entirely agree with the Office Note of the Controller, dated 12th instant, which forms an enclosure to these papers, except in so far as he evidently mistakes the condition of "customary labor" in paragraph 3(*a*). The Secretary of State decided so far back as 1863 what works are to be left to the Revenue Department,—or, as I should now put it, to the Collectors and Local Fund Boards in co-operation with District Engineers, with power to levy a moderate communal tank repair cess as above suggested.

25. In regard to class (*b*), I would suggest that the officers of the Department of Public Works in communication with the Collector and Local Fund Board of each district, should report precisely what District Establishment is required in their respective districts to execute all works of a local character, including tank-repairs, &c., and the ways and means to maintain such establishments from District Funds.

26. I have endeavoured, with reference to paragraph 4, to suggest how the finance of the department can be promptly brought under more efficient control with much benefit, as I believe, to executive administration and retrenchment of undue expenditure, but I have no objection to seek the further advice suggested.

27. I have to apologise to my honorable colleagues for the discursive and incomplete form in which I am obliged to submit my observations on the papers before me. The papers only came in to my hands after late Council yesterday (Friday), and they have to be circulated emergently with reference to the proposed final discussion of the scheme on Monday at noon. Time for more mature examination and concise discussion has been wanting.

W. ROBINSON.

ORDER THEREON, 18th September 1878, No. 3674 W.

THE undue strain brought upon the Provincial finances by the present excessive cost of the Public Works Department has long been a source of anxiety to Government, and was the subject of much deliberation in the year 1876, when the pressure of business, which devolved on the Government owing to the famine, caused the matter to be temporarily laid aside.

2. The subject having again come under consideration, His Grace the Governor in Council considers it unnecessary to defer any longer that thorough re-organisation of the Public Works Establishment, which experience has shown to be absolutely essential both to secure greater efficiency in the department, and to prevent further financial embarrassment to the Government.

3. In carrying out these changes, His Grace the Governor in Council believes, that by utilising to the utmost the establishment and agencies that are available to the Government, it is possible, without abandoning any of the general principles on which the business of the department has heretofore been conducted, to secure a great increase of administrative efficiency and at a diminished cost.

4. As regards the Public Works Secretariat, the division of the administrative work of the department will, at present, continue as laid down in Chapter III, Section i, of the Public Works Code, which fully prescribes the responsibilities of the Chief Engineers and Secretaries in charge of the several branches and the duties which Government look to them to have thoroughly performed.

5. All correspondence from the Superintending Engineers will be addressed to the Chief Engineer of the Branch concerned, who will dispose of every thing within his own powers on his own responsibility. The Chief Engineer will submit 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.

6. Each Chief Engineer will be allowed an Officer as Assistant Chief Engineer and Secretary, to be ordinarily of the rank of an Executive Engineer, to conduct, under the authority and responsibility of the Chief Engineer and Secretary, the current duties of the Secretariat during the absence of the Chief Engineer on his tours of inspection.

7. The question of the best method of compiling engineering statistics, and of collecting professional data and information, and the agency to be employed for this purpose in connection with the Secretariat Office will be reported on by the Chief Engineer and the Examiner for the consideration of Government.

8. The Examiner of Public Works Accounts, as Chief Financial Officer of the Department, is to be regarded as the financial adviser to the Public Works Secretaries, and their communications will be chiefly of a personal nature as members of the same office; all formal correspondence between them being, as far as possible, avoided. All questions connected with finance and account will be noted upon by the Examiner previous to being dealt with finally 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 financial point of view, but also the bearing of all the financial rules and regulations relevant to the subject.

9. All Gazette Notifications and Government Orders, which affect the pay or service of Public Works Officers, will be referred to the Examiner before issue, to ensure that the proposed Notifications or Orders are in no way opposed to any rule or regulation of the Government of India, and provide for all necessary formalities.

