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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

P.W. DEPARTMENT

S/c

G.O. No.	2276AW-2277	Press.
B.P. No.		Mis.
Dated	1. 10. 80	197.

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2276-77
CONFIDENTIAL.

GOVERNMENT OF MADRAS.
PUBLIC WORKS DEPARTMENT.

1st October 1880, No. 2276-A.W.

General
Establishment.

Read the following papers :—

- No. 4-A. Letter from the Government of India, dated 19th March 1880,
No. 725-G.
No. 4-B. Letter from the Government of India, dated 9th June 1880,
Nos. 1198—1211-G.
No. 4-C. Letter from the Government of India, dated 20th August 1880,
No. 142-A.I.
No. 4-D. Note by the Chief Engineer for Irrigation, dated 6th September 1880.

No. 5-E. ORDER THEREON, 1st October 1880, No. 2276-A.W.

Ordered that the following letter be sent to the Government of India :—
(Here enter 1st October 1880, No. 2277-W.)

(True Extract.)

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

GENERAL
ESTABLISHMENT.

Govt. of (1880) Madras.
PUBLIC WORKS.

Dated October 1st.

Issued

Recd.

Encl.

G. O., 1st October 1880, No. 2276-A. W.

OCTOBER.
Nos. 4-A-4-E.

PUBLIC WORKS ESTABLISHMENT.

DISTRIBUTION STATEMENT showing proposed Normal Strength of Department of Public Works.

Circles.	Divisions.	Head.	No. of Sub-Divisions.	ESTABLISHMENT.				Remarks.
				S. E.	S. of Ws.	E. E.	A. E.	U. S.
I	1. Nellore	P. & I.	2	1	...	1	1	7
	2. Cuddapah	P. & I.	3	...	...	1	1	6
	3. Kurnool	P. & I.	2	...	...	1	1	4
II	4. Bellary	P. & I.	2	...	...	1	...	4
	5. Presidency*	P. & I.	2	...	...	1	2	7
	6. Bangalore	P. & I.	2	...	...	1	1	4
III	7. Chingleput	P. & I.	2	...	...	1	...	4
	8. South Arcot	P. & I.	2	...	...	1	1	5
	9. Salem	P. & I.	1	...	...	1	...	5
IV	10. Coimbatore	P. & I.	2	...	...	1	2	12
	11. West Coast	P. & I.	3	...	...	1	2	5
	12. North Arcot	P. & I.	2	...	...	1	1	8
V	13. Trichinopoly	P. & I.	2	...	...	1	1	7
	14. Madure	P. & I.	2	...	...	1	1	8
	15. Tinnevely	P. & I.	3	...	...	1	2	7
VI	16. Ganjam	P. & I.	2	...	...	1	2	8
	17. Vizagapatnam	P. & I.	3	...	...	1	2	7
	18. Godavari, Eastern	P. & I.	2	...	...	1	3	7
VII	19. Godavari, Western†	P. & I.	2	...	...	1	...	6
	20. Kistna, Eastern	P. & I.	2	...	...	1	2	7
	21. Kistna, Western†	P. & I.	2	...	...	1	...	4
VIII	22. Buckingham Canal	P. & I.	2	...	...	1	1	8
	23. Tanjore	P. & I.	2	...	...	1	2	7
	24. Negapatnam	P. & I.	2	...	...	1	2	8
IX	25. Consulting Architect	P. & I.	...	...	...	1	...	3
	26. Secretariat	P. & I.	...	...	...	1	1	...
	27. Special Works	P. & I.	...	...	...	1	6	10
Grand Total of Establishment, excluding Chief Engineers.	Guaranteed Railways	P. & I.	...	...	...	1	4	...
	Superannuations	P. & I.	...	...	...	1	...	18
			...	4	5	30	44	173

N. B.—The letters P and I in the third column are not used in the absolute sense of Provincial and Irrigation, respectively, but are simply intended to furnish a general indication of the pro-
poundances of the work under each in the several Divisions.

Statement showing the Cost of Engineer and Upper Subordinate Establishments, as proposed in Madras Government letter, No. , dated , to the Secretary to Government of India, Public Works Department.

