

Revenue (~~190~~) Department.

PRESS SERIES.

G.O., No. 593

DATED 19 July 1897

[Despatch Abstract.]

Revenue and Public Works Officers

Passing orders on the question of the relative positions of — in the management of Famine Relief works.

BACK PAPERS.

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Government (1897) of Madras. REVENUE.

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G.O., No. 593, 19th July 1897.

JULY.

Revenue and Public Works officers.

Passing orders on the question of the relative positions of — in the management of relief works.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 1st May 1897, No. 327 :—

Read—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 24th March 1897, Mis. No. 2209 :—

Read—the following G.O., Mis. No. 1408, Revenue, dated 13th March 1897 :—

Read—the following paper :—

From W. B. DEWINTON, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated Bellary, 8th February 1897, No. 3766-W.

I have the honour to report that from careful inspection of famine relief workers at work, I have come to the conclusion that it is quite impossible for a nursing mother to do the same task as an ordinary woman and that to make her do so severely handicaps the remainder of the gang.

I have, therefore, given instructions to my Division Officers that nursing mothers should be classed as $1\frac{1}{2}$ units instead of 2 until further orders and request that this action may be approved.

Endorsement by the Chief Engineer, Public Works Department, No. 854, dated 10th February 1897.

Transferred to the Revenue Department.

Order—thereon Mis. No. 937, Revenue, dated 16th February 1897.

Referred to the Board of Revenue for very early remarks. It should be ascertained whether the difficulty is experienced anywhere else and whether it is necessary to make the concession.

Resolution—dated 25th February 1897, Mis. No. 1496.

Communicated to the Collectors of the affected districts for very early report on the points indicated by Government.

2. The Board would suggest that on all points, not of a professional nature, that are connected with the administration of relief works, Superintending Engineers should be requested to address it direct.

Order—thereon Mis. No. 1408, Revenue, dated 13th March 1897.

Recorded.

2. Government think it will be more in accordance with the principles of the Code if communications come to the Board from the Collector and not from the Superintending Engineer.

(True Extract.)

(Signed) LIONEL DAVIDSON,
Under Secretary to Government.

To the Board of Revenue (R.S., L.R. and Agri.).
" Public Works Department.
" Local and Municipal Department.

Resolution—dated 24th March 1897, Mis. No. 2209.

Recorded.

2. It is presumed that the procedure pointed out by Government is that the Superintending Engineer should, in cases like the one under reference, communicate his views to the Collector and leave him to address the Board if necessary. It would appear that in the present case the Superintending Engineer issued orders without reference to the Collectors.

(True Copy and Extract.)

(Signed) R. V. SRINIVASIAH,
Secretary.

To the Secretary to Government, Revenue Department.

Read—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 5th April 1897, Mis. No. 2529 :—

Read—the following G.O., Mis. No. 1708, Revenue, dated 30th March 1897 :—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 24th March 1897, Mis. No. 2209.

Order—Mis. No. 1708, Revenue, dated 30th March 1897.

Recorded.

2. The Board's presumption is correct.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (R.S., L.R. and Agri.).
" Public Works Department.
" Local and Municipal Department.

Resolution—dated 5th April 1897, Mis. No.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Collectors of affected districts.

Read—also the following letter from H. A. STUART, Esq., Acting Collector of Bellary, to the Famine Secretary to the Board of Revenue, dated 29th April 1897, Ref. on E. and B. No. 868 :—

I have the honour to request the orders of the Board upon certain points of famine administration which arise from time to time.

2. The first and most important matter is the position of the Divisional Officer. When I joined the district I found that, in respect of relief works under the control of the Public Works Department, the Divisional Officer had no power and no authority, and that his interference was resented. Some improvement has since taken place, but the position is not yet satisfactory and requires to be more clearly defined.

3. In my view the Divisional Officer should be responsible for the administration of famine operations in his divisions, and if he is given responsibility, he must be given authority to issue orders and enforce them. But at present, except as regards kitchen management, he cannot give a single order to the subordinates employed on relief works. He may, for example, think more water-carts are necessary or he may find that more accommodation is required for persons who wish to live on the works. These are matters which demand prompt attention, but the Divisional Officer cannot secure this. He must write to the Collector, who is seldom at head-quarters; the Collector must address the Executive Engineer who also is usually on tour; the Executive Engineer sends the order to his Sub-Divisional Officer and the latter communicates it to the officer in charge of the work to which the Divisional Officer's report relates. Under the most favourable circumstances the time required by this circuitous process is not less than fifteen days, while it sometimes happens that the Executive Engineer thinks it necessary to demur to the orders of the Collector instead of giving immediate effect to them. Correspondence and delay follow and a month or more has gone before anything is done.

4. This deplorable method of procedure is caused by section 110 of the Famine Code, which requires that the Collector should issue all orders relating to the management of relief works through the Executive Engineer. The Collector indeed is in the same position as his Divisional Officer and is unable to give any orders direct to the officer in charge of a work. I cannot think that this was intended, and I strongly recommend that both Collector and Divisional Officer should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature. In that category, I include the following :—

- (i) The classification of relief workers by age.
- (ii) The reduction of the task of any particular gang.
- (iii) Arrangements for the supply of drinking water, including the conservation of wells and the digging of new wells.
- (iv) The provision of accommodation for persons who reside on the works including sanitary arrangements.

There may be other matters, but the foregoing are points that have actually come before me.

5. If Collectors and Divisional Officers are given these powers, copies of their orders should be communicated to the Sub-Divisional Officer and the Executive Engineer; and the latter should see that the orders are carried out. The question arises whether the superior officers of the Public Works Department should also have authority in these matters. I am of opinion that it is not desirable, for duality of control must lead to confusion. For example, the Revenue Divisional Officer may order the erection of 20 sheds for relief workers, and a few days later the Sub-Divisional Officer, Public Works Department, may, in ignorance of his revenue colleague's order or in disregard of it, issue instructions for the erection of not more than 15 sheds. The inevitable result will be that the officer in charge will either obey the officer of his own department or play one off against the other. The supervising officers of the Public Works Department have, in my opinion, quite enough to do in directing the technical part of the work, checking the amount of work done, and testing the muster-rolls, and it would be better for all concerned if the non-technical details were left to the Revenue officer.

6. I do not propose that Tahsildars should be empowered to give orders direct to officers in charge of works; it will be sufficient if, as now, they report defects in management to the Divisional Officer.

7. Another matter on which I solicit the Board's ruling is, the power of the Executive Engineer to issue orders directing general deductions from the task. The Code allows such a deduction when work is interrupted by storms, and the Board has sanctioned a deduction for time occupied in walking from distant villages and in re-organization of gangs; but I do not think that it is within the power of Engineer to sanction similar deductions without any reference to the Collector or the Board. I need hardly add that any representations on such matters would always receive most careful consideration, but the Collector is responsible for the famine administration, and important radical changes of this nature should not be made without his approval.

8. Finally, there is the difficulty of punishment of Public Works subordinates. As a rule I would leave this to the Executive Engineer, but I consider that the Collector should have power to overrule that officer when he is of opinion that the punishment inflicted is inadequate. The Code (section 94) lays down that, as regards general arrangements, the Public Works Officers are under the orders of the Collector, and the Government has more than once laid stress upon this relationship most recently in paragraph 9 of G.O., No. 216, Revenue, dated 30th March 1897. But authority without power to secure punishment is a phantom and the limited measure of control which I now propose seems to me necessary to ensure due regard being paid to the Collector's orders. The mere knowledge that the Collector had such power would probably be quite sufficient: he would seldom have to exercise it.

9. I have already addressed the Board on the position to be assigned to Superintending Engineer in respect to famine-relief operations and it is not necessary for me to repeat my arguments here.

10. In conclusion I request the favour of very early orders. There are now between 60,000 and 70,000 people on relief works in this district and the labour and difficulty of controlling operations are increasing. It will greatly facilitate our work if the position of the several officers is clearly defined, so that each may know what duty he has to do and what powers he may exercise.

Resolution—dated 1st May 1897, No. 327.

Submitted for the very early orders of Government.

2. In his letter read above, the Collector of Bellary asks that the relative positions of Revenue and Public Works Officers may be more clearly defined, and that Collectors may be given power to punish subordinates of the Public Works Department, and he also asks whether Public Works Officers have power to issue orders directing general deductions from tasks which are not provided for by the Code or specific orders. The position of a Superintending Engineer in all but purely professional matters has been laid down in G.O., No. 1708, dated 30th February 1897.

3. The Collector points out that, while he is held solely responsible for the proper administration of relief within his district, and officers of all departments employed on famine duty within the limits of his district are directed to take their orders from him on all points not strictly professional (sections 24 and 94 of Famine Code and G.O., No. 216 of 1897), he is practically deprived of all power over subordinates of the Public Works Department by section 110, Famine Code, which requires him to issue all orders to such officers through the Executive Engineer of the district; that Divisional Officers, who are responsible for the proper administration of relief within their charges, are even more helpless, as they have to move the Collector to issue orders through the Executive Engineers to the Public Works subordinate concerned; and that in consequence matters requiring prompt attention are often not attended to till a month has slipped by. He therefore asks that Collectors and Divisional Officers should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature; that the superior officers of the Public Works Department should be responsible for seeing that all such orders, copies of which are

communicated to them are carried out; and that, with a view to avoid the confusion that dual control must always involve, officers of the Public Works Department superior to an "officer in charge of works" should issue no orders to their subordinates, except those of a technical nature.

The mutual relation of Revenue and Public Works Officers is more clearly defined in the Bombay Code than in the Code in force in this Presidency. Section 38 of the Bombay Code reads:—

"(a) Every Executive officer of the Public Works Department, employed on relief works, shall be subordinate, as to all matters not strictly professional, to the Collector.

"(b) Officers of the Public Works Department, below the rank of Assistant Engineer, shall be subordinate, in the same manner, to the Sub-Divisional Officer.

[Note.—Sub-Divisional Officer in Bombay (where Divisional Commissioners are to be found) = Divisional Officer in Madras.]

"(c) The Divisional or the Famine Commissioner, as the case may be, may give Civil Officers, below the rank of a Collector, the authority of a Collector by standing in the service and by discretion."

