Number of pages - 42

P. W. D. (W) Department

G. O. No. 2610-14 W. Press

Dated 4-10-1887

4th October 1887, No. 2610 W., Public Works.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

General.
Establishment.

Read—the following letter from Colonel R. C. B. PEMBERTON, R.E., Secretary to the Government of India, Public Works Department (General), to the Secretary to the Government of Madras, Public Works Department, dated Simla, 2nd September 1887, No. 1721 G. :—

I am directed to acknowledge receipt of your No. 1147 W., dated 26th April 1887, with which you submit the estimate of establishment considered to be necessary under present conditions as to Work and Grants, for the Madras Public Works Department, together with the statement comparing this estimated cost with the cost brought out by charging Works and Revenue with the established percentage charge, as called for in this office No. 283 G., dated 5th February 1887.

2. It is observed that the total estimate of establishment amounts to Rs. 21,09,608 which is Rs. 4,13,740 in excess of the cost brought out by charging the establishment percentage on Works and Revenue. In regard to this excess it is stated in paragraph 3 of your letter under reply that the Madras Government is not influenced by considerations of present strength in maintaining so large an establishment, that this is shown by the fact of the estimate being 3½ lakhs less than that of the year 1886-87, and that His Excellency the Governor is satisfied that no further reductions can be made; that the estimate is approximately the same as that sanctioned in 1881 as the normal cost of establishment in Madras, and that the necessity for this establishment has been repeatedly insisted on in the voluminous correspondence referred to by you, and practically admitted by the Government of India.

3. In regard to this explanation I am to observe that the reduction in this estimate as compared with that of the previous year is almost entirely in temporary establishment, for which a grant of Rs. 3,00,000 was provided in the year 1886-87; and that this temporary establishment was entertained principally for works for which special grants had been provided up to the end of that year, that is to say for the tanks and for drawing up new projects. Such reductions, I am to remark, are necessary in times of restricted outlay, and in no way indicate one way or the other whether the permanent establishment is moderate or not. In regard to the comparison drawn with the establishment sanctioned in 1881, I am to observe that the correspondence referred to, so far as this Government is concerned, had regard almost entirely to the question of the scale of Engineering establishment; and the Government of India is fully prepared under this head to admit that, so far as circumstances remain as represented in that correspondence, establishment of this class should not be reduced. As, however, the estimate submitted is so largely in excess of that which, according to the usual standard, is considered sufficient, it has been found necessary to examine carefully the present circumstances of the Engineering establishment and to analyse the estimate under other heads in order to suggest for the consideration of the Madras Government the direction in which reductions may possibly be made.

4. In regard to the Engineering establishment it is observed that the original number, 81 Executive and Assistant Engineers, is still maintained; but by comparing in detail the present divisions with those of 1881 it is observed that, while three

Salem division.
A Project division.
Sangam project.
B Project division.
C " "
D " "

new divisions, the Godávari central, the Nílgiris, and Presidency Workshop have been formed, six, as shown in the margin, have dropped out. If the number of Engineers provided for the new divisions and those dropped out be allowed for, there should have been a net reduction of eight officers. The projects included under each of the A to D Project divisions are enumerated in Madras letter No. 1697 W., dated 9th July 1881, and it should be explained whether or no provision is still included for those or similar projects under other divisions, and if so, how far there is any likelihood of funds being provided for these projects in the next five years.

5. Under upper sub-establishment it is observed that the original number of 185 is maintained, whereas allowing for the difference between new and old divisions as in the preceding paragraph, the numbers should have been reduced by ten men. I am to request that this matter may be similarly explained. Further I am to point out that the staff of upper subordinates is on a much larger scale than that allowed in any other province, the average for each division being seven in Madras against two in the North-West Provinces and five in Bombay. In some divisions, it would seem, there can be no question that the number is very large: thus there are two with 12 upper subordinates, one with 11, three with 9, four with 8, and so on. On the other hand the number of lower subordinates is very small as compared with provinces of the Bengal Presidency. The attention of the Madras Government is invited to this matter, and it is requested that the necessity for this large staff of upper subordinates may be explained, and that it may be stated why the less expensive agency of lower subordinates should not to some extent be substituted as in Upper India. Such a substitution could be made by degrees without any sudden reduction. In drawing attention to this matter I am to observe that this question does not appear to have been raised in the previous correspondence; it was observed by the Madras Government in its No. 2277 W., dated 1st October 1880, paragraph 40, that "the number (of upper subordinates) which has been strictly decided on the known requirements of the several divisions calls for no remark"; and the number so recommended appears to have been accepted without further question: some further inquiry therefore, I am to say, seems at the present time necessary.

6. Strictly speaking the Government of India has no concern with the other classes of establishment included in the estimate (except the Accounts staff which is noted on below) unless their salaries exceed Rs. 250. But under present circumstances it is considered desirable to draw attention to an apparent excess in certain classes. An analysis of the office establishment comparing the present scale with that of 1881 and that previous to 1881, which is given in the appended statement, seems to show that there has been a general increase in this branch of establishment of late years, and also that the office establishment attached to divisions and sub-divisions is now on a very large scale in numbers and in cost. It is to the latter point that the Government of India would draw special attention. In addition to the large establishment provided for the several divisional offices it is observed that sub-divisional and detached offices have each their own establishment, and that even overseers are provided with clerks. Amongst the divisional offices that of the Presidency, the Godávari and Kistna, the Consulting Architect's, the Kurnool, and the several Workshops divisions all attract attention by their large office establishments. I am to suggest that the question of reducing these establishments might be taken up by the Madras Government, and that the necessity of detached offices and overseers' clerks outside the divisional and sub-divisional office establishments might be considered.