Proposed Number.	DISTRIBUTION AS PER CODE RULE.		COST (CONSOLIDATED PAY EXCLUSIVE OF ALL MILITARY PAY AND ALLOWANCES.)				Remarks.
	Number.	Rate.	Per Mensem.		Per Annum.		
			RS.	RS.	RS.	RS.	
ENGINEER ESTABLISHMENT.							
Chief Engineers.							
1	1	2,500	2,500		30,000	* Includes, it is believed, the Consulting Engineer for Guaranteed Railways. It is not known under what circumstances the future appointment of Railway Consulting Engineer has been taken in the Chief Engineer Class. Under the orders of the Government conveyed in Public Works Department Resolution, Nos. 1506—1533-E.G., dated 28th August 1879, this appointment was reduced to a Superintending Engineer Charge, and it was only, as a special case, that Colonel Shaw-Stewart, R.E., the present holder of the appointment has been allowed to retain the rank and pay as a Chief Engineer, vide Government of India No. 2206, dated 18th October 1879, published with G.O., No. 467, C.L., dated 24th October 1879.	
1	1	2,000	2,000		24,000		
1	1	1,800	1,800		21,600		
*3	Total ...	...	6,300		75,600		
Superintending Engineers.							
2	2	1,600	3,200		38,400	† Agrees with the number sanctioned in Government of India Resolution, Nos. 1506—1533-E.G., dated 28th August 1879.	
1	1	1,350	1,350		16,200		
1	1	1,100	1,100		13,200		
+4	Total ...	...	5,650		67,800		
Executive Engineers (including Superintendents of Works.)							
6	6	950	5,700		68,400	‡ Includes the two officers of the Executive Engineers Grade at present attached as Deputy Consulting Engineers to the office of the Consulting Engineer for Railways.	
9	9	800	7,200		86,400		
9	9	650	5,850		70,200		
11	11	550	6,050		72,600		
+35	Total ...	...	24,800		2,97,600		

Special allowances at Rs. 100 for 5 Superintendents of Works.		500	6,000		
Total ...		25,300	3,03,600		
Assistant Engineers.					
15	15	450	6,750	81,000	
26	26	350	9,100	1,09,200	
3	3	250	750	9,000	
Total ...		16,600	1,99,200		
44	TOTAL ENGINEER ESTABLISHMENT ...			6,46,200	
86	UPPER SUBORDINATE ESTABLISHMENT.				
Sub-Engineers.					
6	6	400	2,400	28,800	
3	5	300	1,500	18,000	
11	11	250	2,750	33,000	
Total ...		6,650	79,800		
Supervisors.					
17	17	200	3,400	40,800	
28	28	150	4,200	50,400	
Total ...		7,600	91,200		
45	91,200				
Overseers.					
111	111	Mean pay of the 3 Grades. } 80	8,880	1,06,560	
178	TOTAL UPPER SUBORDINATE ESTABLISHMENT ...				2,77,560

2276-77
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STATEMENT showing the Cost of Engineer and Upper Subordinate Establishments—(Continued).

Proposed Number.	DISTRIBUTION AS PER CODE RULE.		COST (CONSOLIDATED PAY EXCLUSIVE OF ALL MILITARY PAY AND ALLOWANCES.)		Total.	Remarks.
	Number.	Rate.	Per Mensem.	Per Annum.		
		RS.	RS.	RS.	RS.	
Lower Subordinate Establishment ...	...	...	...	...	...	Not provided for in proposals.
Petty Establishment ...	...	...	...	...	...	
Office do. ...	...	...	...	...	...	Not provided for in proposals. The strength and cost of the Accounts Branch can only be arrived at when the Executive arrangements have been finally decided upon. In this will have to be included the cost of the Establishments required for special Divisions or Sub-Divisions, such as the various Workshops, Harbour Works, &c.
Irrigation Conservancy Establishment ...	...	...	...	...	...	
Temporary Establishment ...	...	...	...	...	...	
Accounts Establishment ...	...	...	...	...	...	

NOTE.—(1) The amounts above referred to, do not include any Military pay and allowances of Military Officers and Subordinates.
(2) No provision or mention is made in the Distribution Statement or in the letter to the Government of India of the cost of—
(a) Local allowances including Sub-Divisional Allowance.
(b) Travelling Allowances.
(c) Contingencies.

