

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No.	1050	Press ~~Mis~~
Dated	21-4-	1868.

Not to be folded or roughly handled

*Proceedings of the Madras Government, Revenue Department,
21st April 1863.*

Read again Revenue Proceedings, No. 653, dated 13th March 1868.

No. 439. Read also the following Proceedings of the Board of Revenue, dated 11th March 1868, No. 1,791.

Read the following letter from the Superintending Engineer, 7th Division, to the Secretary to Government, Department of Public Works, dated Camp at Calicut, 3rd December 1867, No. 140:—

1. I take the liberty of submitting, for the orders of Government, certain Revenue Board Proceedings, No. 6,141, of 24th September 1867, Proceedings of the Revenue Board, directly affecting another division it is true, but enunciating views which I believe to be opposed to the orders of Government affecting the Public Works Department generally; and which should either be confirmed or set aside authoritatively, that Local Fund business may be transacted on a better defined basis than it is at present.

2. As I have read the orders of Government on the subject of Local Funds, I understand that the Board is not competent to disallow the levy of ten per cent. on any items of expenditure by the Public Works Department, in consequence of a petty establishment having been entertained for the particular works on which such outlay has been incurred. I further understand, from those orders generally, that in lieu of a deduction of five per cent. from all sanctioned estimates, (on which no per-centage for superintendence is now allowed,) the Board are bound to set apart five per cent. on all sanctions for work to be executed by the Public Works officers, as the contribution from the Local Funds towards the maintenance of petty establishments to be employed indiscriminately both on Imperial and Local works.

3. I have another object in view in bringing to notice the abovementioned Proceedings and the letter calling them forth, and that is, to enforce the views put forward in my report on the subject of the organization of the Public Works Department, No. 127, of 11th November 1867, with reference to an increase of the Permanent Lower Subordinate Agency being our chief want. I am glad to find another Superintending Engineer, and a Collector of another division, so completely in accord with me on the main point of an increase being absolutely necessary. I only deprecate the appointment of a separate Lower Subordinate Establishment for local works only. Efficient men can only be secured by bringing all, to be appointed on salaries of Rupees 30 and upwards, on a permanent list; making them available for all duties; and giving them claims to pension. Messrs Puckle and Prendergast have most correctly shown, that the increase of work thrown on the Department by the Road Cess Act, is alone sufficient to justify a call for increase of Lower Subordinate Establishments. The frame work of the Upper Subordinate and Engineer Establishments only requires adding to by supernumeraries for carrying out the large Irrigation works for which funds are provided by public loans. In the seventh division, the additional funds levied under the Road Cess Act must amount to between two and a half and three lacs of Rupees.

Referred to the Revenue Department, with the opinion of the undersigned that, irrespective of the proportion of the cost of the *permanent* Public Works Establishment which is debited to Local Funds, provision should be made from that source for charges on account of *petty* establishments to be employed on Local Fund works in the same manner as is done in the case of Imperial works.

FORT ST. GEORGE, (Signed) CHARLES A. ORR, Colonel, R. E.,
10th December 1867. *Secretary to Government, P. W. D.*

Referred to the Board of Revenue for their remarks.

(Signed) W. HUDLESTON,
11th December 1867. *Secretary to Government.*

1. The foregoing endorsement communicates another endorsement of the Secretary to Government, Department of Public Works, on a letter, dated 3rd December 1867, No. 147, from the Superintending Engineer, 7th Division, suggesting that some provision should be made, from the District Road Fund, for charges on account of petty establishments to be employed on the Road Fund Works, irrespective of the proportion of the cost of the permanent Public Works Establishment.

2. The Board would, in the first place, point out to Government, that Colonel Walker has, apparently, overlooked No. 22 of the Road Fund Rules passed by Government, which expressly provides that "Petty Maistries and other similar servants are to be charged in the estimates of the works on which they are employed." This is, in the Board's judgment, the best and most economical arrangement, and it enables Government to see the real cost of a work. In their Order,* Revenue Department, Government were pleased to rule, that "the Department of Public Works will, except in very special cases, provide from their general establishment for the superintendence of Local Fund Works as a set-off for the ten per cent. deducted from Local Funds and carried to Imperial credit, but that 'Petty' establishments for the execution of work when necessary must be provided by the Road Fund, as contemplated in Rule 22 of the Road Fund Rules."