7. I am also to draw attention to the following remarks regarding the staff of accountants of the Madras Presidency and the clerical establishment of the Examiner's office. The number of accountants (58), including two temporary men for test audit work, sanctioned in Public Works Department letter No. 867 G, of 4th May 1887, was based on the requirements of 29 divisions including Coorg; as it appears that the number of divisions including Coorg has now been reduced to 27, a proportionate reduction in the staff should apparently be made and a revised scale submitted for sanction. In regard to the clerical establishment of the Examiner's office, I am to say that both number and cost appear excessive as compared with other provinces; moreover it is known that, under the special arrangements for 5th-grade accountants, the Madras Government has a larger number of accountants than allowed by rule, although at the same cost, and the extra men so obtained are almost wholly employed in the Examiner's office. Thus, instead of some 14 accountants, the Examiner's office has 27 or 28, which with the clerks bring up the strength of the establishment to the very high figure of at least 90 men. It is understood that one reason for collecting this very large establishment has been to reduce the accounts work in every possible way in the divisional offices and to throw it upon the Examiner; but it is observed that this has not tended to reduce the establishments in the divisional offices which, as pointed out in the preceding paragraph, are very large. I am to point out that, in the opinion of the Government of India, the establishment in the Examiner's office is susceptible of considerable reduction without practically impairing the efficiency of the office.

8. I am to request that an early reply may be given in regard to the questions raised in paragraphs 4 and 5 of this letter; and that the possibility of reduction in accordance with the suggestions of paragraphs 5 and 6 may be taken into serious consideration by the Madras Government, the result being in due course reported for information.

ENCLOSURE.

Table B.

—	PRIOR TO 1881.				SCALE OF 1881.				PRESENT SCALE.			
	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.
Chief Engineers' offices ..	1	32	2,433	76	1	32	2,433	76	1	42	3,085	73
Joint Secretary's office ..	1	27	1,180	44	1	27	1,180	44	1	31	1,495	48
Superintending Engineers' offices.	3	33	1,240	38	6	72	2,631	37	6	84	4,161	50
Presidency Division office ..	1	8	273	34	1	16	485	30	1	17	555	32
Godávari and Kistna office ..	1	16	546	34	1	20	646	32	1	23	751	33
Consulting Architect's office.	1	6	270	45	1	6	270	45	1	11	503	46
Public Works Store's office.	1	9	305	34	1	9	305	34	1	9	465	52
First-class divisional offices.	6	48	1,638	34	7	63	2,086	33	8	72	2,384	33
Second-class divisional offices.	8	64	2,024	32	9	72	2,277	32	8	66	2,111	32
Third-class divisional offices.	2	16	441	28	5	40	1,102	28	3	25	686	27
Sub-divisional office ..	40	80	1,240	15	50	100	1,550	15	66	132	2,072	16
Detached Officers' offices ..	40	40	700	18	88	88	2,200	25	75	75	1,875	25
Overseers' offices	..	..	..	..	92	92	1,610	17	92	92	1,610	17
Examiner's office clerks ..	1	30	1,202	40	1	36	1,522	42	1	63	2,245	35
Presidency Workshop office.	..	..	..	..	..	..	..	..	1	15	408	27
Kurnool division	..	..	..	..	..	..	..	..	1	13	437	33
Nílgiri	..	..	..	..	..	..	..	..	1	9	509	56
Dowlaishweram Workshop office.	..	..	..	..	..	..	..	..	1	17	251	15

ORDER—dated 4th October 1887, No. 2610 W., Public Works.

The Government of India will be addressed in reply to paragraphs 4 to 6 of the foregoing letter.

2. Meanwhile Superintending Engineers will report on the following points:—

(1) Whether it would be practicable to substitute a certain proportion of lower for upper subordinates, and if so, to what extent the substitution should be carried out in each division of the several circles.

(2) Whether any reductions are feasible in existing sub-divisional establishments.

(3) Whether it is necessary to provide detached officers and overseers with clerks. If it is considered necessary, the reasons for such conclusion should be stated.

3. The question as regards possible reductions in division office establishments has already been fully considered,—*vide* Proceedings, No. 988 W., dated 15th April 1886, and No. 751 W., dated 11th March 1887. Superintending Engineers will, however, continue to give the matter their careful attention, and will bring to the notice of the Government such reductions as may from time to time appear feasible.

4. The Chief Engineer for Irrigation will report on the subject of the latter part of paragraph 4.

5. Paragraph 7 of the letter from the Government of India will be referred to the Examiner, Public Works Accounts, for careful consideration and report.

(Here enter No. 2611 W., dated 4th October 1887).

(True Extract.)

Colonel, R.E.,
Secretary to Govt., P.W.D.

To Superintending Engineers.
To the Consulting Architect to Government
" Chief Engineer for Irrigation.
" Examiner, Public Works Accounts

Exd. J. Moses.
Spare Copies

GENERAL.
ESTABLISHMENT.

Govt. of 1887 Madras.

PUBLIC WORKS.

Dated October, 4th.

Recd.

G.O., 4th Oct. 1887, No. 2610 W.

OCTOBER.

Madras Public Works Department

Orders on letter from the Government of India relative to the reduction of establishment charges in connection with the —.

4th October 1887, No. 2611 W., Public Works.

PUBLIC WORKS DEPARTMENT.

General.
Establishment.

Letter—from

Colonel J. O. HASTED, R.E.,
Secretary to the Government of Madras,
Public Works Department,

To

The SECRETARY to the GOVERNMENT of INDIA,
Public Works Department.

Sir,

I am directed to acknowledge the receipt of your letter, No. 1721 G., dated 2nd September 1887, relative to the estimate of establishment considered necessary for the Madras Public Works Department.

2. In reply to the observations in paragraph 4, I am directed to state that appendix A to this office letter, No. 1697 W., dated 9th July 1881, included thirty divisions, while appendix D to my No. 1147 W., dated 26th April 1887, shows twenty-seven divisions as now existing. The present number is therefore three less than that of 1881, but this reduction is more apparent than real as regards executive staff. Owing to the reduced grant for establishment allotted for 1887-88, it was found necessary at the close of 1886-87 to double up several divisions for purposes of office and accounts work, but with respect to construction some of the amalgamated divisions virtually remain two separate divisions. Thus, the Ganjam division includes the Rushikulya project, which is under a separate Executive Engineer, as well as the works on one large zemindari estate and several smaller ones, lately taken over from the Court of Wards; the Kistna Eastern division requires an additional Executive Engineer and an Assistant for charge of the important works in the recently closed Gudiváda division, and the Periyár division has just been opened. It may be said, therefore, that there are still thirty executive charges, while in addition there are four parties of the Tank Restoration Scheme, each of which requires an Executive or Assistant Engineer, and also the head office of the Scheme, to the charge of which an Executive Engineer has been posted in lieu of the Superintendent of Works formerly allowed. It will thus be seen that the requirements of the department, with respect to executive staff, have increased rather than decreased since 1881.

