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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

P.W DEPARTMENT

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GOVERNMENT OF MADRAS.
PUBLIC WORKS DEPARTMENT.

7th October 1879, No. 2,530 W.

General.
Establishment.

Read the following paper :—

No. 9-C. From Lieutenant-Colonel W. CHRYSTIE, R.E., Superintending Engineer, First Circle, to the Chief Engineer, Public Works Department, dated Vizagapatam, 10th September 1879.

I HAVE the honor to acknowledge the receipt of your confidential memorandum, No. 2,832, of the 27th August, on the subject of the impending reductions in the Madras Public Works Department.

2. *Your paragraph 3.*—The Governor in Council has already decided that the operations of the department shall entirely cease in the Rajahmundry Division forming part of this circle.

3. *Your paragraph 4.*—Also to amalgamate the Guntoor Division belonging to this circle with the Ongole Division belonging to the Second Circle. Your memorandum does not state to which circle the amalgamated division will belong. The area of No. 2 Circle is, I believe, larger than that of No. 1 Circle. On the other hand the work in each of the four delta divisions of the First Circle is very much harder than that in any division of No. 2 Circle, except Nellore, which probably ranks with the Godavari Western Delta, the lightest worked of the divisions here.

4. There are, in my opinion, only two works in the Guntoor Division of sufficient importance to be kept in the charge of the establishment of the amalgamated division, viz., the northern trunk road running for 58 miles through the taluks of Guntoor and Narsaraopet, for which there is an improvement estimate in the Guntoor Local Fund

Budget of	Rs. 4,21,850
Estimated expenditure to end of 1879-80...	" 2,53,57
Current year's grant	" 15,000

and (2) the road from Bezwada to the Hyderabad frontier running for 72 miles through the Nandigama and Bezwada taluks. In the Masulipatam Local Fund Budget there is an improvement estimate for this road, amounting to Rs. 60,450

Estimated expenditure to end of 1879-80	" 39,153
Proposed grant for 1880-81	" 20,000

5. The taluks of the present Guntoor Division which would therefore form part of the amalgamated Guntoor and Nellore Division will be Guntoor, Narsaraopet, Nandigama and part of Bezwada; the other part of Bezwada is included in the Kistna Eastern Delta Division.

6. *Your paragraph 5.*—The taluks to be eliminated from the charge of the Public Works Department will be Sattanapalle, Vinukonda and Palnad.

7. The head quarters of the division should, I think, be at Guntoor, from which the whole length of the division is easily accessible by canal.

8. *Your paragraph 7.*—I have already in a confidential report given the names of the upper subordinates of the circle who, on a reduction of the department, it would be most desirable to part with. The Accountants will, I presume, be dealt with by the Examiner, and I can deal with the lower subordinates and clerks on being informed definitely what the reductions in numbers and grades are to be.

9. *Your paragraph 9.*—There is only one agency to which the works in the country from which the department is to be withdrawn can be handed over, viz., to the officers of the Revenue Department in their capacities as Presidents of the Local Fund Boards, as the following figures will show. The expenditure in the Rajahmundry Division during the year 1878-79 was as under:—

IMPERIAL.					
Under all heads	...	...	...	...	RS. A. P. 374 10 10
AGRICULTURAL.					
Original	...	...	...	...	...
Repairs	...	...	...	...	6,696 3 6
Special	...	...	...	...	12,109 11 8
	...	...	...	...	1,868 6 4
PROVINCIAL.					
Civil Buildings, Original	...	...	...	...	...
Repairs	...	...	...	...	995 10 3
Tools and Plant	...	...	...	...	5,701 3 3
	...	...	...	...	400 8 11
Total	...	...	...	...	29,066 9 1
LOCAL FUNDS.					
Civil Buildings, Original	...	...	...	...	...
Repairs	...	...	...	...	1,174 6 9
Communications, Original	...	...	...	...	734 3 11
Repairs	...	...	...	...	27,167 10 2
Miscellaneous Public Improvement	...	...	...	...	22,395 3 1
	...	...	...	...	4,038 13 9
Total, Local Funds	...	...	...	...	62,510 6 8
Establishment	...	...	...	...	42,899 9 5
Grand Total	...	...	...	...	1,34,677 0 7

There are nine major works of the Cocanada and Ellore Circles sanctioned within the division, of which eight are in progress; five of these latter estimates vary from a lakh and fifteen thousand rupees to a lakh and three quarters.