10. The respective responsibilities of the Chief Engineer and the Examiner in controlling the expenditure of the department is very clearly defined in the Public Works Code III, i, 24 and III, vii, 14. Briefly, it is the duty of the Examiner to bring all items of objectionable expenditure to the notice of the Chief Engineer, and it is the duty of the Chief Engineer to summarily put a stop to all irregular expenditure directly his attention is called to it. His Grace the Governor in Council trusts that every effort will be made to reduce the number of items of objectionable expenditure that month by month are now brought to the notice of Government.

11. To enable the Chief Engineers and the Examiner to satisfactorily carry out a proper control over the expenditure of the department, it is to be considered an essential principle that all expenditure whatever, chargeable to the Imperial and Provincial Public Works grants, is to be sanctioned in the Public Works Department. No other department of the Government will take any steps that will commit the Government to expenditure in the Public Works Department, until the responsible officers of that department have had an opportunity of deciding whether the state of the Public Works grants will admit of the expenditure being incurred.

12. As regards Local Fund Works, His Grace the Governor in Council is of opinion that heretofore there has been an absence of that professional supervision and control by the Chief Engineer which are essential to the satisfactory execution of Public Works.

13. The principle involved in the administration of Local Fund Works is to leave all financial arrangements and the initiation of works in the hands of the Local Fund Boards, and to leave the engineering of, and the accounting for, such works in those of professional Officers under definite professional control. The Chief Engineer will, therefore, consider himself as directly responsible for the professional control of Public Works carried out from Local Funds as for those carried out from any other Public Works Grant. Designs for Local Fund works, the cost of which exceed Rupees 5,000, will be submitted to the Chief Engineer for professional check, and the formal sanction to the estimate for such works, after the approval of the Board of Revenue has been conveyed, in ordinary course, to the project, will be given in the Public Works Department, the necessary funds for the execution of the work being provided in the Financial Department. Proposals for transfers of Local Fund appropriations for Public Works, which exceed the powers of the Board of Revenue, will be dealt with by Government in the Public Works Department.

14. For purposes of supervision, the Presidency will be divided into five Circles, each under charge of a Superintending Engineer or of an Executive Engineer of the 1st Grade acting as such. The head-quarters and territorial limits of each of these Circles are shown in Appendix A.

To the office of each Superintending Engineer will be attached an Assistant Engineer to act as Assistant to the Superintending Engineer, and to carry out, under his authority and responsibility, the current duties of the office during the absence of the Superintending Engineer on duty.

15. For purposes of construction, each Circle will be divided into Executive Divisions, each of which will ordinarily be in charge of an Executive Engineer or some other professional officer of the Engineer Establishment. The names of the divisions, altogether 39 in number, are shown in Appendix B. The question of the exact territorial limits to be assigned to each Executive Division is referred to the Chief Engineers for early report in communication with the Collectors and the Local Public Works Officers, the importance being borne in mind, of making the limits of the Public Works Executive Divisions, as far as possible, coterminous with those of the Local Fund Circles.

16. The duties, powers, and responsibilities of the Superintending Engineers and of the Executive Engineers will be found very fully described in Chapter III, Sections ii and iii of the Public Works Code.

17. The numbers of the Engineer Officers attached to the Presidency being sufficient for the proposed new charges, no change is at present intended in the strength of the Engineer Establishment, except that, with the sanction of the Government of India, two 2nd Grade and four 3rd Grade Assistant Engineers

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will be substituted for the present sanctioned number (seven) of 3rd Grade Assistant Engineers, the monthly charges involved in each case being nearly the same.

18. With regard to the Upper Subordinate, the Lower Subordinate, and the Petty Establishments, no final arrangements will be decided upon until the Superintending Engineers have acquired some practical knowledge of the requirements of their several Circles.

His Grace the Governor in Council believes, however, that the numbers and cost of the Overseers, the Lower Subordinate and the Petty Establishment, especially of the Overseers, will be found to be in excess of permanent requirements under the new arrangements, and that it is advisable with a view to securing greater elasticity in the Public Works Establishments to employ temporary hands to a far greater extent than has hitherto been the case.