(True Copy.)

(Signed) H. CAREY,
for Offg. Examiner, P. W. Accounts.

MADRAS,
15th October 1880.

CONFIDENTIAL.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Establishment.

No. 4-F.

No. 2277-W.

FROM

THE SECRETARY TO THE GOVERNMENT OF MADRAS,
Public Works Department,

TO

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

SIR,—In acknowledging the receipt of your letter, No. 725-G, dated 19th March 1880, conveying sanction to the temporary measures adopted in regard to the reductions in the establishment of this department carried out towards the close of last, and commencement of the present, year, and (para. 7) requesting that the Government of India might be furnished with a statement of the permanent normal requirements of this Government, I am desirous to forward for sanction the annexed statement in Code form. In so doing, I am to submit for consideration the following observations.

2. Answers have already, in great measure, been afforded on much of the matter of your letter under reply, with reference to the position and work devolving on the Local Funds Boards; and also to the position of officers and subordinates who, after the reduction of establishment in this department, were re-employed under these bodies, see this office No. 1642-B.W., dated 13th July 1880 and previous correspondence.

3. It is considered, therefore, here sufficient to submit, in regard to the general implication contained in your communication that the reductions of Establishment had gone further than was either intended or desirable, that looking to the general tenor of the instructions received and the pressing demand for reduced expenditure, this Government considered they had no option but to respond in a loyal manner to these requisitions; viewed in this light, therefore, they are not conscious of having in any way over-stepped the limits laid down for their guidance, and consider that reduction of the Imperial grant and of the Imperial assignment for provincial services left no alternative to the course followed.

4. By Act IV of 1871, Sections 8 and 10, all public roads and streets in each circle are vested in the Local Funds Boards. All hospitals, dispensaries, schools, chuttrums, markets, tanks, and wells, not being private property or otherwise governed by law may be so vested; and under this provision all such institutions and buildings and water-supply works have, as a general rule, been so vested in the Local Funds Boards, which are corporate bodies by law and independent of Government. So far as the executive staff is concerned (Section 24), the control of Government is restricted to check on numbers and salaries and the budget provision for the service.

5. The reduction orders of the Government of India were avowedly based on the presumption that a superfluous strength of establishment existed in Madras in the same manner as in most of the provinces under the Government of India; but

I am to observe that nothing of the kind as a fact either at that or any previous date existed here.

6. The scattered nature of much of the work done in this Presidency, owing chiefly to the tank-system, had placed the department here on quite an exceptional footing, and it had long been the complaint of the professional officers of Government that the strength of the establishment was never capable of fairly coping with the demands made upon it.

7. This state of matters has been quite notorious and the frequently succeeding re-organisations of the departmental establishment (the last of which had only taken place so late as September 1878) made with the object of endeavouring, by various expedients and by changing the distribution, to make up for the acknowledged want in numbers, affords of itself abundant proof that such had always existed here, and had been a constant source of anxiety and trouble to the Government.

8. Looking, then, to the exceptional character of the duties performed by this department, it was really a matter of little consequence whether a reduction in the Imperial grant was made or not, so long as this did not, in some radical way, affect the general character of the duties to be performed over large areas of country.

9. In all the provinces of Northern India, where work is chiefly of a large and concentrated character, as also in Bombay, the reduction of the Imperial grant would necessarily be followed by diminished need for establishment; and, as a fact, it is understood that in each and all of these provinces there had existed, even before the late famine, a large superabundant staff of Engineers for whom there was practically no suitable employment.

10. Whereas, therefore, a demand for reduction of actually existing superfluous establishment must have come as a distinct relief to other provinces, it had necessarily a totally opposite effect in this Presidency; and the question here necessarily resolved itself into one of how it would be feasible, with the least sacrifice to the public interests involved, to meet the demands for reduction made by the Government of India.

11. At first it was hoped that an arrangement could be made by which the establishment of this department in most of the divisions could still continue to execute a large portion of Local Fund work, which being paid for at 25 per cent. a sensible relief would still be afforded in recoupment of the outlay under this head as charged against "Provincial;" but, on the matter being fully gone into, it was found that this very payment on the part of the several Boards so trenched on their funds that they had not sufficient means left to provide themselves with a suitable establishment for the execution of the balance of the work proposed to be handed over to them.