During the current year establishment will be less than last year by the pay and allowances of an Executive Engineer, 2nd Grade, or, say, Rupees 10,000; but as agricultural repairs will be much heavier, the expenditure within the division will remain about the same.

10. In the Guntoor Division the figures are simpler—

IMPERIAL.					
Under all heads	...	...	...	...	RS. A. P. 74 13 7
IRRIGATION.					
Under all heads	...	...	...	...	3,411 0 5
PROVINCIAL.					
Original and Repairs	...	...	...	...	...
Tools and Plant	...	...	...	...	130 0 8
	...	...	...	...	75 14 8
Total	...	...	...	...	3,691 13 4

Local Funds.					
Civil Buildings	...	...	...	...	RS. A. P. 208 4 11
Communication, Original	...	...	...	...	18,562 9 6
Do. Repairs	...	...	...	...	31,307 10 8
Miscellaneous Public Improvement	...	...	...	...	4,392 11 10
Total, Local Funds	...	...	...	...	54,471 4 11
Establishment	...	...	...	...	28,374 1 5
Grand Total	...	...	...	...	86,537 3 8

The figures in both divisions show that the bulk of the expenditure has been incurred for the Local Fund Boards. The Government being compelled to withdraw their Public Works establishment, the Local Fund Boards must be induced to arrange for the supervision of all the works.

11. The Government will of course have to pay a percentage on the works carried out for it by the Local Fund Boards; but the Rajahmundry Division is now in charge of an Assistant Engineer, temporary 1st Grade, and the Guntoor Division is in charge of a Sub-Engineer; so, if the Local Fund Board have to appoint officers of their own, no saving will be effected, although there would be a rearrangement of charges. I presume therefore that the Presidents of the Local Fund Boards will themselves afford the superior supervision, and as these officers are already wholly paid by Government, it will only be necessary that the percentage should be at the rate given for subordinates and offices given in Appendices F of G.O., No. 3,674 W., of the 18th September 1878, or at the rate of about 12 per cent. on the expenditure.

12. There is no local supply of trained subordinates from which the Local Fund Boards could engage their staff, and it would be necessary that Government should lend them men from our establishment. To give the experiment a fair chance of success, the men thus loaned must be experienced and of more than ordinary ability and character.

13. If in working out the details of the transfer of works in the Rajahmundry Division, it should be considered expedient to retain the works at Dumagudiem, and the new cantonment ordered at Samulcottah in the charge of the Department Public Works, the Eastern and Central Delta Division, Godavari, is the only one to which they could be attached. This is already by far the hardest worked division in the Presidency, and its establishment is, in point of strength, already below the limit of efficiency. It is only by the most unremitting drudgery that its officers can keep routine matters current, and I am certain that they can undertake no fresh charge without an addition to their strength.

14. In concluding this part of the subject I beg that, after the transfer of the Rajahmundry Division has been announced, sufficient time may be given to close works and wind up the accounts.

15. *Your paragraph 10.*—All departments, except the Military, should, in my opinion, carry out the ordinary current annual repairs of the buildings they occupy with funds provided in their own budgets. If extensive repairs are required to a building, say Rupees 500 at a large station, or Rupees 200 at an out-station, or if a roof requires to be replaced, a wall which had given way from pressure of roof to be rebuilt, the assistance of the Department Public Works might be called for. At large stations there are maistries who are in the habit of executing repairs for private house-owners, and at out-stations if the Tahsildar, Deputy Tahsildar, or Schoolmaster, as the case might be, were held responsible for the state of his building, the work would seldom be badly done, as he would have the advantage, which the Department Public Works subordinate has not, of being resident and able to watch the progress of the work. After the system had been inaugurated for a little time, I think it would work without difficulty.