3. When petty establishments of this character are supplied, the allowance of ten per cent. for the supervision and assistance of the Public Works Establishment is still payable, but when a special superior establishment, competent to execute the simple works, which, as a rule, devolve on the Road Fund, is supplied, as in Tinnevely, by the latter Fund, the allowance is not claimable, as laid down in paragraph 6 of the Board's Proceedings, dated 24th September 1867, No. 6,141, a copy of which is herewith submitted for the information of Government.

4. The Board would also remark that the Road Cess is a *Trust* Fund, and the Government are bound to administer it on liberal and equitable principles. Moreover, as the first essay in local taxation, it is of the highest importance that nothing should be done which is at all likely to shake the confidence of the people in the good faith of the Government.

5. The Board would deprecate, in the strongest terms, a *joint* extra establishment. The Public Works Fund and the Road Fund are quite distinct, and should, as far as possible, be kept so. The funds available for public works are dependent on the financial prospects of each year, and the sanctions of the Supreme Government; and as part of an Imperial Department, is subject to rules framed on the principle of assimilating the practice of the department throughout India.

6. The Road Fund, on the other hand, is under the exclusive control of the Local Government, subject only to the provisions of Act No. II of 1864; and the Government are, therefore, competent, and in the Board's judgment, bound to administer it in the most effective and economical manner, without adhering strictly to each and all of the rules of the Imperial Public Works Department. It was on this principle that the special rules of the Fund were framed and sanctioned by Government, and the Board would deprecate any change of procedure.

7. The Road Fund certainly cannot, at present, afford to inaugurate a pension list, and the Supreme Government, the Board apprehend, are not likely to admit such charges against the Imperial revenues.

8. The Board would finally submit, for the consideration of Government, that, as the Road Fund is quite of recent origin, changes in its management should be cautiously and gradually introduced, as experience dictates, and that the policy of Government ought to be to keep it distinct, as far as possible, from their own Public Works Department, and so regulate their administration as to hasten the time when it may be made over to the people themselves.

No. 440.

MEMORANDUM.

1. Having been called upon for an opinion as to the merits of the plan proposed by the Collector of Tanjore for the formation of an establishment under the direction of a separate professional Officer of the rank of an Executive Engineer, as a separate branch of the Revenue Department under the control of the Collector, for the management of Local Fund works, the undersigned has the honor to state that this would be something in accordance with the system adopted in Bengal and in the territories more directly under the administration of the Government of India, where Local Fund works are placed under the charge of members of the Public Works Department of various grades, who, it is believed, are under the orders of the Collectors, but retain their position in the Public Works Establishment, being borne as Supernumeraries on the Departmental list, and paid from Local Funds. This system is probably found to work well in Bengal or the North-West Provinces, where the duties of the Officers of the Public Works Department are concentrated in the charge of buildings in Military Cantonments or Civil Stations, and in the supervision of lines of trunk road or of canals, or river embankments, and where consequently local roads would lie out of their way. It is very different, however, in this Presidency. Here public works are so various and scattered, that no portion of a district is out of the reach of members of the professional Department, and Local Fund Roads necessarily come as much under their supervision as do Imperial works.

2. Imperial and Local Fund works are in fact throughout this Presidency closely mixed up, and nowhere perhaps more than in Tanjore, where Local Fund roads are frequently carried on the top of embankments constructed and maintained for strictly Imperial purposes, and at the charge of the Public Works assignments. The Range Officers of the Public Works Department having charge of small areas, with works of all descriptions scattered over them, are thoroughly conversant with the wants of every part of the country as respects roads or other public improvements, and, if provided with suitable petty establishments at the cost of Local Funds, are in the best position for carrying out all works whether Imperial or Local Fund. On the other hand, it seems far from likely that any one officer, however active and ubiquitous he may be, can possibly exercise a close and effective supervision either over the execution of works in progress over the face of any one of the districts of this Presidency, or control the expenditure on them in the same way as it can be done by the Executive Agent in charge of a Public Works Range.