The Board is of opinion that the difficulty pointed out by the Collector is a very real one, and that the principles of the Bombay Code should be adopted in this Presidency, section 110 of the Madras Famine Code being so amended as to authorise Collectors and their Assistants to issue orders in all cases not of a purely technical nature direct to all officers of the Public Works Department below the rank of Assistant Engineer. The Board sees no reason, at present, to place officers of the grade of Assistant Engineers under the orders of Divisional Officers, unless an Assistant Engineer happens to be an "officer in charge of a work" (section 94, Famine Code).

The Bombay Code further seems to provide for the attention of officers of the Public Works Department being devoted entirely to professional matters. Section 39 thereof reads:—

"(a) The Executive Engineer of a district shall be jointly responsible, with the Collector, for seeing that relief works do not fail in their object.

"(b) If he sees any shortcomings or any reasons for alarm, he shall report them to the Collector, even though they may not lie within his special sphere."

The Board is of opinion that all Executive Officers of the Public Works Department should confine themselves to purely technical and professional matters, and that in all other matters they should, as has been already directed in the case of Superintending Engineers in G.O., No. 1708, dated 30th February 1897, report to Collectors for the issue of the necessary orders.

4. As the Collector points out, authority without power to secure punishment is a phantom, and the Board would recommend that so long as Famine Relief operations shall be carried out in a district, the Collector shall have the same power over officers of the Public Works Department as a Superintending Engineer.

5. The Board considers that Public Works Officers have no power to direct any deductions from the task, except such as are directed by the Famine Code or any special order of Government or the Board. If an Engineer consider other deductions necessary, he should address the Collector for orders, and the latter officer will then, if necessary, seek instructions from the Board.

(True Copy and Extract.)

(Signed)

L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Collector of Bellary.

" Collectors of other affected districts.

READ—also telegram from the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 21st May 1897.

ABSTRACT.—Requesting early orders on Board's Proceedings, No. 327, dated 1st May 1897 regarding famine administration.

READ—also the following Memorandum of the Public Works Department, dated Ootacamund, 22nd May 1897, No. 305-D. :—

Read—the following letter from W. B. DEWINTON, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated Ootacamund, 20th May 1897, No. 1110 W. :—

With reference to paragraph 14 of this office No. 979, dated 14th instant, I have the honour to invite your attention to G.O., No. 216, Revenue, dated 30th March 1897, communicated to this department in G.O., No. 1046 W., dated 14th April 1897, and to point out that its effect is to greatly increase the interference of the Revenue Department with relief works in charge of this department and all the evils attendant thereon.

2. The Collector of Bellary, acting upon the above-quoted Government Order has issued a circular in which the control of this department over relief works is practically ignored and interference by subordinate Revenue officers with nearly every detail of the work is emphatically enjoined. He ignores the Executive Engineer in charge of the division altogether, and directs that the overseer in charge of a work "is empowered to reduce a task, subject to the sanction of the Collector or the Revenue Divisional officer," and that Revenue Divisional officers are empowered to order a reduction of the task in any case without reference to the Collector or Executive Engineer.

3. I must, respectfully but most emphatically, again protest against this reduction of the Executive Engineer to a nonentity, and the exaltation of the Revenue officer to his proper position. It destroys discipline, bringing the Executive Engineer into contempt in the eyes of his own subordinates; it produces confusion, because our overseers have to serve half a dozen masters, and know not whom to obey; it places the power of reducing tasks, remitting fines, &c., into the hands of men who are absolutely ignorant on the subject, because they have had no previous training in it; and it takes that power out of the hands of men who are experts in it, because the supervision of labour and all its accompanying duties has been their daily duty for years. Finally it places my officers in a most galling and intolerable position, in which, I most respectfully submit, they by no means deserve to be placed, for, I cannot too often repeat, that, while the Revenue Department has been talking and writing, we have been working, and while Government is reading the fortnightly narrative of Collectors, often complaining without just grounds of the failings of this department, my officers and subordinates have been working strenuously all day and often half into the night in their endeavours to cope with the very heavy task set before them. To my officers belongs the credit of the whole organisation of relief works, and to them that organisation in its entirety may be left with absolute safety.

I beg that you will be good enough to lay this protest before Government.

MEMORANDUM.

Transferred to the Revenue Department in continuation of Endorsement No. 250-D., dated 17th May 1897.

To the Secretary to Government, Revenue Department.

READ—also Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 30th May 1897, Mis. No. 3880.

ABSTRACT.—Submitting report of the Collector of Bellary as to the attitude of the Public Works Department towards the Revenue Department and soliciting early orders on Board's Proceedings, No. 327 of 1897.

READ—also Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 11th June 1897, Mis. No. 4246.

ABSTRACT.—Submitting to Government, in continuation of Board's Proceedings, dated 30th May 1897, Mis. No. 3880, endorsement from the Collector of Bellary submitting copy of letter from the Executive Engineer, Bellary Division, in the matter of the issue of orders for the increase of allowance for lead for metal collection referred to.

READ—also Note by the Chief Engineer for Irrigation No. 248-D., dated 17th May 1897.

The questions raised in these papers are very difficult to answer, but I am sorry that I cannot agree with the suggestions of the Board of Revenue. It is laid down in the Famine Code that matters of professional and technical character are to be left to this department, but it is a question what professional details mean. It was only lately that I represented that the establishment necessary to carry out an engineering work was a professional matter, but I was overruled; I am also of opinion that providing huts, arranging for water-supply, &c., are also professional matters, but the Collector of Bellary seems to think otherwise. The present system of dual control is no doubt most objectionable and is in some cases likely to lead to friction, though with officers possessing tact and judgment this should not be the case. I may mention that till lately famine operations in the Bellary district were carried on very smoothly and that in the Cuddapah district as far as I know there has been no friction. It is only in the Kurnool district and in the Bellary district since the last few months that there have been any difficulties.

With the exception of gratuitous relief, famine kitchens, relief to weavers and such like, the whole operations of famine are engineering ones and as such should, in my opinion, be entirely under the Public Works Department and this department and not the Revenue Department should be responsible that these works are properly carried out, and I would therefore make the Superintending Engineer and not the Collector responsible for loss of life on relief works. The Collector would still be responsible for the loss of life in his district and he would give orders when relief works were to be started and he would be responsible that suffering people were employed on these works; but once they were on their works, the Public Works Department would be responsible for their lives and the officer in charge would have entire control of everything connected with these works, including hutting, water-supply, and also control over the paying agency employed by the Civil Department. In fact as regards the execution of works I would rather make the Revenue Department subordinate to that of the Public Works Department instead of its being the other way as at present. To do this it would of course be necessary to increase the number of superior officers in the Public Works Department, and I would have two Superintending Engineers for each of the I and III Circles instead of one as at present.

As I have said before, relief works are almost entirely of an engineering character and it stands to common sense that a Public Works officer who has been carrying out works for years knows more about tasks, the condition of the ordinary cooly and their manners and customs than a Revenue officer who has perhaps never seen a work in progress in his life. I have myself been in charge of different sorts of works for over 25 years and I can confidently say that 20 per cent. of the coolies employed on these works would, if now seen on works in the Ceded districts, be declared by any one unacquainted with works at ordinary times to be suffering from the famine, while a Public Works officer would know better.

Surely a Public Works officer is a better judge of what is a suitable task to exact from a cooly than a Revenue officer; he is also better able to judge of the accommodation required for a gang and what quantity of water should be laid on.

I am of opinion that the famine has been wrongly managed from the beginning and that if the south-west monsoon fails, the present system must break down. Some large works should have been started under the Public Works Department, and smaller works under the Revenue Department. The large works should be entirely under the Public Works Department without any interference whatever on the part

of the Revenue Department except that it would supply the paying agency which would be under the supervision of the Department of Public Works. The Superintending Engineer would be responsible for the lives of those on relief works, but the Collector would still be responsible for the lives of those in his district, and it would therefore be his duty to see that distressed persons were sent to relief works for employment.

The suggestion of the Board of Revenue that the Collectors should have the powers of a Superintending Engineer over the Public Works officers employed on famine is a most extraordinary one and I do not like to think of what would be the results of such a system and I believe the suggestion must have been made without due consideration. As regards the question asked in the notes I would reply as follows:—

(a) The works should be divided into large and small, the former should be entirely in charge of the Public Works Department without any interference of any sort on the part of the Revenue authorities except that it will supply the paying agency which will be under the supervision of the superior officers of the Public Works Department, and as authority without power is said to be phantom, the Superintending Engineer or Executive Engineer on the work must have the power of punishing the men employed on paying.

The small works should be entirely in charge of the Revenue authorities, Public Works subordinates being lent to them if necessary, and they would have entire control over these subordinates.

(b) On large works the Executive Engineer should have the power of ordering reduction of tasks subject to the approval of the Superintending Engineer. It is absurd to suppose that tasks can be laid down in Madras or by any one except an officer on the work.

(c) The Collector should have nothing to do with officers or subordinates employed on large works, but he can fine those lent to him for employment on small works as much as he pleases.

Since writing the above note I have received the enclosed report from the Superintending Engineer, III Circle, which I request, may be carefully read as it supports all the suggestions I have made. I wrote from the experience I had of the famine in Ganjam in 1889 and in Chingleput in 1891. I was Superintending Engineer in both cases. Mr. DeWinton now writes from his experience of the present famine.

Order—No. 593, Revenue, dated 19th July 1897.

Miscellaneous.

The papers read above relate to the relative positions of the Revenue and the Public Works Departments in regard to famine-relief works. In paragraph 9 of its order, No. 216, dated 30th March 1897, the Government has ruled that the Public Works staff engaged in connection with relief works is under the control of Collectors in all but technical matters, but as the existing provisions of the Famine Code have not yet been modified and brought into conformity with this ruling, there is often considerable delay in the enforcement of orders issued by District and Divisional officers; misunderstanding leading to considerable friction between the officers of the two departments appears also to have arisen as to what should be regarded as technical matters. It is therefore necessary to issue precise instructions and to define the spheres of the two departments in regard to relief works.