16. I am no advocate for handing over the charge of roads to any but men who have been regularly trained and educated to the work. When the Local Fund

Boards employ professional Engineers they will then, and not until then, in my opinion, be in a position to undertake the construction and maintenance of roads.

17. *Your paragraph 15.*—My own position in the First Circle after three months' work, during which I have not taken a single day's holiday even on Sundays, is that I have not touched the road work and have yet a very imperfect idea of what is being done in irrigation. But for possible immediate changes in my charge, I should at once confess myself unequal to its duties and ask the Government to employ me in an inferior capacity where it might be possible to perform the work satisfactorily.

18. *Your paragraph 11.*—A little clerical work might be saved if the Government were to increase the powers of the Superintending Engineers to sanction estimates, to pass excesses, to sanction miscellaneous charges, to write off small sums to profit and loss, &c.; but the bulk of the work must remain untouched so long as the system remains as now.

19. *Your paragraph 12.*—I consider that the appointment of young Assistant Engineers to the circle offices is a misapplication of good material so far as the assistance they render to the Superintending Engineers is concerned. Mr. Young, the Assistant in my office, is a very promising young officer; but he has neither the experience requisite to make his theoretical training useful as my professional Assistant, nor the knowledge of business necessary to enable him to manage the office. When he has acquired these qualifications he will naturally look for the executive employment necessary to fit him for holding higher grades in the department.

20. Trained managers are indispensable for Superintending Engineers holding charges such as those into which the Madras Presidency is divided, and the want of one in this circle interferes much with the conduct of business. To give an instance, I had been at head quarters nearly a month, but the day before I started on my present tour the Imperial, Irrigation, and Provincial Budgets for the eight divisions with four local fund budgets were laid on my table at once for review and disposal, although some of them had been in the office for three weeks. In fact I have not only to pass orders on all papers that come before me, but I have to endeavour to keep them in mind afterwards and see that they are duly disposed of; also to look forward and inquire whether returns due at later dates are in train for disposal, &c. This kind of work is very harassing and annoying to an officer whose time ought to be given to more important matters.

21. A manager should not only be able to relieve the Superintending Engineer of all duties of the above nature, but he should have a good memory to enable him to recollect all important matters passing through the office, so that on a change of Superintending Engineers he might be able to at once refer to and give all information asked for. If of the grade of Uncovenanted Assistant, and thus able to dispose of routine matters, so much the better.

22. *Your paragraph 17.*—Mr. Walsh, Executive Engineer, 2nd Grade, in charge of the Eastern and Central Delta, Godavari Division, is perfectly competent to exercise the powers of a superintendent of works without the control of a Superintending Engineer. He has lately been in charge of the circle and conducted the duties with much credit. This measure might perhaps avoid the necessity, otherwise urgently called for, of a large addition to the strength of the office of the division.

23. If the Eastern and Central Delta, Godavari Division, be made an independent charge, and the Rajahmundry Division done away with, the circle would be cut in two, and it would be unnecessary to keep the head quarters at the exceptionally hot and dreary station Dowlaishvaram, which would then be isolated from the Superintending Engineer's charge. Masulipatam would be much more central for the Kistna Divisions, where the bulk of the expenditure in this circle is likely to be incurred for some time to come. Ganjam and Vizagapatam would also be more readily accessible by sea from Masulipatam than from Dowlaishvaram.