3. It is likely enough that a special establishment under an Executive Officer, as a subordinate branch of the Revenue Department for the execution of Local Fund works, will work in harmony and in perfect co-operation with the lower Revenue officials, but this would seem to be rather a reason for requiring that the operations of that establishment should be subjected to more constant and more direct supervision than one officer could give to them, than for expecting that all grounds of clashing would be removed. When works under two distinct agencies are being carried on in the same field, and are dependent upon the same sources of supply for labor and materials, competition must unavoidably ensue, and with it, differences of interests, and a clashing of arrangements, followed by a rise of rates and wages. It would be no satisfaction to the Public Works Officer to know that his labor had been withdrawn from him through the hearty co-operation with his competitors of some minor Revenue officials, or to discover that the prices of his materials had been enhanced to him by means of a combination, or may be a collusion, between those parties. Public Works proper would be placed at a great disadvantage, and while the difficulties of carrying them out would be multiplied, their cost, as well as that of Local Fund works, would in all probability be greatly increased.

4. Local Fund works are as much Public Works as any other, and mixed up as they are in this Presidency with Imperial works, it is not easy to see what advantage is to be gained by entrusting them to a separate agency. There may perhaps be some economy in withdrawing the charge of Local Fund works from the Public Works Department, but the disadvantages of such a measure (retrograde as it would be) seem likely far to outweigh its advantages.

5. The Public Works Department ought to be capable of undertaking Public Works of all classes, and there is no reason why it should not be so if the small petty establishment, which is required to be attached to each range at the cost of Local Funds, be permanently engaged, though perhaps in Tanjore or the Godavery, where Road Cess collections produce large sums, it may be advisable also to employ a junior officer in the grade of Assistant Engineer to aid the Superintending Engineer in his general inspections, such officer being borne on the Public Works Departmental roll as a Supernumerary, and paid from Local Funds. This would seem to be a better, and in every way, a more suitable arrangement than that

proposed by the Collector of Tanjore, though it would no doubt be somewhat more costly. If a cheap establishment is the main thing to be desired, it may doubtless be obtained in the manner suggested by Mr. Morris, but only, in all probability, at the expense of very dear work.

6. The Public Works Establishment is not at present in a position to spare an officer for the separate charge of Local Fund works in Tanjore, but the Public Works Establishment may be strengthened and an officer then detached, who, continuing to be borne on the Departmental roll, may be paid from Local Funds.

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

FORT ST. GEORGE,
20th March 1868.

No. 441. *Proceedings of the Madras Government in the Public Works Department.*

Communicating certain papers to the Superintending Engineer, 2nd Division, and observing that, an extra Subordinate Establishment for the supervision of Local Fund Works should be entertained on the same scale as proposed by the Collector of Tinnevely. (Here enter 21st March 1868, No. 925.)

No. 442. *Proceedings of the Madras Government in the Public Works Department.*

Communicating to the Revenue Department letter from the Superintending Engineer, 6th Division, regarding the appointment of an Executive Agency to superintend the roads in the Tanjore District. (Here enter 27th March 1868, No. 996.)

No. 443. ORDER THEREON, 21st April 1868, No. 1,050.

Local Funds, No. 15.

Establishment.

1. Ordered that the above Proceedings of Government in the Department Public Works be communicated to the Board of Revenue, with instructions

to take immediate steps for employing a Petty Establishment, consisting of one Overseer and two Maistries, in each Public Works Range for general duties in connection with Local Fund (District Road) works, and to be paid from that fund.

2. The Government are satisfied that irrespective of the allowance of ten per cent. on the expenditure supervised by the Department Public Works, which is debited to Local Funds on account of the assistance rendered by the establishments of that Department, the services of the Petty Establishment now ordered to be entertained are essentially necessary for the satisfactory employment of the large amount of funds which are now raised for local works, and for the proper administration of which the Government are responsible to the people who contribute them.

3. The subject has been well considered, and the Government are of opinion that the system now ordered to be introduced is likely to prove the most economical and effective.

4. That advocated by the Collector of Tanjore does not commend itself to their judgment.

6 *Proceedings of the Madras Government, Revenue Department,*
21st April 1868.

5. The maintenance of this Petty Establishment for general duties will not preclude the employment of temporary establishments for subordinate supervision, to be charged to the works on which their services may be required in cases where this assistance is found necessary.

6. Provision for such charges will be made in the estimates for the particular works.

7. Should the Board find themselves unable to provide the Petty Establishment now ordered from surplus or Reserve Funds, they will make the necessary reduction out of the appropriation for works in each district. The matter should be taken in hand at once, so that the funds available for expenditure in the current year may be employed to the best advantage.

(True Extract.)

Secretary to Government.

To the Board of Revenue.
,, the Department Public Works.
,, the Accountant General.

Ed. S. T. Augustin.