12. With the exception of Kurnool and Trichinopoly, one and all of the Local Funds Boards professed their inability to provide a sufficiently skilled and reliable establishment, unless the whole of the work (aggregating some 41 lakhs of rupees worth) were made over to them for execution through their own agency.

13. The Government, on the various representations made, being satisfied as to the soundness of the demands preferred, and seeing no possible means for continuing to execute as formerly the whole of the Local Fund work through their own agency, considered that the time had arrived for giving full effect to the Local Funds Act as above indicated, throwing upon the several Boards the full duties and responsibilities as therein contemplated.

14. In coming to this resolution, the Government believe that, in addition to the advantages which are indirectly connected with the complete exercise of local self-government, and thus giving full effect to the views and intentions of the framers of the Act, they have met in the only feasible manner the demand for reductions of the Public Works Establishment.

15. The re-organisation of the establishment, reported in G.O. of 3rd February 1880, No. 265-W, was professedly of a temporary character, and it is needless to say that in giving effect to a change of so radical a nature, which involved a dislocation of the whole machine, some important considerations had to be set aside for the moment, though even at this date such omissions have, on the whole, not

been found as numerous or important as might have been anticipated under the circumstances.

16. Following, moreover, so closely on the re-organisation of September 1878, the disturbance of the ordinary work of the department has been such that Government have considered it better to refrain from immediate further action, though changes of a beneficial character have necessarily suggested themselves on the experience gained during the interval that has elapsed since last February. This, it is hoped, may also explain the apparent delay which has occurred in meeting the call made in your letter under reply.

17. In submitting for sanction the present scale of normal establishment, I am, in the first place, to explain that His Grace the Governor in Council entirely accepts the views of the Government of India as conveyed in paragraph 5 of your letter, viz., that the scale, while providing for a sufficient number of highly-skilled officers to supervise the regular expenditure on Public Works, should admit of being supplemented by temporary hands, or by the employment of experienced contractors, when there may be a demand for outlay on famine or other unusual or special works.

18. Not only is this the case, but provision for several possible contingencies of the near future have also been omitted. Among these may be mentioned:—

- (1) The extension of the Kistna Delta works on receipt of sanction for the contemplated work, which is believed to be only a matter of a short time.
- (2) The Madras Irrigation and Canal Company's works which may not improbably have to be taken over by Government.
- (3) A tank restoration division which may also have to be organised in view to a commencement being made with the more systematic treatment of these works.
- (4) The extension of the Buckingham Canal on receipt of the probable sanction of Government to the complete estimate now being framed for submission.

19. Excluding these, for which increases to the normal establishment (or special agency as may appear best at the time) will be asked in submitting the respective estimates for sanction of the Government of India, the increase on the scale of the 3rd February would be as follows:—

Departmental Grades.	Scale of 3rd Feb. 1880.	Normal as now proposed.	Increase.
Chief Engineer, I... ..	3	3	...
Do. II... ..	...	...	...
Do. III... ..	...	...	...
Superintending Engineer I... ..	4	4	...
Do. II... ..	...	...	1
Do. III... ..	4	5	...
Superintendent of Works... ..	...	...	8
Executive Engineer I... ..	22	30	...
Do. II... ..	...	...	...
Do. III... ..	...	...	8
Do. IV... ..	...	...	...
Assistant Engineer I... ..	36	44	...
Do. II... ..	...	...	...
Do. III... ..	...	...	...
Sub-Engineer I... ..	...	...	...
Do. II... ..	...	...	...
Do. III... ..	...	...	84
Supervisors I... ..	144	178	...
Do. II... ..	...	...	...
Overseers I... ..	...	...	...
Do. II... ..	...	...	...
Do. III... ..	...	...	...

20. No change in the number of Chief Engineers is proposed. By the scheme sent up previously it was proposed, while reserving the power of increasing the number of Superintending Engineers to four, to endeavour to work with only three, but experience has shown that this latter gives unworkable circles. The present No. 1 Circle, which embraces Vizagapatam and Ganjam as well as Cuddapah, Kurnool, Bellary, and Nellore, has proved altogether too large.