3. It may be argued that tank restoration being outside the ordinary work of the divisions, should be provided for by the appointment of temporary officers, but it is intimately connected with the work in the divisions. It is advisable to employ on it officers who are experienced in tank irrigation, and, as each river basin taken up by a Tank Restoration Survey party is taken out of the hands of the divisional officer and thus virtually reduces the extent of his charge, it allows of the employment of some of the general staff of the department on this work. The work moreover must take so many years to complete that it cannot be considered temporary.

4. With reference to the latter part of paragraph 4 of your letter, I am to state that a further report will be made regarding the projects formerly included in the late A to D Project divisions, but meanwhile I am to invite attention to this office letter, No. 1878 W., dated 26th July 1886, giving a brief retrospect of the work done by those divisions up to the time of their closure, and intimating what had been, and what was intended to be, done with respect to the several projects.

No 426-27 W
d/ 6/2/88
in [illegible] [illegible]

5. The point raised in the first sentence of your paragraph 5, relative to the upper subordinate establishment, appears to be sufficiently answered in my paragraph 2 above. If the number of executive divisions be taken as thirty instead of twenty-seven, the average number of subordinates in each division would be reduced to six. That the average is higher in Madras than in Bombay and the North-West Provinces can only be explained by once again recurring to the different conditions of this Presidency; the large area covered by executive charges, the scattered nature of the works, and consequent difficulty of supervision. The two divisions shown in appendix D to my letter of 26th April last, as having twelve subordinates each, are Coimbatore and Madura. The former is of very large area, and includes the old Salem division and the Barur project. The Madura division has a large staff at present because in it are going on the construction of the Vaigai bridge and the Cumbum-Gúdalúr road, two large Local Fund works, which have been handed over to the Public Works Department for execution. Each of these two divisions moreover has a party of the Tank Restoration Scheme working in it. Similarly, the Kurnool division, with eleven subordinates, includes the Kurnool canal and the old Kurnool division, as also a party of the Tank Restoration Scheme. It seems needless to go into further explanation, but the other divisions with nine and eight subordinates are all heavy divisions, covering large areas.

6. The question of substituting lower for upper subordinates will receive careful consideration, and will be reported on hereafter.

7. With regard to divisional office establishments, I am to state that the question of effecting economies therein has not been lost sight of by this Government. The matter was carefully gone into in the summer of 1886, in connection with letter from the Finance Committee, No. 1, dated 22nd March 1886. Again, at the close of the year 1886-87, when reduction became imperative owing to the reduced grant for establishment for 1887-88, careful inquiries were made as to the scale of office and inferior establishments necessary for divisions and sub-divisions. Beyond discharging all temporary establishments however, it was not found practicable to effect material economy. Indeed the general complaint was that the divisional offices were as a rule undermanned, and this Government are still receiving applications from various divisions for assistance in the shape of temporary hands. The heavy work entailed on divisional and sub-divisional office establishments is mainly due to the great mass of accounts which must be rendered monthly in obedience to rules laid down by the Government of India. The possibility of reducing clerical and accounts work has received the earnest attention of the Chief Engineer and of this Government, since the beginning of 1884, and numerous suggestions on the subject have been received from officers of the department. With regard to clerical work, several reforms have been effected by the introduction of printed forms, &c., but as regards accounts, the result of nearly every inquiry has been to show that the number of forms, vouchers, &c., cannot be reduced without lessening that amount of control over expenditure which is prescribed by standing orders of the Government of India. The monthly accounts of the majority of the divisions systematically reach the Examiner's office long after due date, and the constant excuse which Executive Engineers make is that their office establishments are too weak to cope satisfactorily with the work. That this subject has received earnest attention will be seen from this office letter, No. 2247 W., dated 12th September 1884, in reply to which the Government of India stated that steps should be taken to increase establishments to admit of punctuality being attained. This has been done in some cases, while in others extension of time for the submission of accounts has been allowed, but the Examiner still reports monthly that a large number of the accounts are late. In connection with this subject, I am to forward for perusal copies of the proceedings marginally noted, and to state that the question continues to receive consideration. At the present time this Government are inquiring into a scheme submitted by a Superintending Engineer involving important changes in the system of compiling the monthly accounts, but though no great results are likely to be effected, so far as at present can be seen, some of the points which promise to reduce office work will

No. 721 W., dated 23rd March 1885.
„ 1560 W., „ 21st June 1886.

probably before long form the subject of correspondence with the Government of India.

8. With regard to the necessity of allowing clerks for detached officers and overseers, I am to say that a further report will be made, but that without clerical aid it will be impossible for subordinates, most of whom have considerable distances to travel, to devote sufficient time to their field duties.

9. The subject of paragraph 7 of your letter will be referred to the Examiner, Public Works Accounts, for careful consideration, and the result will be reported in due course.

I have the honor to be,
Sir,
Your most obedient servant,

(Signed) J. O. HASTED, Colonel, R.E.,
Secretary to Govt., P.W.D.

Ootacamund,
4th October 1887.

Exd. J. Moses.
Spare Copies

GENERAL.
ESTABLISHMENT.

Govt. of {1887} Madras.

PUBLIC WORKS.

Dated October, 4th.

Recd. *Encl.*

4th October 1887, No. 2611 W.

OCTOBER.

Madras Public Works Department

Submitting explanation relative to establishment charges in connection with the —.

[illegible]

No. 1721 G.

GOVERNMENT OF INDIA.

PUBLIC WORKS DEPARTMENT.

GENERAL.

To

THE SECRETARY TO THE GOVERNMENT OF MADRAS.

Simla, September 2, 1887.