19. The Superintending Engineers will, as soon as possible after taking charge, review the Subordinate and Petty Establishments of their Circles, and will submit, for the information of Government, statements in Public Works Form No. 77, showing the maximum number of permanent men they wish to retain, and the extent to which they propose to employ temporary establishments.

20. On savings being effected in the cost of the Subordinate and Petty Establishments, His Grace the Governor in Council will be prepared to consider the advisability of appointing to each Circle a small permanent establishment of qualified Surveyors.

21. As regards Office Establishments and the establishment of Accountants, the reduction in the number of the Public Works offices will lead to a considerable reduction in the numbers of the Accountants and Clerks employed, and in the aggregate cost of these two establishments. The scale of Accountants and Clerks now sanctioned, which is ultimately to be worked up to in each office, is shown in Appendices C and D.

22. The aggregate effect financially of all these changes is shown in Appendix E, containing a comparative statement of all the Public Works Establishments, existing and proposed. The net result is a saving of about Rupees 1,13,000, exclusive of the further saving that is expected in the cost of the Subordinate and Petty Establishments.

23. In Appendix F will be found a statement of the relative cost of the several establishments and of the aggregate cost of the Public Works Establishment, as a per-centage of the grants for works and repairs compared with similar establishments of leading throughout India, these figures being derived from the review by the Accountant-General, Public Works Department, of the Public Works Budget Estimates for the year 1878-79. From this statement the cost of the Upper Subordinate Establishment appears relatively high, while that of the Engineer and Accountant Establishment is very moderate. The charge for travelling allowances in this Presidency appears to be so exceptional, that His Grace the Governor in Council desires that a special report may be submitted to Government by the Examiner on the subject.

24. The Chief Engineer will at once submit, for the approval of Government, a list of the officers he recommends for the charge of the several Circles and Divisions. On approval, these appointments will be notified in the Gazette in order to give the whole staff the earliest possible advice of the arrangements decided upon.

25. In order to give effect to these orders with the least possible inconvenience to all concerned, the Chief Engineer will at once take steps to relieve from their present charges the five officers selected for the charge of the five Circles of supervision, other officers being appointed to act temporarily as District Engineers

in their places. On relief, they will immediately proceed to the head-quarters of their Circle, and there take over charge of the District Engineer's Office.

26. On their taking charge as Superintending Engineers of the present District Engineer's Office at the head-quarters of their Circles, the present District Engineers in the Circle will proceed to take charge as Executive Engineers of the present Range Offices at the head-quarters of the Divisions to which they are appointed. The records of the District Engineers' Offices other than that at the head-quarters of the Circle, together with one or two Clerks from each District Office (as may be locally arranged by the Superintending Engineer) will be transferred to the head-quarters of the Circle, and the Clerks so transferred, together with the whole establishment of the District Office at head-quarters, will form the *provisional* establishment of the Superintending Engineer's Office.

27. In a similar manner, the records and the establishment of the present Range Offices will be distributed to the new Divisional Offices, and the Clerks so transferred will form the *provisional* establishment of the Divisional Offices. Nominal rolls, showing the distribution of the existing establishments amongst the various offices in the Circle will be submitted as early as possible by Superintending Engineers to the Examiner, to admit of the salary bills being duly audited. All subsequent transfers of the establishment will be similarly advised.

28. The scale of office establishment to be ultimately worked up to, as shown in Appendices C and D, consists, it will be noticed, of fewer Clerks and Accountants with slightly increased salaries, the whole classified in accordance with the Public Works Code, Chapter I, Section i, 10—12. No immediate reductions, appointments, or promotions will be carried into effect in order to make the existing establishment agree with the new sanctioned scale. This latter will be arrived at gradually only as casualties occur.