2. The Collector of Bellary points out that as section 110 of the Famine Code stands at present, the Collector cannot issue any orders direct to the officers in charge of relief works but should communicate them through the Executive Engineer, that Divisional officers cannot introduce any desirable change in the details of these works without first addressing the Collector who again has to move the Executive Engineer

to issue the necessary orders, and that in consequence matters requiring prompt disposal are often not attended to till after considerable delay. He therefore proposes that the section should be modified so as to enable Collectors and Divisional officers to issue their orders direct to officers in charge of works whenever they consider this necessary, communicating copy thereof to the Executive Engineer or the Sub-Divisional officer as the case may be; and that with a view to avoid conflict of orders, the superior officers of the department should be debarred from issuing to officers in charge of works any independent orders of their own which are not strictly of a professional nature. In submitting these proposals to Government the Board of Revenue draws attention to the provisions of section 38 of the Bombay Famine Code and suggests that, as in that Presidency, the executive officers of the Public Works Department should be directed to confine themselves to matters which are purely technical and professional and that on all other points the Public Works staff engaged in connection with relief works should be under the control of the Revenue Department; it also endorses Mr. Stuart's contention that "authority without power to secure punishment is a phantom" and recommends that so long as relief operations are carried out in a district, Collectors should have the same power over the officers of the Public Works Department that the Superintending Engineer has.

3. The Chief Engineer, to whom these proposals were referred for remarks, is of opinion that the present system of dual control is objectionable and in some cases likely to lead to friction, but is altogether opposed to the Board's proposal of subordinating the Public Works staff to the Revenue Department. He considers that Revenue officers do not as a rule possess sufficient knowledge to be in a position to issue orders to Public Works officers on such technical points as the adjustment of tasks, provision of huts, arrangement of water-supply, &c., and suggests that large works should be left entirely in charge of Public Works officers without any interference on the part of the Revenue Department, which should confine itself to the other branches of relief administration and to the execution of petty works.

4. The Government has given this matter its most careful consideration and is of opinion that the Board's proposals must in the main be given effect to. It is settled that the control of and responsibility for general famine relief must in every district rest with the Collector, and it is therefore impossible to deny him the right to control the management of relief works whether large or small. Indeed it seems more necessary that he should have this right in regard to large works than in regard to small works as most of the relief in the affected districts will, under recent orders, be in future concentrated on the larger works.

5. The Chief Engineer's proposal to place large works entirely under the Public Works Department has the merit of simplicity, but it is wholly unsuitable as the real object in view is not so much the execution of the works as the saving of life. Though a Public Works officer who has been carrying out works for years ought to know more about tasks and the condition of the ordinary coolies than a Revenue officer, it does not necessarily follow that he will set proper tasks for famine labourers or that he knows as much of their manners and customs as the Revenue officer does. It is therefore necessary in the public interests that the Public Works staff employed in connection with relief works should be subordinated to the Revenue Department.

6. His Excellency the Governor in Council accordingly resolves to direct that the principles contained and the procedure prescribed in sections 38 and 39 of the Bombay Code be followed in future by Revenue and Public Works officers and that the Collector of the district (but he alone) shall have the same powers of punishing the Public Works staff in charge of, or employed on relief works, that the Superintending Engineers have. It must be distinctly understood that the Executive officers referred to in section 38 are officers in actual charge of works or employed in immediate supervision of their execution, not the controlling and other officers of the department such as the Executive Engineer not so employed. It will be the duty of these latter, however, to see that the requests made by the officers of the Revenue Department are promptly carried out and to bring to the notice of that department shortcomings noticed by them in the administration of relief. The superior officers of the Public

Works Department will restrict their control and supervision of relief works to technical matters, and will not introduce any change in respect of such matters as the following except with the approval of or in consultation with the Revenue Department:—

- (1) Adjustment of tasks (provided for in section 107 of the Famine Code).
- (2) Provision of hutting accommodation.
- (3) Arrangement of water-supply.
- (4) Sanitary and conservancy arrangements.

7. While issuing instructions in accordance with the above orders, the Famine Commissioner will impress upon Collectors that needless interference with Public Works officers employed on relief works is to be deprecated and that, as a general rule, these should be left to carry out the works in accordance with the provisions of the Famine Code and the orders of the Board and Government. Experience has shown that interference on the part of Revenue officers may sometimes be necessary and their right to do this is now fully recognised, but it is very inadvisable that Public Works officers should be so interfered with in the discharge of their duties as to be made to lose heart or cease to take an interest in their work. The Famine Commissioner will also impress upon Collectors that the power now given them of punishing Public Works subordinates in charge of works should be used with tact and discretion, and as sparingly as possible.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Famine Commissioner.
" the Public Works Department.

End. Shaik Karim.

70 Copies.

REVENUE DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 593, REVENUE, DATED
19TH JULY 1897.

*From the Board of Revenue (Revenue Settlement, Land Records and Agriculture),
No. 327, Press, dated 1st May 1897.*

(Subject-Position of the Revenue and Public Works officers in connection with relief works.)

To Secretary—

Three points are submitted by the Board of Revenue for orders at the instance of Mr. H. A. Stuart, the Collector of Bellary.

A.—The relative positions of the Revenue Divisional officers and of the Public Works officers in charge of relief works.

B.—The power of the Executive Engineer to order general reductions of tasks.

C.—The necessity for empowering Collectors to fine Public Works subordinates employed in connection with relief works.

2. As section 110 of the Famine Code stands at present, the Collector cannot issue any orders direct to the officers in charge of works, but should communicate them through the Executive Engineer; and Divisional officers cannot introduce any desirable change in the details of relief works without first addressing the Collector, who again has to address the Executive Engineer requesting him to direct the officer in charge to introduce the change proposed. This circuitous process involves considerable delay, and it is certainly necessary that Collectors and Divisional officers should be empowered to communicate their orders on subjects of a non-professional character direct to the officers in charge of works, sending copies thereof to the Executive Engineer and to the Sub-divisional officer whose duty it should be to see that the orders are carried out. Further, to avoid conflict of orders, it will be necessary to direct that the superior officers of Public Works Department should not issue any orders except of a technical nature to their subordinates employed in connection with relief works and that these should look to the Collector and the Revenue Divisional officers for orders on such points as provision of shelter, classification of labourers, etc.

3. In this connection, the Board draws attention to the provisions of the Bombay Code which define clearly the relative positions of the Revenue and Public Works officers. Under paragraphs 38 (a) and (b) of this code, every executive officer of the Public Works Department employed on relief works is subordinate to the Collector on all matters not strictly professional and, if below the rank of Assistant Engineer, is also subordinate to the Revenue Divisional (Sub-divisional in Bombay) officer. Under paragraph 38 (c), the Divisional or the Famine Commissioner may give Revenue Sub-divisional officers the authority of a Collector over Assistant Engineers employed

The Bombay Code is, I submit, much more definite than ours on points which are practically important and its provisions in respect of the matter now in question are admirable. Chapter VI is far better than our Chapter VII.

G. STOKES.
11-5-97.

in their charges. The Board of Revenue is of opinion that these principles should be adopted in Madras, and that Collectors and their Assistants should be empowered to issue orders on subjects that are not professional direct to all Public Works officers below the rank of Assistant

Engineers. The Board would also place officers of the grade of Assistant Engineers, if in charge of a relief work, under the orders of the Revenue Divisional officer, but not otherwise.

The Chief Engineer's proposal to place large works wholly under the Public Works Department has the merit of simplicity, but it is unsuitable because the real object in view is not the carrying out of work, but the saving of life. It would be impossible, as the Chief Engineer proposes, to hold the Superintending Engineer responsible for the lives on the works, and the Collector responsible for the lives in the district. Unpleasant, as it admittedly is for the Public Works Department, it is a necessity that the Public Works Department should be subordinated to the Revenue Department.

For these reasons, which are the same as those given in other words by the Hon'ble Mr. Grose, I agree with the Board.

At the same time it is very undesirable that the Public Works Department officers should be so interfered with as to be led to lose heart or to cease to take interest in their work. The Collectors should have the power it is proposed to give them, but they should use it as sparingly as possible. If, therefore, the Bombay Code powers are accepted, it should be understood that those powers should be exercised with tact and discretion. Interference on the part of the Revenue officers may sometimes be necessary, and therefore the power of interfering must be given them. But needless interference will do more harm than good.

A.E.H.
31-5-97.

The Board should be requested to issue orders with as little delay as possible.

A.E.H.
31-5-97.

I agree generally, but I do not at all like the proposal to give the Collector power to punish Public Works Department subordinates. By "the Collector," I presume that the Divisional officer is meant. If not, I do not see what good will be effected by this extreme measure, which will naturally be most offensive to the whole Public Works Department, for our districts are so large that the Collector cannot hope himself to visit each work and see what is going on oftener than once every two or three months, if so often, so that the power, if confined to him, would be of no practical use. If so, I fear that, unless a change is effected in the *personnel* of the Divisional officers, most serious friction will result and more harm by far will be done than good. This change will, in fact, be necessary for another reason, quite apart from the power to punish Public Works Department subordinates. It is proposed (and I confess I think rightly) to allow Divisional officers to issue orders to the Public Works Department officers in charge of works in regard to all matters not technical. Now in the Deccan districts we have about fourteen or fifteen Divisional officers, of whom three only are Europeans, Mr. Lloyd included. Of the remainder, who are all natives, no less than nine are Acting Deputy Collectors only, that is, are very junior men. Even if they were senior men, friction would be sure to result from their issue of orders to Public Works Sub-Engineers and Supervisors, who are men of some standing, and even to Public Works Overseers. I feel sure that many men of this class, who are Europeans and Eurasians, simply will not take orders from junior Native Deputy Collectors. I doubt if they would from senior men of the class. They would no doubt obey, though perhaps with some grumbling and reluctance, orders given by Europeans. It will be necessary therefore, I think, to supersede all or almost all these Native Divisional officers by Eurasians drafted from other districts. If not I fear that one of two things must happen—either the Divisional officers won't give orders or the orders they give won't be obeyed and there will be much trouble.

H. W. B[LISS].
31-5-97.

Note.—When the draft (see pages 7—9 below) prepared in accordance with the above decision was sent to the Public Works Department, the Chief Engineer recorded the following note.

PUBLIC WORKS DEPARTMENT.

Note by the Chief Engineer and Secretary to Government, Public Works Department, No. 739 D., dated 7th July 1897.

As head of the Public Works Department and a servant of Government I think it my duty to acquaint the Government with my views as to the effect of the proposed order as I feel convinced that it will make matters far worse than at present.

-2. With reference to the remarks of the Hon'ble Mr. Grose to the effect that I am not aware of the difference between ordinary works carried out by ordinary coolies and relief-works, I beg to submit that I am quite well aware of the difference.