No. 6,141.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 24th September 1867.

Read the following letter from R. K. PUCKLE, Esq., Collector of Tinnevely, to the Acting Secretary to the Board of Revenue, dated Sattur, 15th July 1867, No. 359:—

1. The Superintending Engineer has applied for a sum of 564 rupees on account of supervision for the expenditure of 10,800 rupees, the cost of the works detailed in the Local Fund Budget; this 564 rupees provides for four Maistries for six months, and two Maistries for twelve months; and the pay of all is low, namely,

	RS.
Two Maistries on 15 rupees for six months	180
Two „ on 12 „ for six „	144
Two „ on 10 „ for twelve months	240
	<u>564</u>

2. This merely relates to existing Local Funds, and not to Road Cess. The works to be executed from Road Cess must be carefully laid out and watched; and this cannot be done with the present establishment of an Executive Officer and two Overseers to two talooks; the permanent strength of the establishment, both in Overseers and Maistries, must be increased, and an allowance of five per cent. on the expenditure will not be more than sufficient. I think the Road Cess should be laid out by the Department of Public Works, and the best mode of providing superintendence, without additional cost to the State, would be to place a certain percentage, say five per cent. annually, at the Superintending Engineer's disposal, to provide the establishment needed.

3. I have consulted the Superintending Engineer on the subject, and he is of opinion that each of the five Ranges in this District would require one additional Overseer and two additional Maistries, namely,

5 Overseers at 60 rupees each	3,600 annually.
10 Maistries at 20 rupees each	2,400
	<u>6,000</u>

or just five per cent. on the 1,20,000 rupees that we shall probably have to expend. The work will be better done by a permanent, than by a temporary establishment; and I beg to suggest that five per cent. of the Road Cess be annually set aside for establishment, and that any surplus that may accrue in any particular year may be still carried to the credit of the Establishment Fund to meet unforeseen contingencies.

1. It appears to the Board undesirable to sanction a percentage allowance for Extra Establishments, or to form an Establishment Fund. The Road Fund already pays ten per cent. to the Department of Public Works, and, under ordinary circumstances, this should suffice.

2. The plan of having Range Mastries appears undesirable on other grounds.

3. As, however, owing to the introduction of the Road Cess, there will be an immediate

	Est.	
Road No. 10.....	11,940	increase of work in some localities, the Board will sanction the
Do. Palamcottah to Shermadevi	15,000	employment of an extra establishment, specially for particular
Do. Villaticolum to Tuticorin	5,000	work. The Supplemental Budget contains four large works, as
Road No. 1, Madura to Quilon.	6,920	shown in the margin, and for each of these, an Overseer on Rupees
		60, and a Maistry on Rupees 20 per mensem will be allowed.

4. By the time these works are completed, there will be other works ready to be undertaken; so that this establishment, though now sanctioned for special works, will really be a permanent one.

5. The Collector is requested to report again at the end of the year, and such further arrangements can then be made as experience may show to be advisable.

6. Of course, the usual ten per cent. allowance will not be chargeable for the works on which this establishment is employed.

(True Copies and Extract.)

(Signed) R. A. DALYELL,
Secretary.

To the Collector of Tinnevely.

Copy to the Accountant General.

.. to all Collectors for information.

*Proceedings of the Madras Government, Public Works Department,
21st March 1868.*

No. 475. Read the following Proceedings of the Madras Government in the Revenue Department, dated 12th March 1868, No. 646:—

Read the following Proceedings of the Board of Revenue, dated 3rd March 1868, No. 1,501:—

Read the following Endorsement of the Secretary to Government, Revenue Department, dated 23rd January 1868.

From the Superintending Engineer, 2nd Division, to the Secretary to Government, Public Works Department, dated Nellore, 16th January 1868, No. 131.

1. Adverting to Government Order, No. 83, dated 10th January 1868, I have the honor to inform you that, since the introduction of the Road Cess, I have found that Local Road works have increased to an extent which it is impossible for the Public Works Department to efficiently supervise, with the present strength of the subordinate establishment.

2. The calls for estimates and surveys of local lines during the past year has been very great, and no aid has been given to frame them.

3. The yearly collections of Road Cess in the Kistna exceed one lac of Rupees, and in the Nellore District half a lac. The irrigation works to be undertaken during 1868-69 will tax, to the utmost, all the best Overseers; and Trunk Road No. VI works and the local lines can, therefore, be but inadequately supervised, unless extra Overseers are sanctioned.