29. In the Office Establishments, on the occurrence of a vacancy, it will be open to the Superintending Engineer concerned to utilise one-half of the salary thus made available in making promotions of properly qualified persons to the minima salaries of the sanctioned grades to which they may be appointed. The other half of the salary will lapse to Government as a saving. Without the special sanction of Government, no new appointments will be made until the excess hands have been completely absorbed. The Examiner will be held responsible for reporting for the orders of Government, any case of the kind that may occur.

30. The above remarks do not apply to the Office Establishments of the Secretariat, of the Presidency Engineer, and of the Consulting Architect to Government, in which no change has been made beyond classifying the present Office Establishments. In all these cases, the Clerks will draw the minima salary of their grades together with such a number of increments as may make their total salary at least equal to what they are drawing at present.

31. In order to keep the whole body of officers alive to their duties and responsibilities under the new arrangements, His Grace the Governor in Council desires to impress upon the Public Works Code Committee the desirability of completing the Public Works Code at the earliest possible date. The Chief and Superintending Engineers and the Examiner will bring to the notice of the Public Works Code Committee any clauses in the Code they may deem inapplicable to the present circumstances of the department, and these, if found necessary, will be modified in ordinary course by the issue of standing orders.

32. With these modifications, His Grace the Governor in Council looks to the Chief Engineers and to the Examiner, in their several branches of the Department, to see that the whole of the Public Works Code as issued is scrupulously adhered to, and that the time of Government and of all officers concerned is no longer wasted by a general want of method and system throughout the Department and by constant references on minor points of principle or practice which will be found once for all clearly laid down in the Public Works Code for general information.

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33. The Manual for the business in the Public Works Secretariat and the book of Specifications, the former of which has been a long time in type, should also be taken up and completed by the Public Works Code Committee.

(True Extract.)

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

To All District Engineers.
To the Chief Engineer for Irrigation.
" Chief Engineer, Public Works Department.
" Consulting Engineer for Railways.
" Consulting Architect to Government.
" Examiner, Public Works Accounts.
" Financial, &c., Departments.
" Revenue Department.
" Military Department.
" Revenue (Famine) Department.

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GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

12th August 1878, No. 3,230 W.

General Establishment.

Read the following paper:—

No. 159. From A. B. SAMPSON, Esq., Under Secretary to the Government of India, Public Works Department, (Establishment—General), to the Secretary to the Government of Madras, Public Works Department, dated Simla, 22nd July 1878, No. 1,021 E—G.

Referring to your letter No. 2,136 W, of 17th December 1877, forwarding a copy of Chapters I and II of the Draft Code prepared for the guidance of the Public Works Department in the Madras Presidency, I am directed to state regarding the periodical increments to the salaries of Executive Engineers of the 1st Grade referred to in paragraphs 3 and 4 of the letter under reply that the power to sanction such increments may be exercised by the Government of Madras on the understanding that an officer accepting such increment surrenders all claim to promotion to the rank of Superintending Engineer, and that the increment is not given with back effect, or, in other words, that it cannot date prior to the recommendation for its grant. The grant of these increments need not be restricted to any fixed number.

No. 160. Order thereon, 12th August 1878, No. 3,230 W.

Recorded. The Code will not be brought into force until issued in a complete form.

(True Extract.)

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

To the Examiner of Public Works Accounts.
To District Engineers.
To the Consulting Architect.
" Chief Engineer for Irrigation.
" Consulting Engineer for Railways.
" Examiner of Railway Accounts.

Exd. T. D. Ryan.
Spare Copies

GENERAL
ESTABLISHMENT.

Estd. of [1878] Works.

PUBLIC WORKS.

To

The EXAMINER of PUBLIC WORKS
ACCOUNTS
&c. &c. &c.

Dated August 1879.

Remd.

Rect.

Similar Sub &c.

Rent @ Rs 20 p.m.
for Dec, January,
Feby & March.

Chinglepet Sub Dn

Rent @ Rs 15 p.m.
for Feby and
March 1879.