J.G.
As, during my service, I have had considerable experience both of ordinary works and relief-works; and I am still of opinion that a Public Works officer knows more of the ordinary task to be demanded from an ordinary cooly than a Collector does and that consequently he is in a better position to suit the task according to the condition of the famine cooly; there is absolutely no reason to apprehend that a Public Works officer has less common sense than a Collector or that he is more hard-hearted and unsympathetic. The other extreme of being too weak and soft-hearted is likely to lead to serious consequences as it demoralises the people and causes needless waste of money and there is no department more capable of striking the correct mean than the Public Works Department. It seems to me a most extraordinary notion that because the Public Works Department has been accustomed to deal with ordinary coolies on ordinary works that it should not be considered capable of dealing with coolies on relief works. It might quite as well be said that a Revenue officer who had been in the habit of

collecting the revenues of a district for years is not fit to do so during seasons of failure of crops as he would be too hard-hearted and unsympathetic and therefore

during these seasons the work should be done by the Salt or Police or some other department.

3. I think I was quite justified in saying that the famine works had been wrongly managed from the beginning by the fact that the Government is now trying to alter the system hitherto in force and have a few large works on which coolies could be massed instead of a vast number of scattered small works. In my tour report I have shown that if the famine becomes widespread and the relief-works are managed as hitherto, more than 1,600 upper subordinates will be required, and surely a system that necessitates such an immense amount of supervision cannot be called correct.

J.G.
It does not follow that the system considered right at the beginning of a famine will be right after it has been confirmed and become extensive.

4. By the proposed order the Collector and Divisional officers can issue orders direct to the subordinates in charge of relief works apparently on all subjects, while the Executive Engineer is debarred from giving orders to his own subordinates except on strictly professional matters (which have not been clearly defined). By this order the Executive Engineer is reduced to a non-entity and it becomes absolutely impossible for him to maintain discipline on the works: moreover the subordinate has to serve two masters. He may receive one order from the Collector which may clash with one given by the Executive Engineer even though the former order may be on a non-professional subject, and the result may be that he is fined by both officers. I think it will be far better, if this order is to hold good, that the Executive Engineer should have nothing to do with the work and the Collector took entire management

with the help of subordinates left by this department; the latter would then not have to serve two masters. I feel perfectly convinced that the present friction which is so much to be regretted will be

immensely increased by the proposed order: the clause regarding needless interference will, I am afraid, have little effect on the Native Revenue officials or even with others

G.S.
8-7-97.

who are over-zealous. I feel sure there is not an officer in the department who would object to the Collector visiting a work and discussing and arranging matters with him, but when Deputy Collectors, Deputy Tahsildars, Revenue Inspectors and others give orders regarding works in charge of an Executive Engineer, it is most galling to the latter, and it is still worse when a Collector acts on complaints made by his subordinates, who are only too glad to try and show their zeal by finding fault with the work

The Divisional officers (and Collectors too for the matter of that) in the famine districts are a very junior lot. I pointed this out in my note of 31st May 1897. Have we by the way had complaints of friction otherwise than from Bellary? I do not remember any. If not, it is worth consideration that, as I have pointed out before, Mr. H. A. Stuart's administrative and executive experience is extremely small.

H.W.B.

to them as to those of the Board of Revenue in accordance with whose views the order seems to have been drafted. I have done all I can and the results of the proposed system must be awaited. What they will be I hardly like to contemplate. I think it advisable that I should explain what I consider would be the best manner of carrying out relief-works. The Bombay Code contemplates the division of relief-works into large and small, the former being in charge of a Public Works officer assisted by a Civil officer if possible, the latter to be in charge of the Collector, and my proposals which are as follow are almost similar:—

First.—Large works should be concentrated as far as possible, not more than about twelve works being carried on in each district.

This is the system of Professional Agency and Civil Agency works which proved such a fiasco in 1877.

G.S.
8-7-97.

Second.—The distressed persons should be made to resort to these works, the arrangement for their conveyance and keep while travelling being entirely under the Revenue Department.

Third.—These large works * should be entirely under the Public Works Department assisted, if necessary, by a civil officer, who should be under the orders of the Executive Engineer in charge of the work, who, however, would not have the power of punishing or censuring him except through the Collector.

* By large works, I mean works costing $\frac{1}{2}$ lakh and more.

I am not at all sure that Colonel Campbell is not right. I am afraid, however, that a complete change of system at the present juncture would make confusion worse confounded. For the present, I think we must try to rest on existing lines. But Colonel Campbell's suggestions are worthy of most careful consideration when the Famine Code is revised, as of course it must be after the famine is over.

H.W.B.

Fifth.—These small works should be restricted to deepening village tanks, repairing village roads, clearing prickly-pear, forest works and minor irrigation works.

5. By this arrangement I firmly believe that everything would work smoothly and be carried on much better than at present. The Revenue Department have now quite as much as, if not more than, it can do satisfactorily. The distribution of gratuitous relief is alone a duty that requires the most careful supervision, and if the Revenue Department look properly after that and also after kitchens, poor houses, as much as they can do satisfactorily, and interference with the work of the Public Works Department only adds to their work, does no good and causes endless friction and dissatisfaction.

of another department. It may be stated as a general rule that the Revenue officials are far younger and junior in service to those of the Public Works Department which tends to make interference on the part of the former more distasteful. My remarks are actuated entirely by a sense of the responsibility I owe to Government in my capacity as head of the Public Works Department, and I trust therefore they may have as much consideration given

6. I would call attention to the orders issued for the guidance of officers employed on relief works in the North-West Provinces and Oudh issued with G.O., No. 14, Revenue, dated 9th January 1897, from which it will be seen that the Collector has not much control over relief-works which seem to be left almost entirely to the Public Works Department.

J.G.
11-7-97

(Signed) D. McN. CAMPBELL, Col., R.E.,
Chief Engineer and Secretary to the Government.

It seems impossible for the two departments to work harmoniously together. It seems also essential to have one head of relief in the district and that that should be the Collector. It has occurred to me that a solution of the problem might be found

This is a big subject which cannot be disposed of now. We must hear what the Chief Engineer says about it.

J.G.
11-7-97.

Yes. See also my remarks above on Colonel Campbell's suggestions.

H.W.B.
12-7-97.

in taking the Public Works Department officers out of the Public Works Department for the time and placing their services at the disposal of the Famine Commissioner or Revenue Department for employment on relief works. They might be taken with their establishments. In this way they would be unable to look to the Superintending Engineer and their usual departmental connections and would probably work well.

G.S.
8-7-97.

Extract of Paragraphs 3, 5 and 6 of the Draft Order.

3. The Chief Engineer, to whom these proposals were referred for remarks, is of opinion that the present system of dual control is objectionable and in some cases likely to lead to friction, but is altogether opposed to the Board's proposal of subordinating the Public Works staff to the Revenue Department. He considers that Revenue officers do not, as a rule, possess sufficient knowledge to be in a position to issue orders to Public Works officers on such technical points as the adjustment of tasks, provision of huts, arrangement of water-supply, etc., and suggests that large works should be left entirely in charge

I don't think I would mention this aspect of the case. Of course, Government does take into consideration matters of the kind, but not, I think, in this public way. Publicly all that Government has to consider is that officers have to obey orders, whether distasteful or not.

H.W.B.

I think it will be better to omit this last sentence.

J.G.
14-7-97.

I agree.

A.E.H.
17-7-97.

of Public Works officers without any interference on the part of the Revenue Department, which should confine itself to the other branches of relief administration and to the execution of petty works. It also appears from the third of the papers read above and from other communications received by Government from officers of the Public Works Department and disposed of by separate orders that the idea of working in subordination to a non-professional department is highly distasteful to these officers.

5. The Chief Engineer's proposal to place large works entirely under the Public

I don't think I would say this. The Public Works Department almost invariably works through contractors and knows almost nothing about the condition of the ordinary labourers with which it does not ordinarily come into direct contact.

It would be safer, too, to say "ought to know" instead of "knows".

H.W.B.

The sentence should be retained, but "ought to know" is better than "knows".

J.G.

14-7-97.

I agree with the Hon'ble Mr. Grose.

A. E. H. [A.V.E.LOCK].

Omit []

H.W.B.

A.E.H.

J.G.

I think this goes too far. If this power is given, even though limited, to the District Collector, every Public Works officer in the Presidency will be set against the Government and a great deal more harm than good will be done. I cannot agree to it. Moreover, if the Collector keeps a civil tongue in his head and speaks to the Public Works subordinates in the charge of works in a friendly way, he does not need any such power. It will be quite enough if these men are made to understand that the *onus* of not complying with the Collector's orders will lie upon them. The Collector's orders will, by the way, must always be in writing—*teste* the misunderstanding between Mr. Gillman and the Engineer student. Which of these officers is in the right as to what happened, it is impossible to say. But I have no doubt that each believes he has given a correct account. There ought to be an inspection book on each work in which every inspecting officer could record his remarks, and no remarks not so recorded should be acknowledged.

H.W.B.

I have thought over the matter again, but I think it is necessary to give this power to the District Collector. Otherwise we cannot hold him "responsible".

J.G.

14-7-97.

I agree with the Hon'ble Mr. Grose.

A.E.H.

17-7-97.

*I think we should add: "This power is limited to the District Collector". This will cause delay, but not much, and will cause less harm than giving the power to junior acting Deputy Collectors in charge of divisions.

J.G.

A.E.H.

Works Department has the merit of simplicity, but it is wholly unsuitable as the real object in view is not so much the execution of the works as the saving of life. Though a Public Works officer who has been carrying out works for years ought to know

^{knows} more about tasks and the condition of the ordinary coolies than a Revenue officer, it does not necessarily follow that he will set proper tasks for famine labourers or that he knows as much of their manners and customs as the Revenue officer does. It is therefore necessary in the public interests that the Public Works staff employed in connection with relief works should be subordinated to the Revenue Department [unpleasant though this admittedly is for the Public Works Department].

6. His Excellency the Governor in Council accordingly resolves to direct that the principles contained and the procedure prescribed in sections 33 and 39 of the Bombay Code be followed in future by Revenue and Public Works officers and that the Collector of the district (but he alone) shall have the same powers of punishing the Public Works staff in charge of, or employed on, relief works, that the Superintending Engineers have.*

† I think we should add "such as the Executive Engineer". Mr. Stuart thinks he is the Collector's subordinate, and it seems necessary to say distinctly that he is *not*.