21. With reference to the number of Superintendents of Works, which are now to be one in excess of the February scheme, I am to remark, with reference to the objections stated in paragraph 8 of your letter under reply, that, on fully weighing the requirements of the Presidency, the Government consider this a most important feature in the proposals, and quite essential towards securing proper administration.

22. Under the system which existed prior to the re-organisation of September 1878, there were twenty-two District Engineers who had powers corresponding to Superintending Engineers.

23. This arrangement, otherwise good in itself and well suited to the requirements of this Presidency, failed from the fact that it was impossible to find in a small establishment so many officers who were in all respects fitted to exercise the high class of powers thus conferred; but it may be safely averred that, were it possible to find an adequate number of officers who possessed the requisite qualifications, the arrangement is one peculiarly suited to much of the work in this Presidency. The great delta systems of irrigation under the Godavari, Kistna, and Caveri rivers have never, it is believed, received closer attention or been better administered than under the old District Engineer system.

24. While, therefore, the larger circles are left for Superintending Engineers, it has been decided by Government to revert, as far as possible, to the good features of the old organisation in this respect, and hence the three delta systems are now to be placed each under a Superintendent of Works, which is only another designation for District Engineer.

25. For some time an officer of this grade has been in charge of the Godavari Delta works, and another has latterly been appointed to the Kistna. No officer has however, been appointed for the Caveri, though a very capable officer is available, and can at once be nominated on the present scheme being sanctioned.

26. Owing to the isolated position of the Vizagapatam and Ganjam divisions, which it has been found quite impossible to work into any Superintending Engineer Circle, an officer of this class (Superintendent of Works) is likewise proposed. This is the more necessary, as late events have shown the necessity for improving the communications in this long-neglected portion of the Presidency.

27. The Buckingham Canal is also a work which it appears most suitable should be under this description of control, and as a fact an officer of this class has been in charge since the early part of the year, with much advantage to the work. The total length of Canal now open is 239 miles, and the officer has much responsibility, not only in regard to the execution of the work itself, and the preparation of the complete estimate, but in connection with the management of the traffic. When the estimate now framing has been sanctioned by the Supreme Government, he will need the assistance of probably one Executive and two Assistant Engineers, also six Upper Subordinates not included in the scale now sent up, or it may possibly be found desirable to engage a Special Engineer as contractor for the job.

28. Before concluding this portion of the subject, it may be desirable to mention that it has latterly been found convenient to give the powers of Superintendent of Works to the Consulting Architect, and that, although not here shown in this grade, it would probably be most convenient to include him in it.

29. For some years past Mr. Chisholm has, under the special sanction of the Government of India, though classed as an Executive Engineer, 1st Grade, drawn Rs. 1,200 per mensem. In addition to his particular duties as Consulting Architect, he has the execution of special buildings, and in connection with this the conference of the powers in question it would, in the opinion of this Government, be desirable to recognise his being, for the future, permanently classed as a Superintendent of Works.

30. The additional allowance of Rs. 100 per mensem has been paid (though not finally passed by the Examiner pending this reference) since the assumption of charge to the three officers of this grade (i.e., of the Godavari, Kistna, and Buckingham Canal Divisions), and the sanction of the Government of India is now requested to this being recognised as the remuneration to officers of this class, excepting the Consulting Architect who, as shown, has always had special allowances.

31. As regards the number and arrangement of the several Superintending Engineer and Superintendent of Works Circles, it may at once be said that the experience gained since the re-organisation of September 1878 has shown that no other grouping of the several Executive Divisions is likely to answer so well as that now advocated. This subject has been closely studied by all officers of experience in the department; and it is hoped that the Government of India may be disposed to accept the arrangement without the necessity of offering further detailed explanations which, owing to the nature of the question, would be difficult without the aid of maps, statements of areas and works, &c.

32. Turning now to the number of Executive Engineers who are to form the normal establishment, it will be observed that counting the extra Superintendent of Works there would in all be ten more in this grade than before. The actual increase is very small if it be considered that this includes 10 per cent. as supernumeraries to meet the contingencies due to absence on furlough, &c.