No 866. Chinglepet Divisional Office
20th March 1879.

From

The Executive Engineer,
Chinglepet Division.

To

The Superintending Engineer,
3d Circle.

Sir,

With reference to the Examiner's deferring of audit of the sums claimed for Office Rent on the part of the Chinglepet and Similar Sub Divisional Officers, I have the honor to request you will be good enough to obtain the sanction of the Government to pass the charges up to the close of this month, since it will be necessary to adjust the said claims until Acc Warning has been given to the Proprietors of the Buildings. I would however beg to prefer that Government may be solicited to

grant each of the Sub-Divisional Officers a sum of Rupees 10, to provide a room, in their own dwelling House, for the use of their office Establishment, since they are not allowed to draw the Sub-Divisional allowances granted by the Code.

I have &c &c

[signed] S. C. Clarke Major R.E.
Executive Engineer Cleing Cpt. Dn

No. 1725

[True Copy]

Submitted for the favorable Consideration and Orders of the Chief Engineer Public Works Department with reference to his Memorandum No. 940 dated 15th March 1879.

H. N. Wood Major R.E.
Ag. Supg. Engineer 3d Circle.

Chepauk
26th March 1879

ANCE ALLOWED, SUBJECT TO CERTAIN
CONDITIONS, UNDER THE PROVISIONS
OF MADRAS P.W.D.CODE I.I.10.

THE MADRAS CODE HAVING
BEEN DULY SANCTIONED, AND FORMALLY
RECOGNISED BY THIS GOVERNMENT, VIDE
PARA 22 OF G.O.NO.3644, DATED 18TH
SEPTEMBER 1879, THERE APPEARS NOW
NO OBJECTION TO THE GRANT OF SUB-
SUB-DIVISIONAL ALLOWANCE REFERRED
TO ABOVE, AND I SHALL BE QUITE
PREPARED TO PASS ALL PROPER CHARGES
ON THEIR ACCOUNT FROM 1ST APRIL
1880, SUBJECT TO RECEIPT FROM YOU
OF A LIST OF AUTHORISED SUB-DIVI-
SIONS AGREE FOR IN MY NOTE OF THE
26TH MARCH 1879 NO.474, THE GRANT
OF SUB-DIVISIONAL ALLOWANCE WILL
DEPEND THE QUESTION OF OFFICE
RENT WHICH HAS BEEN REFERRED TO
YOU BY THE SUPERINTENDING ENGI-
NERS SEC.CIRCLE.

Keep with G.O. (445 W,
dated 26-5-79

To
The Secretary to Government,
Public Works Department.

Sir,

I have the honour to forward herewith a statement showing the Sub-Divisions in the Nilgiri District which are entitled to the grant of Sub-Divisional allowance, and the amount of office rent payable to each Sub-Division.

2. The Executive Engineer's letter No.[illegible] dated 28th March 1879 is returned herewith.

I have etc.,
(Sd.) [illegible]
Superintending Engineer.

Nilgiris Sec. Circle,
Ootacamund, the 5th April 1879.

To be
For a draft disposal
that may be circulated
to all Superintendents. The code
shows no allowance for
Sub divisional Officers rent.
Dy 11.
28.3.79

TO W.

YOU WILL OBSERVE FROM THE EX-
ECUTIVE ENGINEER'S (CHINGLEPUT)
NO.[illegible] DATED 20TH MARCH 1879 THAT
SANCTION IS SOLICITED FOR THE GRANT
OF RS.[illegible] TO EACH OF THE SUB-DIVISION-
AL OFFICERS AS OFFICE RENT ON THE
GROUND THAT AT ETTAYAPURAM THERE HAS
BEEN NO SUB-DIVISIONAL ALLOWA-

[Exr. Wks. Form No. 111.]

GOVT. OF MADRAS. } 1879. { P. W. DEPT.

EXAMINER, P. W. ACCOUNTS.

Madras, MARCH 1879.