J.G.

H.W.B.

A.E.H.

‡ Why not say "requests made"? The meaning is the same, but the words will not irritate as much.

J.G.

H.W.B.

14-7-97.

A.E.H.

17-7-97.

§ I am not sure about (1). Mr. Stuart speaks of classification of children according to *age*. Engineers should have power as to the classification of *gangs*.

H.W.B.

J.G.

A.E.H.

I think (7) should be limited. The Collector should be consulted as to the number of overseers, etc., employed, but not as to their clerical staff which has been settled.

J.G.

H.W.B.

A.E.H.

I am very doubtful about (2). Surely the questions of leads, amount to be excavated, etc., are hardly matters in which an Acting Deputy Collector is qualified to overrule a Public Works officer.

H.W.B.

Yes, but changes in tasks, etc., should not be made without the sanction of the Collector. Section 107 and the draft is only to the effect that Engineers are not to introduce changes without the approval of the Revenue Department. As to (3), what is meant by introducing a change as to "enforcement of fines"? I think it will be best to mention (4), (5) and (6) only. The list is not, and does not pretend to be, exhaustive.

But see observations on the draft.

J.G.

11-7-97.

See remarks on the draft. I cannot concur with this order as it stands.

H.W.B.

12-7-97.

I concur with the order as amended. It should issue at once, and not wait for the reply of the Board to the Chief Engineer's protest, which is, I believe, to be sent to the Board for comment.

A.E.H.

17-7-97.

Issue as amended.

G.S.

19-7-97.

It must be distinctly understood that the executive officers referred to in section 38 are officers in actual charge of works or employed in immediate supervision of their execution, not the controlling and other officers of the department, not so employed.† It will be the duty of these

requests made latter, however, to see that the orders issued ‡ by the officers of the Revenue Department are promptly carried out and to bring to the notice of that department shortcomings noticed by them in the administration of relief. The superior officers of the Public Works Department will restrict their control and supervision of relief works to technical matters and will not introduce any change in respect of such matters as the following, except with the approval of, or in consultation with, the Revenue Department:—

§ (1) Classification of labourers.

(2) Adjustment of tasks (provided for in section 107 of the Famine Code).

(3) Enforcement of fines.

(4) Provision of hutting accommodation.

(5) Arrangement of water-supply.

(6) Sanitary and conservancy arrangements.

(7) The scale of the Public Works staff required in connection with relief works is also a matter in which the Revenue Department should be consulted and its approval obtained.

Ref on Et B 868.

Office of the Collector of
Bellary

29th April 97.

From H. A. Stuart Esq.
Acting Collector of Bellary

To The Famine Secretary
to the Board of Revenue

Sir,
I have the honour to request
the orders of the Board upon certain
points of famine administration
which arise from time to time.

2. The first and most important
matter is the position of the Divisional
officer. When I joined the district I
found that in respect of relief works
under the control of P. W. Department
the Divisional officer had no power
and no authority and that his inter-
ference was resented. Some improve-
ment has

has since taken place but the position is not yet satisfactory and requires to be more clearly defined.

3. In my view the Divisional officer should be responsible for the administration of famine operations in his division, and if he is given responsibility he must be given authority to issue orders and enforce them. But at present, except as regards kitchen management, he cannot give a single order to the subordinates employed on relief works. He may, for example, think more water-carts are necessary or he may find that more accommodation is required for persons who wish to live on the works. These are matters which demand prompt attention, but the Divisional officer cannot secure this. He must write to the collector who is seldom at headquarters; the collector must address the Executive Engineer who

who also is usually on tour; the Executive Engineer sends the order to his Sub-Divisional officer and the latter communicates it to the officer in charge of the work to which the Divisional officer's report relates. Under the most favourable circumstances, the time required by this circuitous process is not less than 15 days, while it sometimes happens that the Executive Engineer thinks it necessary to demur to the orders of the collector instead of giving immediate effect to them. Correspondence and delay follow and a month or more has gone before anything is done

4. This deplorable method of procedure is caused by Section 110 of the Finance Code which requires that the collector should issue all orders relating to the management of relief works through the Executive Engineer. The collector indeed is in the same position as his Divisional Officer and is unable to give any orders direct to the officer in charge of a work. I can not think that this was intended and I strongly recommend that both collector and Divisional Officer should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature. In that category, I include the

the following

- (i) The classification of relief workers by age;
- (ii) The reduction of the task of any particular gang;
- (iii) Arrangements for the supply of drinking water, including the conservation of wells and the digging of new wells.
- (iv) The provision of accommodation for persons who reside on the works including sanitary arrangements.

There may be other matters but the foregoing are points that have actually come before me.

5. If collectors and Divisional officers are given these powers, Copies of their orders should be communicated

to

to the Sub. Divisional Officer and the Executive Engineer and the latter should see that ^{the} ~~this~~ orders are carried out. The question arises whether the superior officers of the P. W. D. should also have authority in these matters. I am of opinion that it is not desirable, for duality of control must lead to confusion. For example, the Revenue Divisional Officer may order the erection of 20 sheds for relief workers, and a few days later the Sub. Divisional Officer, P. W. D. may in ignorance of his Revenue colleague's order or in disregard of it issue instructions for the erection of not more than 15 sheds. The inevitable result will be that the officer in charge will either obey the officer of his own department or play one off against the other. The Super-
-vising Officers of the P. W. D.

have in my opinion quite enough
to do in directing the technical
part of the work, checking the
amount of work done, and
testing the muster rolls, and it
would be better for all
concerned if the non technical
details were left to the Revenue
officers.

6. I do not propose that Tahsildars
should be empowered to give orders
direct to officers in charge of
works; it will be sufficient
if, as now, they report defects in
management to the Divisional
officers.

7. Another matter on which I
solicit the Board's ruling is
the power of the Executive
Engineer to issue orders directing
general deductions from the
task. The code allows such a
deduction when work is inter-
rupted by storms, and the
Board has sanctioned a
deduction for time occupied
in walking from distant
villages, and in reorganisation
of gangs, but I do not think
that it is within the power of
Engineers to sanction similar

reductions without any reference to the Collector or the Board.

I need hardly add that any representations on such matters would always receive most careful consideration, but the Collector is responsible for the famine administration and important radical changes of this nature should not be made without his approval.

8. Finally there is the difficulty of punishment of public Works Subordinates. As a rule I would leave this to the Executive Engineer, but I consider that the Collector should have power to overrule that officer when he is of opinion that the punishment inflicted is inadequate. The code (Section 94) lays down

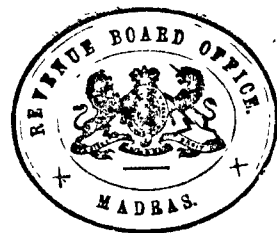
that as regards general arrangements the Public Works officers are under the orders of the Collector and the Government has more than once laid stress upon this relationship most recently in para 9 of Government Order No. 216 Revenue dated 30th March 1897. But authority without power to secure punishment is a phantom and the limited measure of control which I now propose seems to me necessary to ensure due regard being paid to the Collector's orders. The mere knowledge that the Collector had such power would probably be quite sufficient. he would seldom have to exercise it.

9. I have already addressed the Board on the position to be

assigned to Superintending —
Engineer in respect to Famine
relief operations and it is
not necessary for me to
repeat my arguments here.
10. In conclusion I request the
favor of very early orders. There
are now between 60,000 & 70,000
people on relief works in this
District and the labour and diffi-
culty of controlling operations
are increasing. It will greatly
facilitate our work if the
position of the several officers
is clearly defined so that
each may know what duty
he has to do and what powers
he may exercise.

I have the honor to be
Sir
Your most obedient Servant
(Sd) J. J. Lever 29/4/97.
District Collector.
(True copy)

R. V. Srinivasan
Secretary.



Proceedings of the Board of Revenue

(Revenue Settlement, Land Records and Agriculture.)

Dated 1st May 1897.

No. 327 Pres.

Read again Gov. Rev. $\frac{1408}{13.3.97}$ and $\frac{1708}{30.3.97}$

Read again also B. S. Prop. 22094 and 24.3.97

Read also letter from the Collector of Bellary

copy attached dated 29 April 1897 No. 818 Ref only & B.

Resolution

Submitted for the very early orders
of Government.

2. In his letter read above, the Collector
of Bellary asks that the relative positions
of Revenue and Public Works Officers may
be more clearly defined and that Collectors
may be given power to punish Subordinates
of the Public Works Department, and he
also asks whether Public Works Officers
have power to issue orders directing general
deductions from tasks which are not
provided

provided for by the Code or Specific orders. The position of a Superintending Engineer in all but purely professional matters has ^{been laid down in G.O. 1708 dated 30.3.97.} ~~already been considered, and the opinion of the Board has been expressed in its Proceedings No. dated~~

3. The Collector points out that while he is held solely responsible for the proper administration of relief within his district, and officers of all Departments employed on Famine duty within the limits of his district are directed to take their orders from him on all points not strictly professional (S.S. 24²⁹⁴ of Famine Code ~~24~~ and G.O. No. 216 of 97), he is practically deprived of all power over Subordinates of the Public Works Department by S. 110, Famine Code, which requires him to issue all orders to such officers through the Executive Engineer of the District.

that

that divisional officers, who are responsible for the proper administration ~~of~~ of relief within their charges, are even more helpless, as they have to move the Collector to issue orders through the Executive Engineer, to the Public Works — subordinate concerns & that in consequence matters requiring prompt attention are often not attended to till a month has slipped by. He therefore wishes that Collectors & Divisional officers should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature; that the Superior officers of the Public Works Department should be responsible for the carrying out of all such orders, copies of which are communicated to them; & that, with a view to avoid

the
V,

the confusion that dual control must always involve, officers of the Public Works Department, Superior to an "officer in charge of works" should issue no orders to their subordinates except those of a technical nature.

The mutual relation of Revenue and Public Works officers is more clearly defined in the Bombay Code than in the Code in force in this Presidency.

Section 38 of the Bombay Code reads.

(A) Every Executive officer of the Public Works Department, employed on relief works, shall be subordinate, as to all matters not strictly professional, to the Collector.