24. Relieved of the Eastern and Central Delta, Godavari Division, Rajahmundry and Guntoor, the circle, although then a straggling one, would be reduced to a more

manageable area; but if it be intended to add the Guntoor, Ongole Division, to the First Circle then it would be expedient to give the officer in charge of the Ganjam Division independent powers. Mr. T. D. Harris, at present in charge of the Ganjam Division, is an Executive Engineer of the 3rd Grade only; but he was District Engineer of Ganjam for three years, exercising the powers of a superintendent of works without the supervision of a Superintending Engineer. So far as I can judge of his merits by what passes through my office, I should say that he is a steady working, safe class of man; the Examiner's Assistant, who has recently visited Ganjam, informs me that the office there is in first-rate order. Ganjam is most inconveniently situated for inspection; for, although it can be reached by sea, shipping and landing horses on that coast is very difficult, and, after arrival, the great distance and the slowness of the tappal interferes with business.

25. One inconvenience which might result from the formation of these independent charges is that, in the event of their being temporarily united to the circle, the Superintending Engineer would have more of the records pertaining to them in his office.

26. *Your paragraph 17.*—In my No. 280 G.D. of the 12th July, I pointed out that G.O., No. 3,674 W, of the 18th September 1878, required that five clerks and two draftsmen should perform the work of four district offices for which an establishment of twenty-nine clerks and seven draftsmen had been sanctioned in August 1872. Since 1872 the work of this department has, in common with that of all other departments in India, increased, so that the number of office hands then considered necessary was not likely to be excessive in 1878. Put thus plainly and boldly I presume that the Government are prepared to admit that the reductions ordered require reconsideration. A similar argument applies, though with somewhat less force, to the strength sanctioned in the same Government order for Executive Engineers' offices; but, with the exception of the office of the Eastern and Central Delta, Godavari Division, they can rub on on the present system for some little time longer. Not so the Superintending Engineer's office in this circle. I have at present fifteen men in the office drawing, exclusive of personal allowances, Rupees 670 per mensem, and the work is very inefficiently done, there not being men enough to do it. As casualties occur they cannot, under the orders of Government, be filled up, and the cost of the office is gradually to drop to the sanctioned strength, average Rupees 285 per mensem.

27. I state the above, as I have before officially reported it, as a fact about which there can be no doubt, but I see no use in now urging it. Your memorandum to which I am replying evidently does not contemplate the possibility of such an addition to this office as would render it efficient; therefore the Superintending Engineer must do the best he can, the inefficiency of his office being admitted by Government, until better times.

28. I solicit that sufficient notice may be given of the changes to be made to allow of the transfers being regularly made; also that I may have the earliest possible intimation of the probable date in order that I may arrange to be at head quarters at the time. With my limited knowledge of the several officers I could not deal with such a matter without consulting the Executive Engineers and my own records, and it would be inconvenient were I several days' post from Dowlaishvaram. The memorandum being confidential, I have been unable to consult any of my officers, except Mr. Walsh, who made no suggestions, but concurred that it would be a great boon to the circle to be relieved of Ganjam should that be practicable.

No. 9-D. ON 2 THEREON, 7th October 1879, No. 2,530 W.

THE amalgamation of the Guntoor Division with Ongole will be carried out in communication with the Superintending Engineer, Second Circle, to which circle the amalgamated division will belong.

2. The Rajahmundry Division will also be amalgamated with the Godavari Eastern and Central Delta. The Superintending Engineer will take immediate steps for carrying out these amalgamations.

3. The accounts of the amalgamated divisions will be dealt with in communication with the Examiner, Public Works Accounts, in accordance with the instructions issued at the time of the reorganisation of the department, under the terms of G.O., No. 3,674 W, of 18th September 1878.

4. The Superintending Engineer will take immediate steps for reducing the cost of the office establishments of his circle to the amount allowable for the divisions which it includes, on the scale fixed by the order quoted above.

5. It is not desired that the number of individuals should be reduced, or their pay raised, to correspond with the above scale, but merely that the total cost of the establishments is to correspond with it. It will be left to the Superintending Engineer to select the individuals whose services are to be permanently retained under the new arrangements, but he will be guided in his selection by the following principles:—

First, all men over 55 years of age and, second, all incompetent men should be at once given one month's warning of the intention of Government to dispense with their services.