SIR,

I am directed to acknowledge receipt of your No. 1147W, dated 26th April 1887, with which you submit the estimate of establishment considered to be necessary under present conditions as to Work and Grants, for the Madras Public Works Department, together with the statement comparing this estimated cost with the cost brought out by charging Works and Revenue with the established percentage charge, as called for in this office No. 283G, dated 5th February 1887.

2. It is observed that the total estimate of establishment amounts to Rs. 21,09,608 which is Rs. 4,13,740 in excess of the cost brought out by charging the establishment percentage on Works and Revenue. In regard to this excess it is stated in paragraph 3 of your letter under reply that the Madras Government is not influenced by considerations of present strength in maintaining so large an establishment, that this is shown by the fact of the estimate being 3½ lakhs less than that of the year 1886-87, and that His Excellency the Governor is satisfied that no further reductions can be made; that the estimate is approximately the same as that sanctioned in 1881 as the normal cost of establishment in Madras, and that the necessity for this establishment has been repeatedly insisted on in the voluminous correspondence referred to by you, and practically admitted by the Government of India.

3. In regard to this explanation I am to observe that the reduction in this estimate as compared with that of the previous year is almost entirely in temporary establishment, for which a grant of Rs. 3,00,000 was provided in the year 1886-87; and that this temporary establishment was entertained principally for works for which special grants had been provided up to the end of that year, that is to say for the tanks and for drawing up new projects. Such reductions, I am to remark, are necessary in times of restricted outlay, and in no way indicate one way or the other whether the permanent establishment is moderate or not. In regard to the comparison drawn with the establishment sanctioned in 1881, I am to observe that the correspondence referred to, so far as this Government is concerned, had regard almost entirely to the question of the scale of Engineering establishment; and the Government of India is fully prepared under this head to admit that, so far as circumstances remain as represented in that correspondence, establishment of this class should not be reduced. As, however, the estimate submitted is so largely in excess of that which, according to the usual standard is considered sufficient, it has been found necessary to examine carefully the present circumstances of the Engineering establishment and to analyse the estimate under other heads in order to suggest for the consideration of the Madras Government the direction in which reductions may possibly be made. 1½

4. In regard to the Engineering establishment it is observed that the original number, 81 Executive and Assistant Engineers, is still maintained; but by comparing in detail the present Divisions with those of 1881 it is observed that, while three new Divisions, the Godvari Central, the Nilgiris, and Presidency Workshop have been formed, six, as shown in the margin, have dropped out. If the number of Engineers provided for the new Divisions and those dropped out be allowed for, there should have been a net reduction of eight officers. The projects included under each of the A to D project Divisions are enumerated in Madras letter No. 1697W., dated 9th July 1881, and it should be explained whether or no provision is still included for those or similar projects under other Divisions and if so how far there is any likelihood of funds being provided for these projects in the next 5 years.

Salem Division.
A project Division.
Sangam ~~[illegible]~~ Project.
B project Division.
C " "
D " "

5. Under Upper Sub-Establishment it is observed that the original number of 185 is maintained, whereas allowing for the difference between new and old Divisions as in the preceding paragraph, the numbers should have been reduced by 10 men. I am to request that this matter may be similarly explained. Further I am to point out that the staff of Upper Subordinates is on a much larger scale than that allowed in any other Province, the average for each Division being seven in Madras against two in the North-West Provinces and 5 in Bombay. In some Divisions, it would seem, there can be no question that the number is very large: thus there are two with 12 Upper Subordinates, one with 11, three with 9, four with eight, and so on. On the other hand the number of Lower Subordinates is very small as compared with Provinces of the Bengal Presidency. The attention of the Madras Government is invited to this matter, and it is requested that the necessity for this large staff of Upper Subordinates may be explained, and that it may be stated why the less expensive agency of Lower Subordinates should not to some extent be substituted as in Upper India. Such a substitution could be made by degrees without any sudden reduction. In drawing attention to this matter I am to observe that this question does not appear to have been raised in the previous correspondence: it was observed by the Madras Government in its No. 2277W., dated 1st October 1880, paragraph 40, that "the number (of Upper Subordinates) which has been strictly decided on the known requirements of the several Divisions calls for no remark"; and the number so recommended appears to have been accepted without further question: some further enquiry therefore, I am to say, seems at the present time necessary.

6. Strictly speaking the Government of India has no concern with the other classes of establishment included in the estimate (except the Accounts staff which is noted on below) unless their salaries exceed Rs. 250. But under present circumstances it is considered desirable to draw attention to an apparent excess in certain classes. An analysis of the office establishment comparing the present scale with that of 1881, and that previous to 1881 which is given in the appended statement, seems to shew that there has been a general increase in this branch of establishment of late years, and also that the office establishment attached to Divisions and Sub-Divisions is now on a very large scale in numbers and in cost. It is to the latter point that the Government of India would draw special attention. In addition to the large establishment provided for the several Divisional Offices it is observed that Sub-Divisional and detached offices have each their own establishment, and that even overseers are provided with clerks. Amongst the Divisional Offices that of the Presidency, the Godavari and Kistna, the Consulting Architect's, the Kurnool, and the several Workshops Divisions all attract attention by their large office establishments. I am to suggest that the question of reducing these establishments might be taken up by the Madras Government and that the necessity of detached offices and Overseer's clerks outside the Divisional and Sub-Divisional office establishments might be considered.

7. I am also to draw attention to the following remarks regarding the staff of Accountants of the Madras Presidency and the clerical establishment of the Examiner's office. The number of Accountants (58), including two temporary men for test audit work sanctioned in Public Works Department letter No. 867G. of 4th May 1887, was based on the requirements of 29 Divisions including Coorg: as it appears that the number of Divisions including Coorg has now been reduced to 27, a proportionate reduction in the staff should apparently be made and a revised scale submitted for sanction. In regard to the clerical establishment of the Examiner's Office, I am to say that both number and cost appear excessive as compared with other Provinces; moreover it is known that, under the special arrangements for 5th grade Accountants, the Madras Government has a larger number of Accountants than allowed by rule, although at the same cost, and the extra men so obtained are almost wholly employed in the Examiner's Office. Thus, instead of some 14 Accountants, the Examiner's Office has 27 or 28, which with the clerks bring up the strength of the establishment to the very high figure of at least 90 men. It is understood that one reason for collecting this very large establishment has been to reduce the Accounts work in every possible way in the Divisional Offices and to throw it upon the Examiner; but it is observed that this has not tended to reduce the establishments in the Divisional Offices which, as pointed out in the preceding paragraph, are very large. I am to point out that, in the opinion of the Government of India, the establishment in the Examiner's Office is susceptible of considerable reduction without practically imparing the efficiency of the office.

