M.R.O. 14—5,450—22-10-25.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue **DEPARTMENT.**

G.O. No. 2464 Press ~~List~~

391. 392

Dated 19 — 10 — 1867.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department,
19th October 1867.

No. 391. Read the following Proceedings of the Madras Government in the Public Works Department :—

Communicating to certain Offices letter from Government of India, relative to increasing the Executive Establishment of the Public Works Department of the Madras Presidency. } (Here enter 16th October 1867, No. 3,207.)

No. 392. ORDER THEREON, 19th October 1867, No. 2,464.

Miscellaneous.

Ordered to be recorded.

(True Extract)

(Signed) F. H. WILKINSON,
Acting Under Secretary to Government.

Exd. S. T. Augustin.

No. 96. Read the following letter from the Secretary to the Government of India, Public Works Department, (Establishment,) to the Secretary to the Government of Madras, Public Works Department, dated Simla, 23rd July 1867, No. 1,001 E:—

1. His Excellency the Governor General in Council has had under consideration your letter No. 1,359, of the 6th May 1867, applying for an increase to the strength of the Executive Establishment of the Public Works Department of the Madras Presidency to the extent noted in the margin.*

* 4 Executive Engineers.
4 Assistant do.

2. In the absence of a Distribution Return of the existing Establishment, as well as of an explanation why it will not suffice to perform the proposed new duties, and without a definite statement of the duties on which it is proposed to employ the additional Officers, His Excellency in Council regrets that he is not able to sanction the increase asked for.

3. The Form No. 77, Part I of the Public Works Code, which accompanies all applications for increase of Establishment from elsewhere than Madras, is not altogether consistent with the organization of the Public Works Establishment in that Presidency. But I am to request that a reference may be made to it, as it shows in a convenient form the kind of information which the Government of India desire to have before it, in addition to the explanations above indicated.

4. Although, for the reasons stated, the Governor General in Council is at the present time unable to assent to these proposals of the Government of Madras, His Excellency desires that it may be understood that it is his wish to give every needful expansion to the Establishments at that Presidency, more particularly to the Irrigation branch of it, for which it would appear that the augmentation now proposed is mainly required.

5. The Government of Madras is aware that the system under which the Public Works Establishments are now organized did not meet the approval of the Government of India when the last change was made. The Governor General in Council has seen no reason for altering the opinions he then held on these subjects, and would take this opportunity once more to invite the attention of His Excellency the Governor of Madras in Council to the general question. It would be matter for lasting regret if everything is not now done to give the best possible organization to the administration which has to superintend the progress of Irrigation in the districts of Madras, now that the Government has been placed in a position to carry out vigorously all works which can be satisfactorily shown to be really desirable on the score of utility and probable financial success.

6. It appears then to the Governor General in Council, that there should, as far as possible, be a distribution of the business of the Public Works Department according to the character of the works, rather than according to their geographical position, and there seems to be no reason why this principle should not be applied in separating the whole of the more important Irrigation Works from the rest of the Public Works business, with perfect administrative convenience. This separation indeed is, in the opinion of the Government of India, not only desirable but quite

essential for the proper management of the important works this class that now exist, or that may now probably be undertaken.

7. To bring about such a change, it would appear to the Government of India probable that the first step conveniently might be the appointment (with the sanction of the Governor General in Council) of the Chief Engineer for Irrigation Works in Madras, who might also be Under or Joint Secretary to the Government in the Public Works Department, in which at the same time a separate Irrigation branch could be formed. The first instructions to the Chief Engineer might be to visit in turn the several districts in which there are important Irrigation Works, and in concert with the Superintending Engineers, to draw up a plan for separating the Irrigation executive charges from the rest of the Public Works business. This could apparently be best done by transfers among the Officers actually now present in the several Ranges. The change could be made by degrees in the several districts, as the arrangements met with the approval of the Madras Government, without any convulsion or outside disturbance. If it were at first thought that the separation of the Irrigation Works could not be made in a perfectly complete form, then the best approximation that is possible might still be made with much probable advantage.

8. In respect to the districts especially covered with small tanks, it may be that some important change of system in the management of these works would be called for before such a severance could be effected. But a responsible head to the Irrigation branch of the Department being once appointed to give special attention to such questions, this and all other difficulties that may now appear insuperable or extremely great would, the Governor General in Council has little doubt, be found to be capable of solution.

9. The Governor General in Council would further suggest, for re-consideration, whether in conjunction with such changes some modification in the organization, of the Executive Establishment might not also be usefully introduced. In a branch of engineering where special knowledge is of such great importance, as in the case of Irrigation Works, and when that special knowledge cannot be imported from elsewhere, but must be gained on the works in India, it would appear essential to have a system of subordination under which the more experienced Officers should be in a position to guide and instruct the less experienced; and under which those with greater ability and more worthy of confidence should be placed in situations of greater responsibility and trust, than those of less ability and less worthy of trust.

10. To secure such a system the apportionment of duties and responsibilities should, in the estimation of the Governor General in Council, be on some such footing as is sketched out in the following remarks which are placed before the Government of Madras for consideration.

11. The lower professional grades, as a rule, should only hold subordinate, and not independent charges.

12. The Upper Subordinates and Assistant Engineers should, as a rule, be placed under the immediate supervision and control of the Executive Engineers.