4. I respectfully request the attention of Government to this state of things. I imagine the same difficulty exists in most of the other divisions of the Presidency, and that some remedial measure is emergently needed.

Referred to the Revenue Department, with the opinion of the Secretary in this Department that an extra subordinate establishment for the supervision of Local Fund works is absolutely necessary, and that the scale of establishment proposed in paragraph 3 of the letter from the Collector of Tinnevely to the Board of Revenue of the 15th July 1867, No. 359, is considered a suitable one.

FORT ST. GEORGE, (Signed) C. A. ORR, Colonel, R. E.,
22nd January 1868. Secretary to Government, P. W. D.
To the Revenue Department.

Referred to the Board of Revenue, for early consideration and report.

(Signed) W. HUDLESTON,

Secretary to Government.

23rd January 1868.
To the Board of Revenue.

1. In the foregoing endorsement, which gives cover to another endorsement from the Secretary to Government, Public Works Department, on a letter from the Superintending Engineer, 2nd Division, the Board are called upon to consider and report upon the suggestion of the former Officer for the provision of an extra subordinate establishment for the Local Fund works on the same scale as that proposed by the Collector of Tinnevely in paragraph 3 of his letter, dated 15th July 1867, which was disposed of in the Board's Proceedings, dated 24th September 1867, No. 3,141.

Informing Collector of Tinnevely that it is undesirable to sanction a percentage allowance for Extra Establishments for Local Fund Works or to form an Establishment Fund, and sanctioning an Extra Establishment specially for extra works in District, in consequence of introduction of Road Cess.

No. 6,141.

Dated 24th September 1867.
Received

To all Collectors, &c.
PROCEEDINGS OF THE BOARD OF REVENUE.

No.

1867.

Department

Proceedings of the Madras Government, Public Works Department.
21st March 1868.

2. The Board observe that No. XXII of the District Road Fund Rules expressly provides that "the Collector and Superintending Engineer shall finally determine the permanent establishment, (if any,) required to be maintained in addition to the regular Public Works Establishment, specially on account of the Local Fund," and directs that "the salary of each servant shall be duly entered in the Budget, with explanation of the necessity of the charge."

3. The Board would request Colonel Winscom accordingly to confer with the Collectors of the Kistna and Nellore Districts, and to forward a Memorandum of the establishments they deem requisite. Meanwhile, the Board would authorize the employment of an Overseer on Rupees 60 per mensem, and a Maistry on Rupees 20 per mensem, for each of the following works now in progress under the Department of Public Works in the Kistna District:—

1. Road from Guntoor to Satnapilly.
2. Do. from Masulipatam to Cowntaram.
3. Do. from Ponnur to Bapatla.
4. Do. from Guntoor to Ayalur.
5. Do. from Chinnapalakaloor to Narsarowpetta.
6. Do. from Vadilay to Kykaloor.

The Budget allotments for these roads in 1863-69 aggregate Rupees 54,000; and a further assignment can be made from the reserve, if hereafter necessary. The works should be vigorously pushed on.

4. The Board would also authorize similar establishment for the following works in Nellore:—

1. Road from Alloor Ramana tank to Singapetta.
2. Do. from Nellore to Somaisweram.
3. Do. from Kavaly to Kaligherry.
4. Do. from Manubole to Podalakur.

The allotments for these roads in 1863-69 aggregate Rupees 23,000.

5. The ten per cent. allowance will, of course, not be claimable in respect to the abovementioned works.

6. For the survey, &c., of new lines, special arrangements can always be made as occasion arises under the provisions of the Government Order, Revenue Department, dated 10th October 1867, No. 2,383.

7. With reference to the observations of the Secretary to Government, in the Public Works Department, the Board would draw the attention of the Government

to the Proceedings* of the Board, on the letter from the Collector of Tinnevely to which Colonel Orr refers. The plan of having Range Establishments seems to the Board most undesirable at present. The more effective and economical plan is to grant the necessary establishment for special works, and this the Board will be ready to do on due cause being shewn.

Local Funds, No. 8.
Establishment.

Communicated to the Department
Public Works.

(True Extract.)

(Signed) W. HUDLESTON,
Secretary to Government.

Proceedings of the Madras Government, Public Works Department,
21st March 1866.

No. 476.

ORDER THEREON, 21st March 1868, No. 925.