8. I am to request that an early reply may be given in regard to the questions raised in paragraphs 4 and 5 of this letter; and that the possibility of reduction in accordance with the suggestions of paragraphs 5 and 6 may be (Sic — original) taken into serious consideration by the Madras Government, the result being in due course reported for information.

I have the honor to be,
SIR,
Your most obedient servant,

R. C. B. PEMBERTON, Col., R.E.,
Secretary to the Govt. of India.

Document accompanying.

Table (B) comparing cost of Office Establishment with that of 1881 and previous to 1881.

G. C. Press, Simla.—No. 525 P. W. D.—7-9-87.—30.

15

6

Enclosure

Enclosure to Public Works letter No. 1721 G. of 1887.

Table B.

	PRIOR TO 1881.				SCALE OF 1881.				PRESENT SCALE.			
	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.
Chief Engineers' Offices ...	1	32	2,433	76	1	32	2,433	76	1	42	3,085	73
Joint Secretary's Office ...	1	27	1,180	44	1	27	1,180	44	1	31	1,495	48
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Public Works Store's Office ...	1	9	305	34	1	9	305	34	1	9	465	52
First Class Divisional Offices ...	6	48	1,638	34	7	63	2,086	33	8	72	2,384	33
Second Class Divisional Offices	8	64	2,024	32	9	72	2,277	32	8	66	2,111	32
Third Class Divisional Offices ...	2	16	441	28	5	40	1,102	28	3	25	686	27
Sub-Divisional Office ...	40	80	1,240	15	50	100	1,550	15	66	132	2,072	16
Detached Officers' Offices ...	40	40	700	18	88	88	2,200	25	75	75	1,875	25
Overseer's Offices ...	...	...	...	...	92	92	1,610	17	92	92	1,610	17
Examiner's Office Clerks ...	1	30	1,202	40	1	36	1,522	42	1	63	2,245	35
Presidency Workshop Office ...	...	...	...	...	...	...	...	...	1	15	408	27
Kurnool Division ...	...	...	...	...	...	...	...	...	1	13	437	33
Nilgiri	...	...	...	...	...	...	...	...	1	9	509	56
Dowlaishweram Workshop Office	...	...	...	...	...	...	...	...	1	17	251	15

13

Enclosure to Public Works letter No. 1721 G. of 1887.

Table B.

	Prior to 1881.				Scale of 1881.				Present Scale.			
	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.	No. of units.	No. of men.	Total cost.	Average per man.
Chief Engineers' Offices ...	1	32	2,433	76	1	32	2,433	76	1	42	3,085	73
Joint Secretary's Office ...	1	27	1,180	44	1	27	1,180	44	1	31	1,495	48
Superintending Engineers' Offices	3	33	1,240	38	6	72	2,631	37	6	84	4,161	50
Presidency Division Office ...	1	8	273	34	1	16	485	30	1	17	555	32
Godavari and Kistna Office ...	1	16	546	34	1	20	646	32	1	23	751	33
Consulting Architect's Office ...	1	6	270	45	1	6	270	45	1	11	503	46
Public Works Store's Office ...	1	9	305	34	1	9	305	34	1	9	465	52
First Class Divisional Offices ...	6	48	1,638	34	7	63	2,086	33	8	72	2,384	33
Second Class Divisional Offices	8	64	2,024	32	9	72	2,277	32	8	66	2,111	32
Third Class Divisional Offices ...	2	16	441	28	5	40	1,102	28	3	25	686	27
Sub-Divisional Office ...	40	80	1,240	15	50	100	1,550	15	66	132	2,072	16
Detached Officers' Offices ...	40	40	700	18	88	88	2,200	25	75	75	1,875	25
Overseer's Offices ...	...	...	...	...	92	92	1,610	17	92	92	1,610	17
Examiner's Office Clerks ...	1	30	1,202	40	1	36	1,522	42	1	63	2,245	35
Presidency Workshop Office ...	...	...	...	...	...	...	...	...	1	15	408	27
Kurnool Division ...	...	...	...	...	...	...	...	...	1	13	437	33
Nilgiri	...	...	...	...	...	...	...	...	1	9	509	56
Dowlaishweram Workshop Office	...	...	...	...	...	...	...	...	1	17	251	15

6 spare copies

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No. 1721 G.

GOVERNMENT OF INDIA.

PUBLIC WORKS DEPARTMENT.

GENERAL.

To

The SECRETARY to the GOVERNMENT of MADRAS.

Simla, September 2, 1887.

Sir,

I am directed to acknowledge receipt of your No. 1147W, dated 26th April 1887, with which you submit the estimate of establishment considered to be necessary under present conditions as to Work and Grants, for the Madras Public Works Department, together with the statement comparing this estimated cost with the cost brought out by charging Works and Revenue with the established percentage charge, as called for in this office No. 283G, dated 5th February 1887. 1146W

2. It is observed that the total estimate of establishment amounts to Rs. 21,09,608 which is Rs. 4,13,740 in excess of the cost brought out by charging the establishment percentage on Works and Revenue. In regard to this excess it is stated in paragraph 3 of your letter under reply that the Madras Government is not influenced by considerations of present strength in maintaining so large an establishment, that this is shown by the fact of the estimate being 3½ lakhs less than that of the year 1886-87, and that His Excellency the Governor is satisfied that no further reductions can be made; that the estimate is approximately the same as that sanctioned in 1881 as the normal cost of establishment in Madras, and that the necessity for this establishment has been repeatedly insisted on in the voluminous correspondence referred to by you, and practically admitted by the Government of India.