33. The only actual additions to the divisional charges named in February last are as follow:—

1st. An Executive Engineer for Bellary. This and Anantapur were given up as divisions and merely as sub-division retained for the Military works of the station and attached to the new Cuddapah-Kurnool Division. With the large number of important Imperial tanks in Bellary and Anantapur, it is now held that this division must be reconstituted.

34. For much the same reason the Madura and Tinnevely Divisions, owing to the numbers of tanks and channels contained in them, require the presence of professional officers.

35. But the special want of the department, and one which it is now intended to meet, is that of some adequate establishment for investigating projects either of general importance or specially for famines.

36. It is understood that the Famine Commission have recommended the preparation of schemes of communication by road, railway, and water, and that these should always be in readiness with plans and estimates prepared to meet any sudden demand for employment in case of famine.

37. Although there are several half-investigated projects on the files of the Chief Engineer's office, it cannot be said that any have as yet reached the stage in which they could be safely put in execution; even as regards several promising projects (e.g., the extension of the Kistna Delta works) on which so much of the advancement in wealth and prosperity of the Presidency depends, the needful investigations have, as the Government of India are aware, been retarded for years.

38. The provision made, therefore, with this special object, in the present scheme, of four officers of the Executive Engineer class, six Assistant Engineers, and ten Upper Subordinates, is, considering the work before them, the least that can be named for the duty, but quite as few as will for the future be certainly needed as forming an integral portion of the normal establishment.

39. It is needless here to enter on the special reasons for assigning the specific numbers of Assistant Engineers given in the scale; but taking the number as a whole, viz., forty-four, it is thought that as compared with the total number of officers in the Executive Grades (including Superintendents of Works), thirty-five, the proportion should provide for a fair flow of promotion,—a point on which this Government is disposed to lay much stress.

40. The number (178) of Upper Subordinates, which has been strictly decided on the known requirements of the different divisions, calls for no remark.

41. No attempt, it will be observed, has been made to form a distinct Irrigation Branch with a separate establishment. However desirable in the abstract, His Grace the Governor in Council has, after mature consideration, come to the conclusion that any such arrangement would, in the present circumstances of this Presidency, be unsuited to its needs, as the work of the several divisions (*see* the explanatory letters in column 3 of the annexed statement) is of too mixed a nature to admit of a rigid line being drawn, which would be consistent with the economical execution of the work to be done. The claims of promotion and other matters requiring adjustment between a large separate irrigation branch and a small one whose duties would be confined entirely to non-irrigation work, would, it is foreseen, cause considerable difficulties which, in present practice, are not found to exist.

42. No inconvenience has, as a fact, been found to connect itself with the arrangement of having a combined department, as, by both practice and tradition, officers showing special aptitude for its different branches are easily and indeed necessarily retained in their particular line. The opinion of Government is, moreover, based on those of the great majority of the professional officers in this Presidency, who are decidedly opposed to any change in this respect.

43. In conclusion, I am to observe that, while the Government are anxious to receive the earliest possible sanction to the scheme as sent up, with a view to give the promotions which would correspond to those of other provinces, as notified in Government of India General No. 1198—1211-G, dated 9th June 1880, with effect from 1st June, they do not propose to themselves to carry out at once the whole scheme; at the same time, they are desirous of having perfect freedom of action in this respect so as to admit of such measures being taken in the formation of the new circles of superintendence and of executive divisions as circumstances may show to be most opportune. If meeting the complete approval of His Excellency the Governor-General in Council, I am to solicit the favor of the sanction being conveyed by telegram for the scheme as now sent up.

FORT ST. GEORGE,
1st October 1880.

I have the honor to be,
Sir,

Your most obedient servant,

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

2276
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27/10/00
30-7-03


GENERAL
ESTABLISHMENT

Gobt. of [1880] Madras
PUBLIC WORKS.

To

THE SECRETARY TO THE
GOVERNMENT OF INDIA.

Dated October 1st,

Issued

Recd.

Encl.

G.O., 1st October 1880, No. 2277-W.

OCTOBER.

No. 4-F.

PUBLIC WORKS ESTABLISHMENT.

for information in 24-5-07