LOCAL FUNDS, No. 42.

Establishment.

1. Communicated to the Superintending Engineer of the 2nd Division.

2. Adverting to paragraph 5 of the Board's Proceedings, the Governor in Council observes that the charge originally debited to Local Funds on account of the assistance rendered by the Establishments of the Public Works Department was 18½* per cent. upon the annual expenditure from that source.

* Paragraph 26 of Revenue Proceedings of the 4th March 1864, No. 392.

† In letter from Revenue Department to Government of India, No. 410, dated 9th March 1864.

3. In March 1864,† this Government represented that "the works executed for the Road Fund were of a very ordinary description, being for the most part mere repairs of cross-country roads," and that it was therefore "scarcely fair to charge for the superintendence of such works in the same ratio as for works requiring high engineering skill which were executed for the State by the Public Works Department."

4. Consequent upon this representation, and "in consideration of the small amount available for Public Works from the Local Funds of the Madras Presidency," the

See Revenue Proceedings, No. 2,037, dated 1st November 1864.

Government of India agreed to the charge for establishments being reduced from 18½ to 10 per cent. upon the annual outlay.

5. The proportion of Local Funds thus annually credited to the Imperial Public Works Budget represented the amount which was chargeable to those funds, under the orders of the Government of India, in return for the assistance afforded by the permanent Public Works Establishments in the preparation of designs and estimates, in the general supervision of works under execution, and in the accounting for all expenditure incurred by Officers of the professional Department.

6. In connection with works which are undertaken from Imperial funds it is found necessary to maintain (1) a regular Permanent Establishment, (2) a Petty Establishment for employment on general duties, and (3) an Establishment for purposes of subordinate supervision. The estimated outlay under the second of these heads during 1863-69 is Rupees 1,84,038, for which provision has been duly made in the Budget for that year. The outlay under the third head is chargeable to works, as will be seen on reference to Public Works Proceedings, No. 663, of the 27th February 1868.

7. Petty and work establishments being thus entertained for Imperial works irrespective of, and distinct from, the regular permanent establishment, it is absolutely indispensable that similar establishments should be engaged for works undertaken from Local Funds by Officers of the Public Works Department, and it is evident that so long as the agency of that Department is employed in any manner in connection with Local Fund works, no reduction can be made in the allowance referred to in paragraph 5 of the Board's Proceedings. That allowance was fixed by the Government of India on a scale as 10 per cent. under very exceptional circumstances which no longer exist.

Proceedings of the Madras Government, Public Works Department.
21st March 1868

8. In 1864-65, the amount available for expenditure from the District Road Fund was only Rupees 4,85,219, against Rupees 25,75,100, the estimated receipts from that source in 1868-69, and Rupees 17,41,030, the proportion to be expended by the Public Works Department. Moreover, in 1864-65, the works to be executed for the Road Fund were alleged to be "of a very ordinary description," consisting for the most part of "mere repairs of cross-country roads," while the Budget for 1868-69 shows that the works to be undertaken during that year from Local Funds consist of the formation of numerous new lines of communication, and the construction of bridges requiring an equal amount of engineering skill as works of the same class projected for execution from the Imperial Public Works assignment.

9. It appears to Government that the establishments now sanctioned by the Board of Revenue are clearly chargeable to the works on which they are proposed to be employed under the ruling of the Government of India communicated in Public Works Proceedings of the 27th February last, No. 663, and as the Government cannot agree with the Board in thinking that such establishments can be relied upon for the preparation of trustworthy surveys and estimates, or for the exercise of the *general* supervision, both of work in progress and of the accounts, which is essential, the Government are of opinion that a Petty Establishment should be entertained, and that the scale proposed by the Collector of Tinnevely in paragraph 3 of his letter to the Board of Revenue of the 15th July 1867, No. 359, will be found suitable for the purpose, viz., one Overseer and two Maistries for each Range.

(True Extract.)

Colonel, R. E.,
Secretary to Government.

To the Superintending Engineer, 2nd Division.

To all other Superintending Engineers.

To Captain Kennedy.

To the Controller of Public Works Accounts.

.. Accountant General.

.. Revenue Department.

Exd. S. T. Augustin.

Proceedings of the Madras Government, Public Works Department.
27th March 1868.