3. In regard to this explanation I am to observe that the reduction in this estimate as compared with that of the previous year is almost entirely in temporary establishment, for which a grant of Rs. 3,00,000 was provided in the year 1886-87; and that this temporary establishment was entertained principally for works for which special grants had been provided up to the end of that year, that is to say for the tanks and for drawing up new projects. Such reductions, I am to remark, are necessary in times of restricted outlay, and in no way indicate one way or the other whether the permanent establishment is moderate or not. In regard to the comparison drawn with the establishment sanctioned in 1881, I am to observe that the correspondence referred to, so far as this Government is concerned, had regard almost entirely to the question of the scale of Engineering establishment; and the Government of India is fully prepared under this head to admit that, so far as circumstances remain as represented in that correspondence, establishment of this class should not be reduced. As, however, the estimate submitted is so largely in excess of that which, according to the usual standard is considered sufficient, it has been found necessary to examine carefully the present circumstances of the Engineering establishment and to analyse the estimate under other heads in order to suggest for the consideration of the Madras Government the direction in which reductions may possibly be made.

Ex. Ex. 36
Asst. do. 47
83

Ex. Ex. 41
Asst. do. 40/81

4. In regard to the Engineering establishment it is observed that the original number, 81 Executive and Assistant Engineers, is still maintained; but by comparing in detail the present Divisions with those of 1881 it is observed that, while three new Divisions, the Godvari Central, the Nilgiris, and Presidency Workshop have been formed, six, as shown in the margin, have dropped out. If the number of Engineers provided for the new Divisions and those dropped out be allowed for, there should have been a net reduction of eight officers. The projects included under each of the A to D project Divisions are enumerated in Madras lette rNo. 1697W., dated 9th July 1881, and it should be explained whether or no provision is still included for those or similar projects under other Divisions and if so how far there is any likelihood of funds being provided for these projects in the next 5 years.

Salem Division.
A project Division.
Sangam ~~Ganjam~~ Project.
B project Division.
C " "
D " "

Divisions in 1881 = 30
Present = 27
Difference 3
as follows.
Deduct
A Project
Sangam
N. G & C.C.
C Project
Salem
B Project
D Project
Add
Godavery Central
Nilgiris
Workshops
Remainder
Difference

5. Under Upper Sub-Establishment it is observed that the original number of 185 is maintained, whereas allowing for the difference between new and old Divisions as in the preceding paragraph, the numbers should have been reduced by 10 men. I am to request that this matter may be similarly explained. Further I am to point out that the staff of Upper Subordinates is on a much larger scale than that allowed in any other Province, the average for each Division being seven in Madras against two in the North-West Provinces and 5 in Bombay. In some Divisions, it would seem, there can be no question that the number is very large: thus there are two with 12 Upper Subordinates, one with 11, three with 9, four with eight, and so on. On the other hand the number of Lower Subordinates is very small as compared with Provinces of the Bengal Presidency. The attention of the Madras Government is invited to this matter, and it is requested that the necessity for this large staff of Upper Subordinates, may be explained, and that it may be stated why the less expensive agency of Lower Subordinates should not to some extent be substituted as in Upper India. Such a substitution could be made by degrees without any sudden reduction. In drawing attention to this matter I am to observe that this question does not appear to have been raised in the previous correspondence: it was observed by the Madras Government in its No. 2277W., dated 1st October 1880, paragraph 40, that "the number (of Upper Subordinates) which has been strictly decided on the known requirements of the several Divisions calls for no remark"; and the number so recommended appears to have been accepted without further question: some further enquiry therefore, I am to say, seems at the present time necessary.

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4
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Printed in ... 25/5/81
336-337 ...
(Collection copy)

6. Strictly speaking the Government of India has no concern with the other classes of establishment included in the estimate (except the Accounts staff which is noted on below) unless their salaries exceed Rs. 250. But under present circumstances it is considered desirable to draw attention to an apparent excess in certain classes. An analysis of the office establishment comparing the present scale with that of 1881, and that previous to 1881 which is given in the appended statement, seems to shew that there has been a general increase in this branch of establishment of late years, and also that the office establishment attached to Divisions and Sub-Divisions is now on a very large scale in numbers and in cost. It is to the latter point that the Government of India would draw special attention. In addition to the large establishment provided for the several Divisional Offices it is observed that Sub-Divisional and detached offices have each their own establishment, and that even overseers are provided with clerks. Amongst the Divisional Offices that of the Presidency, the Godavari and Kistna, the Consulting Architect's, the Kurnool, and the several Workshops Divisions all attract attention by their large office establishments. I am to suggest that the question of reducing these establishments might be taken up by the Madras Government and that the necessity of detached offices and Overseer's clerks outside the Divisional and Sub-Divisional office establishments might be considered.

7. I am also to draw attention to the following remarks regarding the staff of Accountants of the Madras Presidency and the clerical establishment of the Examiner's office. The number of Accountants (58), including two temporary men for test audit work sanctioned in Public Works Departmentletter No. 867G.+

+ B- under ack.
Madras 12-5-87
* with Cln 6980 sent
[illegible]

	Ex.	Asst.
Salem	1-	
A Project	1-	2
Sangam	1-	2
B-	1-	1
C-	1-	2
D-	1	
	6-	7 = 13
Godavery	1-	2
Nilgiris	1-	
Workshops	1	
	3-	2 = 5
Difference		8

of 4th May 1887, was based on the requirements of 29 Divisions including Coorg: as it appears that the number of Divisions including Coorg has now been reduced to 27, a proportionate reduction in the staff should apparently be made and a revised scale submitted for sanction. In regard to the clerical establishment of the Examiner's Office, I am to say that both number and cost appear excessive as compared with other Provinces; moreover it is known that, under the special arrangements for 5th grade Accountants, the Madras Government has a larger number of Accountants than allowed by rule, although at the same cost, and the extra men so obtained are almost wholly employed in the Examiner's Office. Thus, instead of some 14 Accountants, the Examiner's Office has 27 or 28, which with the clerks bring up the strength of the establishment to the very high figure of at least 90 men. It is understood that one reason for collecting this very large establishment has been to reduce the Accounts work in every possible way in the Divisional Offices and to throw it upon the Examiner; but it is observed that this has not tended to reduce the establishments in the Divisional Offices which, as pointed out in the preceding paragraph, are very large. I am to point out that, in the opinion of the Government of India, the establishment in the Examiner's Office is susceptible of considerable reduction without practically imparing the efficiency of the office.