OFFICE NOTE.

To

E.W.

THE ENCLOSED DRAFT NOTIFICATION SEEMS UNNECESSARY, AS THE DATE REFERRED TO IN THE SAME IS THAT OF ASSUMPTION OF CHARGE OF SUB.DT. STEWART ON TRANSFER WITHIN A DIVISION.

KEEP WITH Q C Genl. No. 6665

dated 26 - 3 - 1879.

Copy of letter No. 448. W. dated 6th February 1879 From the Examiner P. W. Accounts Madras to the Secretary to Government. P. W. D. Madras

With reference to P. W. Code I. i. 19 and III iii. 21. I have the honor to request you will be good enough to favor me at an early date with a list of the sanctioned Sub Divisions in each Division by Circle.

2. In G. O. No. 3674 W. dated 18th September 1878 the number of Sub Divisional Offices is fixed at 200 vide Appendix C. Nos. 1. 10 and 11; and in Appendix G column 6 it is shown that 145 Sub Engineers and 3 Supervisors will hold charge of 17. Sub Divisions for which no Assistant Engineers are available. The upper subordinates thus placed in charge of Sub Divisions are entitled to Sub Divisional Allowances under the provisions contained in P. W. D. Madras Code I. i. 19. but this office is unable to admit the claims in the absence of information as to the number of authorized Sub-Divisions in each Division.

3. The favor of an early reply to this letter is requested to enable this Office to dispose of references made by Superintending Engineers on the subject of Sub Divisional Allowances.

Secy

(True Copy)

Suptt. Correspondence &c.

No 8

21/10/

P. W. 1879 DEPARTMENT.

No. 1235

From The Ex. P. W. Accts

No. 6485
Dated 8/Feb
Read 10/3

SUBJECT.

Requesting to be furnished with a list of the authorized Subdivisions in each Circle

Disposal.

[Exr. Wks. Form No. 111.]

MGS
HB

GOVT. OF MADRAS. } 187 . { P. W. DEPT.

EXAMINER, P. W. ACCOUNTS.

Madras, MARCH 187 .

OFFICE NOTE. 1228.

To Govt. of Madras P.W. Dept.

E.W.

CERTAIN INFORMATION WITH REFERENCE TO THE GRANT OF SUB-DIVISIONAL ALLOWANCE TO THE SUBORDINATES IN THIS PRESIDENCY, HAS BEEN ASKED FOR FROM GOVERNMENT IN THIS OFFICE NO. 442, W, DATED 8TH. FEBRUARY 1879. NO REPLY TO THIS REFERENCE HAS YET BEEN RECEIVED.

KEEP WITH ~~Govt. Nos~~ P.W. No. 1465 W

dated 26-2-1879

Lig
203. C.

1918
19.3

So C.
Please send copy of your letter.

D.W.
223

Noted 24/3

C

Nº 264 of 27 3/79

TO E.W.

HEREWITH COPY.

C.

Nº 1445. W. C. No 3484.

Public Works Department.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

UNDER date the 26 May 79

Read the following

Govt Letter.

Referring to Roads Code, Chapter I, Section I Paragraph 19, the Examiner of Public Works Accounts, is authorized to pass charges on account of Establishment allowance in all cases in which the sanction of the Superintendent has been recorded, and the conditions laid down in the paragraph in question have been duly fulfilled; Establishment allowances being passed with effect from the

April 1879, or from
ch later date
the Subdivision
ny have been authoriza-
tively planned.

N.S.P.
23/5/79

23/5/79

Copy Dr Clarke's Memo Dated 23/5/79.
Duke Street 98
25
Detail 24/6/79

(w 3484)

Dept. of 1870 Madras.

PUBLIC WORKS.

To

Dated

Cancel

Read. K. Dupl.

G. O. 26 May 1870. No. 1645 W

Mem. 154

Subdivision No 6 Annual

Re Repairs and Improvements

Exchanges in accounts

for

8