No. 618. Read the following letter from the Superintending Engineer, 6th Division, to the Secretary to Government, Department Public Works, dated Tanjore, 23rd March 1868, No. 1,794:—

With reference to G. O., No. 914, dated 20th instant, I have the honor to enclose a copy of my letter* to the Revenue Board, on the subject of the Collector's letter in reply to paragraph 2 of their Proceedings, No. 1,411, dated 27th February 1868.

From the Superintending Engineer, 6th Division, to the Secretary to the Board of Revenue, dated Sheally, 11th March 1868, No. 1,739.

1. With reference to the Board's Proceedings, dated the 27th ultimo, No. 1,411, I have the honor to inform you that it is very desirable that an efficient Executive agency should be appointed to superintend the roads in the Tanjore District, both for the construction of new lines and for the execution of repairs. At present, the new lines are constructed most carelessly, estimates are departed from, and even the pegs marking out the line are removed; and the Public Works Department is harrassed by constant references on the most trivial points, in order to cover neglect and carelessness on the part of the persons entrusted with the execution of the works, and this department has had far more trouble in connection with the roads executed from Local Funds by the Revenue Department, than with those carried out by the department itself. Moreover, there is now no check whatever on the work executed, and from the unfinished state of many of the roads, it would appear that a road work is supposed to be completed when the Maistry reports that he has expended the amount of the estimate, and the roadway consists of a badly formed, unshapely bank.

2. On the 2nd October, No. 955, I forwarded to the Collector a detailed report on the road works I had visited, entering into details in every case; with these I need not trouble you, but I append the conclusions I arrived at, which were as follows:—

(1st.) That the preparation of plans and estimates by the Department Public Works is useless, inasmuch as the estimates are not understood, and therefore not followed.

(2nd.) That the measurement or check of work executed by the Revenue Department is absolutely necessary.

(3rd.) That such work should be constantly inspected by some member of the Department Public Works, and that his orders should be carried out.

(4th.) That the execution of work out of season should be positively prohibited.

(5th.) That no new road and no masonry works should be carried out by the Revenue Department, and this, first, because a new road not properly carried out entails a large expenditure in repairs; second, because it is difficult and expensive rectifying defects; third, because masonry works cannot be entrusted to inexperienced persons with impunity, and cannot be carried out out of season without risk of destruction sooner or later; and fourth, because the foundations are laid at the depth provided in the estimate without any regard to the suitability of the soil, and because, in carrying out a new road, petty modifications in the original estimate are often necessary, and on neither of these points can an unprofessional person form an opinion, and the estimate, where unsuitable, is blindly followed as far as it is comprehended.

3. With regard to repairs executed from Local Funds, I can only say that, owing to the entire disregard of times and seasons, those roads* on which large sums have been spent are

actually worse after the repairs are completed than when they were commenced. Almost any sum may be expended upon a mud and sand road without any beneficial effect, nay, even with quite a contrary result if the different portions of the work are not carried out at the proper seasons, and it is far easier to convert the surface of the road into a quick-sand, or into something very like one, than to render it passable in wet weather.

4. Only on the 10th instant I informed the Collector that it would be absolutely necessary to have the northern mile of the road from Mayavaram to the Polavur bridge, now under progress,

*Proceedings of the Madras Government, Public Works Department,
27th March 1868.*

entirely re-constructed, as it has been laid out in a series of the most extraordinary bends in following the bank of the Palavur, and that unless some guarantee could be afforded that the lines laid out by this department should be followed, and the plans furnished adhered to, I must decline to have any more estimates prepared; and I proposed the adoption of the system which, if I understood Colonel Walker aright, prevails in the 7th Division, viz., that the Department Public Works should have nothing whatever to do with works to be carried out from Local Funds by the Revenue Department, but that the preparation of estimates, the laying out of the lines, &c., should be left entirely to the Revenue Department.

5. With regard to the roads in the Tanjore District, it must be borne in mind that surveys and estimates can only be made for them after the crops are reaped and the country is tolerably dry, or from the beginning of February till the end of May; this is the period also in which the greater part of the work must be executed; supposing, therefore, that

More than double of the present expenditure.