13. The responsibilities of the Executive Engineers and the importance of their special charges, should be adjusted according to their known capacities.

14. The duty of the Executive Engineer should be the immediate supervision of the actual works of construction; but in carrying out details, such for instance as measurements and small payments to laborers, he should as far as practicable make use of his subordinates under suitable checks, and economize his own time for duties calling for the exercise of the special professional abilities which, from his position in the department, it may be presumed he will possess in a superior degree.

15. The duty of a Superintending Engineer would be to exercise a general professional control over the Executive Engineers, who, it must be presumed, will be persons of considerable experience and professional knowledge, who merely need general instruction and general supervision, to secure the satisfactory discharge of their duties.

16. A Superintending Engineer would be responsible that the actual works of construction are carried out in due accordance with sanctioned designs and estimates; but no exact or detailed interference with the accounts of the department need be required of him, the separate accounts branch having been specially created for this purpose.

17. The Superintending Engineer again should be responsible for the general character of all designs prepared by the Executive Engineers.

18. The Chief Engineer of Irrigation, it has been already suggested, should be also the Under or Joint Secretary to the Government in the Irrigation branch of the Public Works Department. He might either submit his proposals direct to the Government, or through the Secretary, as might be directed by the Governor in Council. This seems to the Government of India a matter of mere Office arrangement. He should also be responsible for the harmonious working of the details of the whole organization of his branch of the department. He should exercise a sufficient professional control over proposals made by the Superintending Engineers, and should be responsible to the Government for the character of all projects which he recommends for sanction. He should, in short, act generally as the professional head of his branch of the department in correcting what seems to him wrong, and in stimulating progress and improvement.

19. By holding the position of Public Works Joint or Under Secretary to the Government, the powers or responsibilities of the Chief Engineer of Irrigation would by no means be restricted. As Under Secretary, he would be the official exponent of the orders of the Government it is true, but this in no way would divest him of the special character he also had as Chief Engineer, or Chief Executive Officer of his branch of the department.

20. Advancement in a department constituted as the Governor General in Council would desire to see it, should take place solely on the grounds of professional capacity and general fitness, and adventitious conditions of Military rank should receive no more consideration than is compatible with the maintenance of the highest possible standard of efficiency in the department.

21. The Governor General in Council has been led to believe that, to say the least of it, the present organization of the Public Works Department, especially in relation to Irrigation Works, is not generally approved in the Madras Presidency, and the recent correspondence with the Revenue Board of Madras, on the subject

of the maintenance of this class of works, gives the strongest proof that this important body is far from satisfied with the existing condition of things. The Government of India can have no difficulty in attributing any dissatisfaction which is justified by the facts, to the defects of the present organization. He is confident that the Officers of the Public Works Department in Madras are not surpassed, either in ability or desire to do their duty, by those of any other Province, and would confidently look forward to the speedy removal of all valid causes of complaint on the adoption, in the Public Works Department at Madras, of the two great principles of the division of labor, and the fixing of complete personal responsibility, without attention to which, thorough administrative success is not to be attained in any branch of the public service. That a change in the direction suggested may be expedient under the altered conditions of the present time at Madras, can be no reproach. All institutions, as time goes on, call for modification, however well they may once have been adapted to their ends. And His Excellency in Council will hope that as the Madras Presidency has the honor of having produced some of the most remarkable and successful Irrigation Works in India, or indeed in the world, it may take an equally high position in relation to the administrative skill with which such works are managed, and their benefits made available to the community and extended as far as possible.

No. 97. ORDER THEREON, 4th September 1867, No. 2,723.

ESTABLISHMENT, No. 10.

Ordered that the following letter be despatched to the Government of India.

(Here enter No. 2,724, dated 4th September 1867.)

(True Extract.)

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

Proceedings of the Madras Government, Public Works Department,
16th October 1867.

No. 320. *Dated 16th October* 1867, *No.* 3,207.

Read again Proceedings of Government, Public Works Department, No. 2,723, dated 4th September 1867.

ESTABLISHMENT, No. 41.

Lieutenant Colonel Walker, R. E.
" " Anderson, R. E.
" " Foord, R. E.
Captain Ryves, R. E.

Mr. A. Wedderburn.
Honorable D. Arbuthnott.
Mr. G. L. Morris.
" G. A. Ballard.

1. Ordered that this letter be communicated to the Board of Revenue and to the Officers named in the margin, who will be requested severally to report their opinions on the efficiency or otherwise of the Department of Public Works as at present constituted, and to make such suggestions for its improvement or assimilation with the same Department in the other Presidencies as may occur to them.

2. The Board of Revenue will make their report after communication with the Collectors named in the margin.

(True Extract.)

Colonel, R. E.,
Secretary to Government.

To the Board of Revenue.
" Revenue Department.
To Lieutenant Colonel Walker, R. E.
" " " Anderson, R. E.
" " " Foord, R. E.
" Captain Ryves, R. E.

} With G. O. No. 2,723 of 1867.

Exd. S. T. Augustin.

Revenue 1867 Sept.
Pro of Govt for Octr
No. 2811.

Proceedings in the
P. M. Department.

Dated 16th } Octr
Received 17th } 1867.
No. 3207.

7.

Communicating to certain Offices letter from Govt of India relative to increasing the Executive Establishment of the P. W. D. of the Madras Presidency

No. 2464

RECORDED

No. 391-392