All men not included in either of the above classes, but for whom room cannot be found in the new, permanent establishment, should be warned that Government reserve to themselves the right of dispensing with their services without further notice, on such terms as may hereafter be decided on.

6. The men thus warned for discharge should be by preference those who have been but a short time in the service and who have no claim to pension, but competence and good conduct must in all cases be taken into consideration.

7. The Superintending Engineer will submit, for the consideration and final orders of Government, a list showing the numbers of the office establishment to be—

(a) permanently retained,

(b) warned for immediate discharge,

(c) warned for discharge at the pleasure of Government;

his reasons for the selection being briefly stated in each case, but action in the matter need not be deferred until the orders of Government are received.

8. Although as a matter of form the present Rajahmundry Division is amalgamated with the Eastern Delta, it is desired that, as far as possible, all operations of the Public Works Department should cease within the area of the former division, but the actual transfer to other agency of Local Fund Works must await the result of the discussion with Presidents of Local Fund Boards ordered by G.O., No. 2,428 W, of 25th September 1879.

9. From and after the 31st December next the execution of ordinary repairs to civil buildings and the construction of petty or temporary buildings of all classes up to 1,000 rupees in each case in all districts will be entrusted to the departments concerned, a sufficient amount from the balance of the budget grants for the year being placed at the disposal of the local heads of departments, and in future years these petty construction and repair works will be provided for in the civil budgets, and not in those of the Public Works Department.

10. Improvements, new works, and special repairs, will, as a rule, be carried out by the Public Works Department.

11. The Superintending Engineer will submit definite proposals for the strength and distribution of the Upper Subordinate Establishment of his circle, but the total strength of this establishment will not exceed ten Sub-Engineers and Supervisors (together) and twenty-four Overseers.

12. The Government will be prepared to consider favorably an application for the temporary retention of such extra subordinate establishment as may be necessary for the completion of works now in progress in the areas or of the classes to be given up. Every effort should be made to finish works and transfer charges to the agency selected by the end of 1879, but special works and the necessary establishment for their completion may be retained till the end of the official year if necessary.

13. The Government desire to get rid, as soon as possible, of the permanent petty establishment, and every endeavour should be made to induce its members to retire, but they are not at present prepared to order the dismissal of any individual, no new appointments are to be made to this establishment.

14. With a view of lightening to some extent the work of the Superintending Engineer, First Circle, His Grace the Governor in Council determines to entrust Mr. Walch, Executive Engineer in charge of Godavari Eastern and Central Delta Division, with the powers of a superintendent of works for the whole of the Godavari District, Mr. deWinton being retained in immediate charge of the Eastern and Central Delta Division under Mr. Walch.

15. Application will be made to the Government of India for permission to grant to Mr. Walch a personal allowance sufficient to bring his salary up to that of an Executive Engineer, 1st Grade, until such time as it is practicable to bring him on to the regular establishment of that grade.

16. Consideration of the remaining points referred to in the Superintending Engineer's letter must be deferred until the new executive arrangements have been got into working order.

(True Extract.)

(Signed) R. H. SANKEY, Colonel, R.E.,
Secretary to Govt., P.W.D.

To the Superintending Engineer, First Circle.
" Chief Engineer for Irrigation.
" Examiner of Public Works Accounts.
" Financial, &c., Departments.
" Revenue Department.
" Military "

Exd. E. C. Shunker.
Spare Copies

GENERAL
ESTABLISHMENT.

Govt. of (1879) Madras.

PUBLIC WORKS.

To

THE SUPERINTENDING ENGINEER,
FIRST CIRCLE,

&c., &c., &c.

Dated October 7th.

Issued

Recd.

Encl.

G. O., 7th October 1879, No. 2,530 W.

OCTOBER.

Nos. 9-C-6-D.

Reductions in the First Circle, Public Works
Department. — Orders regarding the —.