2½ lac is to be expended in repairs, or even 1 lac,

1½ lacs are left for new works, and if all esti-

mates are ready, as they should be, before the working season commences, the Executive Engineer

From February to May.

would have in four months not only to superin-

tend the expenditure of, say, 1 lac on new works,

but also to prepare surveys and sections of streams for the preparation of plans and estimates for

roads amounting to 1½ lacs for the following season, to lay out masonry works on the lines under

execution, and probably to mark out six or eight new lines, each perhaps in a different talook. No

Executive Engineer, aided by seven Overseers of the class and with the attainments which may be

Rupees 50

" 15

" 65

commanded by the salary proposed, and with

no prospects of promotion, could possibly do

one-half the work required of him. It is clear,

therefore, that the establishment proposed by

Mr. Morris would be quite inadequate for the superintendence of the expenditure of the 2½ lacs available from Local Funds for roads in the Tanjore District.

6. An Executive Engineer with two Assistant Engineers might possibly be able to superin-

tend the expenditure of 2½ lacs on the roads.

7. I think it unnecessary to enter further into detail, though I would observe that the remuneration proposed for the Executive Engineer is far from adequate, and the office establishment would be miserably inefficient: one Accountant could not possibly check the expenditure of 2½ lacs.

8. The Public Works Department, as at present constituted, could, with very little extra aid, if any, undertake the expenditure of the 2½ lacs on roads, in addition to its present duties, but as it is rumoured that there is to be a separate Irrigation Department, and it is probable that the Department Public Works, whose duties are to be confined to roads, buildings, &c., will be entrusted with the superintendence of works executed from Local Funds, it would be a mere waste of time to draw up an elaborate scheme for the superintendence of roads only, for the Tanjore District.

No. 619.

ORDER THEREON, 27th March 1868, No. 936.

LOCAL FUNDS, No. 63.

Establishment.

Communicated to the Revenue Department.

(True Extract.)

Colonel R. E.

Colonel, R. E.,

Secretary to Government.

To the Revenue Department

" Superintending Engineer, 6th Division

" All other Superintending Engineers

" Captain Kennedy.

S. T. Augustin.

10

87-1030

Read again Reverend

Read also the fol.

Submitting remarks on
the subject of

(Here enter 11th March/68
No. 1791)

Forwarding his opinion on

(Here enter 20" $\frac{1}{2}$ —)

Feb 20

22

1869/1870 1871/1872 1873/1874

120442.

Proceedings Public Works Department

Com^r certain papers
to the Sup^r 2^d Divⁿ of
serving that, an extra subordinate
estab^t for the supervision of local
fund. works should be entertained
on the same scale as proposed by
the Coll^r of Tinnevely.

(Here enter 21st March/68)
N^o 925

Do Do Do

Com^r to the Rev^d Dep^t
letter from the Sup^r 2^d Divⁿ,
regarding the appointⁿ
of an Executive Agency to super-
intend the roads in the Tanjore dist^{ct}.

(Do 27th Do N^o 996)

Ordered that the
above Proceedings of Govern-
ment in the Dep^t Public
Works be communicated to
the Board of Revenue with
instructions to take immediate
steps for employing a
Petty Establishment con-
sisting of one Overseer
and two Muistries in
each

each Public Works range
for general duties in con-
nection with Local fund
(District road) works, and
to be paid from that fund.

The Government are
satisfied that irrespective
of the allowance of 10 per-
cent on the expenditure ex-
perised by the Department
Public Works which is debited
to Local funds on account
of the assistance rendered
by the establishments of
that department, the services
of the Petty Establishment
now ordered to be entertained
are essentially necessary
for the satisfactory employ-
ment of the large amount
of funds which are now
raised for local works, and
for the proper administration

of which the Government are responsible to the people who contribute them.

The subject has been well considered, and the Government are of opinion that the system now ordered to be introduced is likely to prove the most economical and effective.

That advocated by the Collector of Tanjore does not commend itself to their judgement.

The maintenance of this Petty establishment for general duties will not preclude the employment of temporary establishments for subordinate supervision to be charged to the works on which their services may be required in cases when this assistance is found necessary.

Provision

Provision for such changes will be made in the estimates for the particular works.

Should the Board find themselves unable to provide the Petty establishments now ordered from surplus or Reserve funds they will make the necessary reduction out of the appropriation for works in each district. The matter should be taken in hand at once so that the funds available for expenditure in the current year may be employed to the best advantage.

14 Copies to the P. & R. Dept. 22.
21 Copies to the P. & R. Works
6 - " Account General.

Revenue 1868 *Debit*
No of Goodson April

129050

No of the measure Court.

1868 April 15 18

From of New York 22/170
Cruz.

Don

272439 @ 443.

1868 April 15 18