(B) Officers of the Public Works Department below the rank of Assistant Engineer shall be subordinate, in the same manner, to the Sub-Divisional officer.

[note. Sub-Divisional officer in Bombay (where Divisional Commissioners are to be found) = Divisional officer in Madras]

x x x

(C) The Divisional or the District Commissioner, as the case may be, may give Civil officers, below the rank of a Collector, the authority of a Collector.

our Assistant Engineers employed in their charges, provided they are fitted for it by standing in the service and by discretion.

The Board is of opinion that the difficulty pointed out by the Collector is a very real one, and that the principles of the Bombay Code should be adopted in this Presidency. Section 140 of the Madras Revenue Code being so amended as to authorize Collectors and their Assistants to issue orders in all cases not of a purely technical nature, direct to all officers of the P. W. D. below the rank of Assistant Engineer. The Board sees no reason, at present, to place officers in

of the grade of Assistant Engineers under the orders of Divisional officers, unless an Assistant Engineer happens to be an Officer in charge of a work (Section 34 Frame Code)

The Bombay Code further seems to provide for the attention of officers of the P. W. D. being devoted entirely to professional matters.

Section 39 thereof reads:-

(a) The Executive Engineer of a district shall be jointly responsible, with the Collector, for seeing that that relief works do not fail in their object.

(b) If he sees only ^{any} short comings of a Com. ^{or} ^{any} of the Collectors

or any reasons for alarm, ^{then} he shall report them to the Collector, even though they may not lie within his special sphere.

The Board is of opinion that, all Executive Officers of the P. W. D. should confine themselves to purely technical and professional matters, and that in all other matters they should, as has been already directed in the case of Superintending Engineers in G. O. 17080/30.2.97, report to Collectors for the issue of the necessary orders.

4. As the Collector points out, authority without power to secure punishment is a phantom,

phantom, and the Board would recommend that so long as famine relief operations shall be carried out in a district, the collector shall have the same power over officers of the Public Works Department as a Superintending Engineer.

5. The Board considers that Public Works officers have no power to direct any deductions from the task, except such ~~as~~^{as} are directed by the Famine Code or any special order of Government or the Board. If an Engineer considers other deductions necessary, he should address the collector for orders, and the latter officer, will then

I presume the Board
has no power as
regards punishment
and, not powers to
appoint, promote,
grant leave, transfer
dismiss & fix their
quarters. &c

then, if necessary, seek instructions from the Board.

(Same Extract)

R. V. Shivaram
Secretary

To The Secretary to Government
Revenue Department
Copy to the Collector of
Ballary

Encl.
1/5/17

Revenue (1897) Department.

CURRENT No. 4293

Abraham 2

Telegram
From

The Board of Revenue
Rev. Secy.

For Order.

The communication
referred to was sent in circulation
this morning with Mr. De Winter's
Memorandum. It is presumed
the telegram must be over-
pending ~~the~~ return.

No.

Dated 21st May 1897

Received 22 5 97

Registered

Enclosures

Spare copies

28
2/5-97
Gen. M. J. S. S.

SUBJECT.

Requesting early orders
on B.P. No 327, d/15.97.
re: famine administration

22/5/97

no 9
22/5

15.

BACK PAPERS.

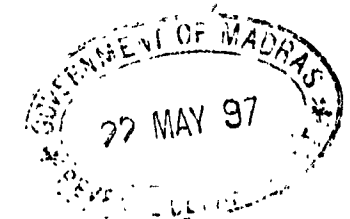
G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

Revenue (1897) Department.

CURRENT No. 4313



From H. C. P. W. Department

Order

Full

No. 3052

Dated 22nd May 1897

Received //

Registered //

Enclosures

Spare copies.

SUBJECT.

Interference of Revenue Officers
with relief works

Transferring letters from
the Supt. Engineer Circle
bringing to notice the in-
convenience caused by
the —

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

No 110 W

Supt-dg Engineer's Office,
III Circle, Bellary. 4
20 May 1897.

From W. B. de Winton, Esqre,
Supt-dg Engineer,
III Circle.

To the Chief Engineer,
Public Works Deptt.
Bellary.

With reference to Para 14
of this office No 979 dated 14 Instant,
I have the honour to invite your
attention to G. O. No 216 Rev: Dated
30 March 1897, communicated to this
Department in G. O. No 1046 W. Df,
14 April 1897, and to point out that
its effect is to greatly increase the
interference of the Revenue Depart-
ment with Relief works in charge
of this Department and all the
evils attendant thereon.

2. The Collector of Bellary,
acting

dicting upon the above quotes
G. G. has issued a circular in
which the control of this Department
over relief works is practically
ignored and interference by subordi-
-nate Revenue Officers with nearly
every detail of the work is emphat-
-ically enjoined. He ignores the Execu-
-tive Engineer in charge of the Division
altogether, and directs that the Overseer
in charge of a work "is empowered to
reduce a task subject to the sanction
of the Collector or the Revenue Divisional
Officer", and that Revenue Divisional
Officers are empowered to order a
reduction of the task in any case
without reference to the Collector or
Executive Engineer.

3. I must respectfully but most
emphatically again protest against
this reduction of the Executive Engineer
to a nonentity, and the exaltation
of the Revenue Officers to his proper
position.

position. It destroys discipline, ⁵⁴bringing
the Executive Engineer into contempt
in the eyes of his own subordinates;
it produces confusion, because our
Overseers have to serve $\frac{1}{2}$ a dozen
masters, and know not whom to
-y; it places the power of reducing
tasks, permitting fines &c. &c. into the
hands of men who are absolutely
ignorant on the subject, because
they have had no previous training
it; and it takes that power out
of the hands of men who are experts
in it, because the supervision of labour
and all its accompanying duties
has been their daily duty for years.
Finally it places my officers in a
most galling and intolerable position,
in which, I most respectfully submit,
they by no means deserve to be
placed, for, I cannot too often repeat,
that, while the Revenue Department
has been talking and writing, we

have been working, and while ~
Government is reading the fortnightly
narrative of Collectors, often complaining
without just grounds of the failings of
this Department, my officers and
subordinates have been working ~
strenuously all day and often half
into the night in their endeavours
to cope with the very heavy task set
before them. To my officers belongs
the credit of the whole organisation
of relief works, and to them that
organisation in its entirety, may
be left with absolute safety.

I beg that you will be good
enough to lay this protest before
Government.

I have the honour to be,
Sir,

Your most Obedient Servant,

W. H. A.
20/5/97

For Suptg Engineer, Circle

J.S.
615197

No 3050

Government of Madras.

Public Works DEPARTMENT. 30

MEMORANDUM.

Coatamund

Dated Madras, 22nd May 1897.

From the Superintending Engineer,
III Circle, No. 1110 W. dated 20th May
1897.

60 Transferred to the Revenue
Department in continuation of en-
dorsement No. 250 D dated 17th May
1897.

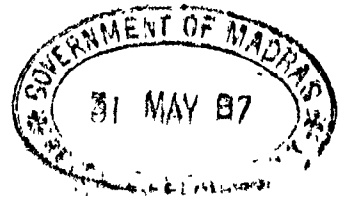
J. H. P. C. R. E.,
Secretary to Govt.

The Revenue Department.

x2282

Revenue (1897) Department.

CURRENT No. 4545



From

The Board of Revenue
Rev. Sd/- L.R. & Sri-
Madras

No. 3880 mis.

Abdullah

Dated 30th May 1897

Received 31.5.97

Registered

Enclosures 6

Spare copies

SUBJECT.

Submitting report of
the Collector of Bellary
as to the attitude of the
Public Works Department
towards the Revenue
Department and soliciting
early orders on B.P. 327/97

msg

11

G.O.	No.	Department.	Date.

[illegible][illegible]

~~Inspected~~ 2.5.87.

This work has been divided into two sections: northern & southern — the former ^{being} about 13 miles out from Sellaeng the latter between $6\frac{1}{2}$ & 8 miles. I inspected the southern section only. An Engineer Subordinate Student, S. Kattera Zyer is in charge of the southern section: the overseer P. Jannaththa Mudaliyar is with the northern one.

In the southern section there are 17 camps - including one auxiliary gang. No shelters have yet been provided, though, according to Halsey Jr., 200 were indicated for 25 days ago. Shelters are much needed on this work as the road is absolutely devoid of a single avenue tree & the heat even at 10 am. is terrific.

I saw the pay sheets for all the gangs for the four days from 27th to 30th April inclusive. All the gangs except 4 had been fined, one gang (the 9th) receiving the minimum wage. The short work was not due to the laymen

of the labourers. The pay sheets for the first half of the week were not available but I was informed by the Engineer's student that there had been scarcely any fining. This shows that the gangs are working well, & the reason for the present general fining is that the task set is too severe, the allowance made for lead being insufficient.

The supply of unbroken metal on or near the road is now exhausted & the labourers are now compelled to wander over the adjacent fields in search of surface stone. I saw some boulders at a distance of more than a mile from the road engaged in this work of collection. They have, of course, to cover a greater distance than this before they fill their baskets.

Yet the overseers had allowed of only $\frac{1}{2}$ mile to 1 mile & consequently had fixed the task per unit at .6.

For every gang a lead of $1\frac{1}{2}$ miles (task per unit .5) & for some gangs of $1\frac{1}{2}$ to 2 miles (task .4) would have been

the proper allowance. The Executive Engineer had visited the work on the 7th but appears to have passed no order on this question of the lead: probably the fining was not brought to his notice.

I think it is a mistake to keep the labourers working between $6\frac{1}{2}$ & 8 miles. There is about enough of metal collected on the road now, & there is no further supply to be got. The southern section may be moved closer in to Bellary. I have considered the effect of this suggestion on the distances that will have to be traversed by the labourers before they reach the work. Those now working on the southern section come from the villages of

Kolajalle (mostly)

Sidanagadda

Somasamudram

Kolur

Madlira

Vaddhatti

Badamahatti

Dammur

The labourers from the last three villages may be sent to work on the northern section, which is a

2597

five or 4 jumps who the day before left
at 4 o'clock & did not finish their
race.

The student carried out these orders and that
enclosed daily Report for is may tell show
the result. Eleven girls have done a great
deal more than the last & also left off work
earlier.

Personally checked the leads of the following
metal fairs.