8. I am to request that an early reply may be given in regard to the questions raised in paragraphs 4 and 5 of this letter; and that the possibility of reduction in accordance with the suggestions of paragraphs 5 and 6 may be taken into serious consideration by the Madras Government, the result being in due course reported for information.

I have the honor to be,
SIR,
Your most obedient servant,
R C B Pemberton Col., R.E.,
Secretary to the Govt. of India.

Document accompanying.

Table (B) comparing cost of Office Establishment with that of 1881 and previous to 1881.

G. C. Press, Simla.—No. 525 P. W. D.—7-9-87.—50.

No 974 C. 15. 3. 87
G. O. ~~1116 4~~ 1147 W. 26. 4. 87 √
" 1697 . 9. 7. 87 √
336–337 W. 8. 2. 81 √
G. O. 913 W. 25. 3. 87
" 1770 W. 19. 7. 84
" 1602 W. 16. 6. 84
" 1508 W. 16. 6. 84
" 1690 W. 7. 7. 84
" 1375 W. 2. 6. 84
" 1374 W. 2. 6. 84
" 3423 W. 30. 11. 83
" 3422 W. 30. 11. 83
" 2933 W. 17. 10. 83
" 2230 W. 11. 8. 83
~~" 3422 W. 30. 11. 83~~
" 2696 W. 16. 10. 82
" 2592 W. 4. 10. 82.
" 1448 W. 10. 6. 82
" 2473 W. 8. 10. 81
" 2472 W. 8. 10. 81
" 1729 W. 14. 7. 81 √
B. No 758 W. 11. 3. 87 √
G. O. 1137 W. 25. 4. 87.
" 1075 G. 27. 12. 83
" 700 G. 6. 9. 82
" 409 G. 26. 5. 82
" 408 G. 26. 5. 82
B. No 539 W. 22. 2. 87
G. O. 833 W. 8. 4. 83
" 3011 / 3012 W. 24. 10. 83
No 414 D. 17. 7. 86 √
B. No 988 W. 15. 4. 86 √
No 1560 W d/ 21. 6. 86 √
" 721 W d/ 23. 3. 85
" 18 W d/ 6. 1. 85
" 3151 W d/ 23. 12. 84
" 2246 W d/ 12. 9. 84

P.W.C. No 7277

2010
2011 } W

Recd 15. 9. 87

R/ 19. 9. 87

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PUBLIC WORKS DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

UNDER date the

READ the following

the Govt of India to G. No 1721 G of 2. 9. 87

The Govt of India will be addressed in reply to paras 4 to 6 of the foregoing letter.

2. Meanwhile Supdg Engrs will report on the following points:—

(1) Whether it would be practicable ~~advisable~~ to ~~[illegible]~~ substitute a certain proportion of lower for upper subordinates, and if so, to what extent the substitution should be carried out in each division of the several circles.

Whether

(2) Whether any reductions are feasible in existing sub-divisional establts.

(3) Whether it is necessary to provide detached offices for overseers with clerks –

If this is considered necessary, the reasons for the conclusion should be stated.

3. The question as regards possible reductions in division office establts. has already been fully considered, – *vide* Pros. No 988 W of 15th April 1886, and No 751 W of 11th March 1887. Supdg Engrs will however continue to give the matter their careful attention, and will bring to the notice of the Govt such reductions as may from time to time appear feasible.

4. The Chief Engr for Irrgn will report on the subject of the letter part

Resubmitted 30.9.87.

988 W. of 15 April 86
751 W of 11 March 87

Supdg Engrs ✓
C.A. to Govt ✓
Ch. Engr for Irrn /
Exr P.W. Acctt.

D 12/10

1697 W of 9 July 81

26

part of para 4 – 25

5. Para 7 of the letter from the Govt of India will be referred to the Exr P.W. Accts for careful consideration and report.

A.G. No W of

To the Secy to the G. of I.
P.W.D.

Sir,

I am directed to acknowledge the receipt of your letter No 1721 G dated 2nd Sept 1887, relative to the estimate of establt. considered necessary for the Madras P.W. Dept.

2. In reply to the observations in para 4, I am directed to state that Appendix A to this office letter No 1697 W of 9th July 1887 included thirty divisions, while

while Appendix D to my No 1147W d/ 26 April 1887, shows twenty seven divisions as now existing. The present number is therefore ×three less than ~~in~~ that of 1885, but this reduction is more apparent than real as regards executive Staff. Owing to the reduced grant for establt. allotted for 1887-88, it was found necessary at the close of 1886-87 to double up several divisions for purposes of Office and Accounts work, but with respect to Construction, some of the amalgamated divisions virtually remain two separate divisions. Thus, the Ganjam× division includes the

1147W d/26 April 87

× Vide marginal note against para 24 of India's letter

the Rushikulya Project, which is under a separate Ex. Engr.; the Kistna Eastern division requires an additional Ex. Engr. & an Asst. for charge of the important works in the recently closed Gudivada division, & the Periyar division has just been opened. It may be said, therefore, that there are still thirty executive charges, while in addition, there are four Parties of the Tank Restoration Scheme, each of which requires an executive or Asst. Engr., and also the head office of the Scheme, to the charge of which an Ex. Engr. has been posted, in lieu of the Supdt. of Works formerly allowed.

It—

It will thus be seen that the requirements of the Dept., ~~have~~ with respect to Executive Staff, have increased rather than decreased since 1882.