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had a single gang on the coast so carrying up the
foundered drapery of one mile.

and in fact to our principal in this off hand manner

I carried out the office in charge of works of

it will be utterly impossible to obtain any

Spate for the wine, and Campbell goes the Cooker.

...I say that I have not the least doubt, enough to

1222 *indistinct* and the *Halcyon* *pulegordiana*

Highly likely to receive verbal orders of

Richard Wright from inspecting officers

at the same office of this report. He says

Remont

It seems so formerly hard that

after taking great trouble to ~~learn~~ ^{teach} the ~~learning~~ ^{teaching}

overseers, Masters, and sub Masters
method of setting tasks that their side
should be equal for such receiving side
as those given by the Asst (Newton or
whoever the inspecting Officer was) to
them.

Shank

W. A. Stewart
9.5.98. 10. 11.

no III Bella oggule m.

[Handwritten signature]

W. Hutton

Don. Esoutmehopu

Billie

Illegible handwritten text

1. The first part of the document is a list of names and dates, which appears to be a record of some kind. The names are written in a cursive script, and the dates are in a more formal, printed style. The list is organized into two columns, with names on the left and dates on the right.

11

[Faint handwritten notes at the bottom of the page]

1. The first of these is the fact that the

1. The first part of the document is a list of names and dates, which appears to be a record of some kind. The names are written in a cursive script, and the dates are in a more formal, printed style. The list is organized into two columns, with names on the left and dates on the right.

1. The first part of the document is a list of names and dates, which appears to be a record of some kind. The names are written in a cursive script, and the dates are in a more formal, printed style. The list is organized into two columns, with names on the left and dates on the right.

Handwritten signature: J. C. [illegible]

printed in black. Large printed only.

[Faint handwritten notes at the bottom of the page]

Enclosure B
No. 3880 B

Executive Engineer's Office,

Bellary 16th May 1897

FROM A. E. Blackley

EXECUTIVE ENGINEER
BELLARY DIVISION.

TO
THE Collector

Bellary

Sir,

Enclosure 2

I have the honor to forward for
your perusal a copy letter received from Mr
Stuart Sub Divisional Officer. I had not time
myself to go out and verify Mr Gillman's Conclu-
sions although I very much doubted their
accuracy. Mr Stuart's report confirms my
previous belief. I have already sent to you a
daily report which bears out my contention
that the reduction of task was entirely
unnecessary.

I have directed Mr Stuart to set the
task strictly according to the task table
by a measured lead and to let the result.

J

No. 3880B

From

H. E. Clark Esq

EXECUTIVE ENGINEER
BELLARY DIVISION.

Cur. 2277.

To

The Collector of
Bellary

ENCLOSURES. 2

Station.
Camp.

Bellary

Dated

Received

May 1897

REFERENCE.

Your
His No.

dated 1897

Subject

Requesting to issue
such orders as will
minimize the evil
which is likely to
result from dual
control.

Submitted for orders

This may be recorded having receipt
of 9-0 on this office reference to the
duties of each Dept.

8/19/97

Sr. 9

See

Drafting

Per fair copy

20/5

1,000-13-3-97

20/5
21/5

39

28/5/97

I have several times lately
depreciated interference in
these matters and I request
that you will issue such
orders as will minimize the
evil which is likely to result
from this dual control as
far as possible.

I have the honor to be

Sr.

Your most obedient servant

H. E. Clark

For Secretary

Coh?

I gave no order of any description
to the student in charge of the work.
I told him my opinion merely &
said I would report to you. My
report was based on my observation. I
saw many laborers at a distance
of more than a mile from the road.
The gentleman who was with me
estimated the distance at 2000 yds.
The information as to firing of the guns
was gathered from a party of all the
barracks.

BELLARY COLLECTOR'S OFFICE.

Back Number of 189

Disposal No. 2974

DATE

Forward Number of 189

To whom sent

Date of despatch

Pages in file

DES. 26 MAY 97

[Disposal abstract.]

Enclosure 6

RECEIVED
24 MAY 97

BELLARY.

Letter from H.E. Clark Esq. Civil Engineer
Bellary Division No 39180 dated 18 May
1897 to the Deputy Engineer III Bellary.

In this Office No 3260 dated 30 April
1897, I protested against the recent order of
Government engineering Divisional Officers of
the Revenue Department to reduce tasks without
reference to this Department. I have now the
honour to forward a case which bears out my
contention that chaos is likely to ensue.

On the 2nd Instant Mr Gillman Special
Ag Collector inspected the S. Section of the
Bellary Seruguffa Road and found that
certain gangs had been fired. He stated that
the lead fired was far too long and ordered
the Engineer student to fix it at 1 to 1 1/2 miles
which resulted in reducing the task from .6 to .5.
His notes of inspection were sent me by the
Collector. As I had no time to go and check
Gillman's statements, I had to let them pass
although I doubted their absolute correctness,
especially when I found that on the following
day the workers had done far more than their
tasks.

Mr Stuart has now measured the leads and
has found that the task was perfectly correctly set.

Copies
Com
read 24/5

3/45
24/5

KMS.

Submitted thro' S. A. Collins.
The connected papers available
here are put up. The S. A. Collins
inspection notes are in Camp office
LWS
25/5/97.

157/13

Refon Camp No. 2459

BELLARY COLLECTOR'S OFFICE.

Camp Yammungur
Dated 27th May 1897.

FROM H. V. Stuart Esquire
By COLLECTOR OF
BELLARY.

TO

THE Famine Secretary to the Board of
Revenue Chepauk Madras.

SIR,

On the 2nd May Mr Gillman, my special Assistant,
inspected the Singuppa road relief work at
my request and submitted to me the notes
which I enclose in original. These were
forwarded by me to the Executive Engineer
with the endorsement which appears on the paper.

2. With his letter of the 16th May, Mr Colerke
forwarded a letter from his Sub Divisional
officer, Mr O Stuart, in which the latter states
that Mr Gillman had given verbal orders to
the officer in charge of the work to alter
the task. I send these papers in original
and I beg to invite attention to Mr
Gillman's note and to my reply to the Execu-
-tive Engineer, from which it will

Enclosure A

Enclosure B

7

5

4500

appear that Mr Gillman gave no orders to the officers in charge.

But he gave him his opinion which he took as an order

3. I should not have found it necessary to trouble the Commission with this matter but for the receipt of the enclosed endorsement (enclosure C) by the Superintending Engineer upon a letter addressed to him by the Executive Engineer. It will be seen that the former officer has communicated to the Chief Engineer the inaccurate statement of the facts furnished to him by Mr Clerk, and I beg that the error may be corrected without delay.

4. Mr Clerk says that as soon as the lead was altered in the manner suggested in Mr Gillman's notes, the gangs at once began to do more than their tasks and he argues from this that the reduced lead must be wrong. With reference to this, I have inquired of the Executive Engineer whether the comparison of the relations between task and actual work has not been vitiated by the introduction of the new concessions—

regarding distance allowance, the Classification of boys men &c. He has not answered my inquiry but if he has carried out his orders my surmise must be correct. Be that as it may, the workers did not do the task that was being set at the time of Mr Gillman's inspection and that officer was bound to see if there was any good ground for this. He reported to me what he considered the cause and I directed Mr Clerk to set it right in other words to fix the task in accordance with the task table.

5. These papers exhibit the spirit in which the P.W. officers are working with the Collector and his staff. Mr Clerk appeals to the Superintending Engineer against the orders of the Board and Government communicated to him through me, and the Super-

Superintending Engineer Appeals
to the Chief Engineer etc. etc.
While they feed on the hope that
these orders will be modified or
cancelled and they do not carry
them out loyally but issue subsidiary
instructions which make them
of no avail. The evil of the
Superintending Engineer's interference
was pointed out in my letter disposed
of in Board's Proceedings, dated 22nd
May 1897, No 3649 Miscellaneous and No 4341 B. 11
I once again urge either that he
should be excluded from all
control or that he should be given
complete control; there is not room
both for him and the Collector.

I have the honor to be,
Sir,

Your Most Obedient Servant

H. Attwood
Collector

L.A.B.
27/5/97

REVENUE DEPARTMENT.

BOARD'S GENL REG. NO. 3965 OF 1897
(SETTLEMENT, LAND RECORDS & AGRICULTURE.)THE COLLECTOR OF
BELLARY.

To

THE Famine Secretary
to the Board of Rev
C Lepau to
Madras
Reference on Gov No. 2459

Dated

Despatched

Received

Enclosures. 3

Abstract.

Reporting the attitude
of the P.W.D towards
the Revenue Department
in connection with in-
spection of Lingappa Road
work

7
6
4545



Proceedings of the Board of Revenue

(Revenue Settlement, Land Records and Agriculture.)

Dated 30th May 1897.

No. 3880 msi.

READ

letter from the Collector of Bellary,
dated 27th May 1897 Ref n C no: 2459.

Resolution:

Submitted in original to Government
for very early orders in continuation
of Board's Proceedings No: 327 dated
18th May 1897 Press. The present case
has been reported to Government also
in the Public Works Department. As
long as officers of the P.W.D are
permitted to contest orders of Govern-
ment through their departmental
superior, the success of relief opera-
tions must be in peril.

2. It is to be noted that Mr. Stuart
has made the present reference.

only in order that Government may
be in possession of the true facts
of the case. Mr. Clerk to assets
on the strength of his Subdivisional
officer's report that Mr. Fillman
issued orders to the officer in
charge of the work to increase
the allowance for lead. Mr. Fillman
denies that he issued any orders
of any description.

(True Extract)

A. G. Vinodachandran
Secy to Asst. Secy.
for Finance Secretary.

To The Secretary to Government, P.D.
with Collector's letter & Enclosures
in original to be returned.

The Collector of Bellary.

Revenue (1897) Department.

CURRENT No. 4927



From the Board of Revenue,
Revenue Settlement, Land
Records and Agriculture. Madras
No. 4246 mis

Order

Dated 11th June 1897

Received 14.6.87

Registered

Enclosures

Spare copies

SUBJECT.

Submitting to Government
in continuation of B.O. No. 3880
mis dated 30th May 1897, endorsement
from the Collector of Bellary
Submitting copy of letter from
the Executive Engineer Bellary
Division in the matter of the
issue of orders for the increase of
allowance for lead for metal
collection referred to

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.



Proceedings of the Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

Dated 11th June 1897.