4. With reference to the latter part of para 4 of your letter, I am to state that a further report will be made ~~[illegible]~~ regarding the projects formerly included in the late A to D Project Divisions, but meanwhile, I am to invite attention to this office letter No 1878 W d/26 July 1886, giving a brief retrospect of the work done by those divisions up to the time of their closure, & intimating what had been, & what was in-

3. It may be argued that the Tank Restoration works being outside the ordinary work of the Divisions should be provided for by the appointment of temporary officers, but the work is so intimately connected with the works in the Divisions, & it is advisable to employ on it officers who are experienced in Tank Irrigation, and, as such work has been taken up by the Tank Restoration Survey party is taken out of the hands of the Divisional Officer & thus materially reduces the extent of his charge, it allows of the employment of some of the general staff of the Dept. on this work; the work moreover must take so many years to complete that it cannot be considered temporary

1878 W d/26 July 86

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intended to be, done with respect to the several projects.

5. The point raised in the first sentence of your para 5, relative to the upper subordinate establt., appears to be sufficiently answered covered ~~by~~ in my para 2 above. If the number of executive divisions be taken as thirty instead of twenty seven, the average number of subordinates in each division would be reduced to six instead of seven. That the average is higher in Madras than in Bombay & the N.W. Provinces, can only be explained by once again referring to the different conditions of

of this Presidency; the
large area covered by
executive ~~divisional~~ charges,
the scattered nature of
the works, and consequent
difficulty of supervision.
The two divisions shown
in Appendix D to my
letter of 26 April last,
as having twelve subor-
dinates each, are
Coimbatore & Madura.
The former is of very
large area, and
includes the old Salem
division & the Barur
project. The Madura
division has a large
staff at present because
in it are going on the
construction of the Vaigai
bridge & the Cumbum-
Gudalur road, two
large local fund
works, which have
been

been handed over to the
P.W.D. for execution. Each
of the two divisions moreover
has a party of the Tank
Restoration scheme working
in it. Similarly, the
Kurnool division, with
eleven subordinates,
includes the Kurnool
Canal & the old Kurnool
division, as also a
party of the Tank
Restoration scheme. It
seems needless to go
into further explanation,
but the other divisions,
with nine & eight
subordinates are all
heavy divisions, covering
large areas.

6
5. The question of
substituting lower
for upper subordinates
will receive careful
consideration, & will
be reported on hereafter
works

6. With regard to divisional Office estabts; I am to state that the question of effecting economies therein has not been lost sight of by this Govt. The matter was carefully gone into in the ~~[illegible]~~ summer of 1886, in connection with letter from the Finance Comte No 1 dated 22 March 1886. Again, at the close of the year 1886-87, when reduction became imperative owing to the reduced grant for estabt. for 1887-88, careful inquiries were made as to the scale of office & inferior estabts. necessary for divisions & sub divisions.

Beyond

Vide G.O. 9[illegible] April 86 & Explan. Sheets [illegible] file—

Beyond discharging all temporary estabts. however, it was not found practicable to effect material economy. Indeed the general complaint was that the divisional offices were as a rule were undermanned, & this Govt are still receiving applications from various divisions for extra assistance in the shape of temporary hands. The heavy work entailed on divisional & sub-divisional office estabts. is mainly due to the great mass of accounts which must be rendered monthly in obedience to rules laid down by the Govt

Govt of India. ~~This would
be amply illustrated
if a statement could
be prepared showing
exactly what proportion
of each divisional office
establt. is employed
on accounts work proper,
and what proportion is
required for the ordinary
correspondence of the
Ex. Engrs.~~ Impossibility
of reducing clerical
& accounts work has
received the earnest
attention of the Chief
Engr. & of this Govt
since the beginning of
188~~5~~4, and numerous
suggestions on the subject have been
received from officers
of the Dept. with
regard to clerical
work. Several reforms
have

p 11

85

have been effected by
the introduction of printed
forms &c, but as regards
accounts, the result of
nearly every inquiry
has been to show that
the number of forms
vouchers &c cannot
be reduced without
lessening that amount of control over
expenditure, the monthly
accounts of the majority
of the divisions syste-
matically reach the
Exr's office long after
due date, & the con-
stant excuse which
Ex. Engrs. make is
that their office
establts. are too weak
to cope satisfactorily
with the work. That
this subject has received
earnest attention will
be seen from this
office letter No
2247 W

which is prescribed by Standing
orders of the Govt. of India.

No 2247 W.d of 12 Sept 1884

2247 W of 12th Sept 1884, in reply to which the Govt of India stated that steps should be taken to increase estabts. to admit of punctuality being attained. This has been done in some cases, while in others extension of time for the submission of accts has been allowed, ~~&~~ but the Dept still reports monthly that a large number of the accounts are late. In connection with this subject, I am to forward for perusal copies of the Pro. mar: ginally noted, & to state that the question continues to receive consideration. At the present time this Govt

Pro 721 W of 23.3.85
– 1560 W of 21.6.86.

Govt are inquiring into a scheme submitted by a Depy Supdt involving important ~~drastic~~ changes in the system of compiling the monthly accounts, but though no great results are likely to ~~can~~ be effected, so far as at present can be seen, some of the points which promise to reduce office work, will probably before long form the subject of correspondence with the Govt of India.

7. With regard to the necessity of allowing clerks for detached officers & assessors, I am to say that a further report will be made. but ~~I am to remark~~ that without clerical aid

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aid, it will be impossible for subordinates, 1/2 most of whom have considerable distances to travel, to devote sufficient time to the efficient prosecution of their field duties.

8. The subject of para 7 of your letter will be referred to the Dr. P. W. Accts for careful consideration, & the result will be reported in due course.

28/9/87

2. 9. 87

12/10/87

Cn

48

Establishment Charges
reduction of –

Print 500/
send to all the Secys
[illegible]
[illegible]
CS 1/10/07

Proof to be
shown to me
CS

23.11.21

9077

Govt. of [1887] Madras

PUBLIC WORKS.

K2

Dated

Recd.

Ent.

G.O. 4th Octr 1887, No. 2610 W / 2611 W.

Public Works Department

[illegible] letter from the [illegible] relating to [illegible] establishment [illegible] in connection [illegible]

Public Works Department

[illegible] supplementary [illegible] to the reduction of [illegible]