No. 4246 m

READ the following letter from H. E. Clerk Esquire
Executive Engineer, Bellary Division to the Collector
of Bellary, dated 29th May 1897, No 4327 B.

With reference to your No 2974, dated 20th May
1897 I have the honor to inform you that
the Engineer Student in charge of the Bellary
Sirigappa road evidently considered that Mr
Gillman had given him an order to increase
the lead for metal collection as he altered
the task from the date of Mr Gillman's inspection
without any order from me.

Read the following endorsement thereon from the Collector
dated 2nd June 1897.

Forwarded to the Secretary to the Famine
Commissioner in continuation of letter, dated
27th May 1897, Ref. on. cur. No. 2459.

2. The Engineer Student must have mis-
understood Mr. Gillman.

Resolution

Submitted to Government in
continuation of Board's Proceedings (mis)
No. 3880, dated 30th May 1897. (15.1.1897) h. 2.1.1897

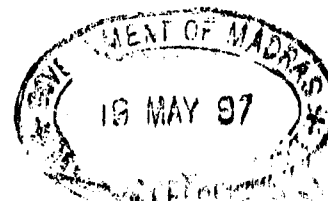
(True Copy & Extract)

Amrner "16
Famine Secretary

To

The Secretary to Government
Revenue Department
Copy to the Collector of Bellary

rdm
11/6



Public Works Department.

No. 2482 of 17 May 1897

Note by the Chief Engineer, P.W.D.

The questions raised in these
papers are very difficult to answer,
but I am sorry that I cannot agree
with the suggestions of the Board of
Revenue. It is laid down in the Famine
Code that matters of professional
and technical character are to be
left to this Department, but it is a
question what professional details
mean. It was only lately that I re-
presented that the establishment ne-
cessary to carry out an Engineering
work was a professional matter, but I
was overruled; I am also of opinion
that providing huts, arranging for
water supply, &c., are also profession-
al matters, but the Collector of Bel-
lary seems to think otherwise. The
present system of dual control is no
doubt most objectionable and is in
some cases likely to lead to fric-
tion, though with officers possessing
tact and judgment this should not be
the case. I may mention that till
lately famine operations in the Bel-
lary District were carried on very
smoothly and that in the Cuddapah
District as far as I know there has
been no friction. It is only in the
Kurnool District and in the Bellary
District

District since the last few months that there have been any difficulties.

With the exception of gratuitous relief, famine kitchens, relief to weavers and such like, the whole operations of famine are Engineering ones and as such should in my opinion be entirely under the Public Works Department, and this Department and not the Revenue Department should be responsible that these works are properly carried out, and I would therefore make the Superintending Engineer and not the Collector responsible for loss of life on relief works. The Collector would still be responsible for the loss of life in his district and he would give orders when relief works were to be started and he would be responsible that suffering people were employed on these works; but once they were on their works, the P.W.D. would be responsible for their lives and the officer in charge would have entire control of everything connected with these works, including hutting, water supply, and also control over the paying agency employed by the Civil Department. In fact as regards the execution of works I would rather make the Revenue Department subordinate to that of the Public Works Department instead of its being the other way as at present. To do this it would of course

be

be necessary to increase the number of superior officers in the Public Works Department and I would have two Suptg. Engineers for each of the I and III Circles instead of one as at present.

As I have said before relief works are almost entirely of an Engineering character and it stands to common sense that a Public Works officer who has been carrying out works for years, knows more about tasks, the condition of the ordinary coolies and their manners and customs than a Revenue officer who has perhaps never seen a work in progress in his life. I have myself been in charge of different sorts of works for over 25 years and I can confidently say that 20 per cent of the coolies employed on these works would, if now seen on works in the Coined Districts, be declared by any one unacquainted with works at ordinary times to be suffering from the famine, while a Public Works officer would know better.

Surely a Public Works officer is a better judge of what is a suitable task to exact from a coolie than a Revenue officer; he is also better able to judge of the accommodation required for a gang and what quantity of water should be laid on.

I am of opinion that the famine has been wrongly managed from the beginning and that if the S.W. monsoon fails, the present system must break down. Some large works should have been started under the Public Works Department and smaller works under the Revenue Department. The large works should be entirely under the Public Works Department without any interference whatever on the part of the Revenue Department except that it would supply the paying agency which would be under the supervision of the Department of Public Works. The Suptg. Engineer would be responsible for the lives of those on relief works, but the Collector would still be responsible for the lives of those in his district, and it would therefore be his duty to see that distressed persons were sent to relief works for employment.

The suggestion of the Board of Revenue that the Collector should have the powers of a Suptg. Engineer over the Public Works Officers employed on famine is a most extraordinary one and I do not like to think of what would be the results of such a system, and I believe the suggestion must have been made without due consideration. As regards the question asked in the notes I would reply as follows:-

(a) The

(a). The works should be divided into large and small, the former should be entirely in charge of the P.W.D. without any interference of any sort on the part of the Revenue authorities except that it will supply the paying agency which will be under the supervision of the superior officers of the P.W.D.; and as authority without power is said to be phantom, the Suptg. Engineer or Executive Engineer on the work must have the power of punishing the men employed on paying.

The small works should be entirely in charge of the Revenue authorities, P.W. subordinates being lent to them if necessary, and they would have entire control over these subordinates.

(b). On large works the Executive Engineer should have the power of ordering reduction of tasks subject to the approval of the Suptg. Engineer. It is absurd to suppose that tasks can be laid down in Madras or by any one except an officer on the spot work.

(c). The Collector should have nothing to do with officers or subordinates employed on large works, but he can fine those lent to him for employment on small works as much as he pleases.

Since

Since writing the above note I have received the enclosed report from the Suptg. Engineer III Circle, which I request may be Carefully read as it supports all the suggestions I have made. I wrote from the experience I had of the famine in Ganjam in 1889 and in Chingleput in 1891. I was Suptg. Engineer in both cases. Mr. de Winton now writes from his experience of the present famine.

J. R. Parnell Colonel, R.F.,
Chief Engineer, P.W. Department.

The Hon: Mr. C. R. C. R.
The Hon: Sir H. Bliss K.C.R.
Sir the Governor

With reference to the explanation ~~given~~ on the delay in submitting the draft of the G. O.

13/1/17. 30.7.97

From 12th June to 2nd July.

This is true.

12.7.7

26/7/97 R.C. 31/7/97

Note for the Secretary

with reference to the Hon: Sir H. Bliss's and His Excellency's queries on page 1 of G. O. 593 19-7-97

on the delay in submitting the draft of the G. O.

I very much regret the delay in the submission of the draft, but I beg to point out that some of the papers had to be sent to His Excellency in another connexion and I had the file complete only on the 12th June. I have still to explain a delay of seventy days, but I beg that the Secretary would ~~be so~~ kindly ~~consider~~ take into consideration the number of ^{famine} papers requiring prompt and immediate disposal

2. The work has been so heavy during the last two months and ~~more~~ ^{more} that it is not very ~~easy~~ ^{rarely} that I am able to leave the office before nine at night, and have often left it between 10 and 11; ~~Consequently~~ I have also had to work in the morning at home. The draft in question

J. E. Parsons Colonel, R. E.,
Chief Engineer, P. W. Department.

With reference to the explanation appended

3/1/77. sum 2.94
30.7.97

1. Algebra
 2. Geometry
 3. Trigonometry
 4. Calculus
 5. Statistics
 6. Probability
 7. Number Theory
 8. Combinatorics
 9. Graph Theory
 10. Topology
 11. Set Theory
 12. Logic
 13. Mathematical Analysis
 14. Mathematical Physics
 15. Mathematical Biology
 16. Mathematical Economics
 17. Mathematical Engineering
 18. Mathematical Medicine
 19. Mathematical Linguistics
 20. Mathematical Psychology
 21. Mathematical Sociology
 22. Mathematical Anthropology
 23. Mathematical History
 24. Mathematical Philosophy
 25. Mathematical Art
 26. Mathematical Music
 27. Mathematical Literature
 28. Mathematical Law
 29. Mathematical Politics
 30. Mathematical Religion
 31. Mathematical Ethics
 32. Mathematical Aesthetics
 33. Mathematical Metaphysics
 34. Mathematical Epistemology
 35. Mathematical Ontology
 36. Mathematical Cosmology
 37. Mathematical Meteorology
 38. Mathematical Oceanography
 39. Mathematical Geology
 40. Mathematical Botany
 41. Mathematical Zoology
 42. Mathematical Ecology
 43. Mathematical Evolution
 44. Mathematical Systematics
 45. Mathematical Paleontology
 46. Mathematical Archaeology
 47. Mathematical Anthropology
 48. Mathematical Linguistics
 49. Mathematical Psychology
 50. Mathematical Sociology
 51. Mathematical Anthropology
 52. Mathematical History
 53. Mathematical Philosophy
 54. Mathematical Art
 55. Mathematical Music
 56. Mathematical Literature
 57. Mathematical Law
 58. Mathematical Politics
 59. Mathematical Religion
 60. Mathematical Ethics
 61. Mathematical Aesthetics
 62. Mathematical Metaphysics
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 83. Mathematical Art
 84. Mathematical Music
 85. Mathematical Literature
 86. Mathematical Law
 87. Mathematical Politics
 88. Mathematical Religion
 89. Mathematical Ethics
 90. Mathematical Aesthetics
 91. Mathematical Metaphysics
 92. Mathematical Epistemology
 93. Mathematical Ontology
 94. Mathematical Cosmology
 95. Mathematical Meteorology
 96. Mathematical Oceanography
 97. Mathematical Geology
 98. Mathematical Botany
 99. Mathematical Zoology
 100. Mathematical Ecology

From 12.th June to 2nd July.

This is true.

26.7.7

26/7/97 R.C. 31/7/97
10/7/97

with reference to the Hon:
Sir H. Bliss's and His Excellency's
queries on page 1 of G.C. $\frac{593}{19-7-97}$

I very much regret the delay in the submission of the draft, but I beg to point out that some of the papers had to be sent to His Excellency in another connexion and I had the file complete only on the 12th June. I have still to explain a delay of twenty days, but I beg that the Secretary would ~~be so good~~ kindly ~~take~~ take into consideration the number of ^{famine} papers requiring prompt and immediate disposal. The work has been so heavy during the last ~~two months~~ ^{two months and} ~~months~~ ^{so long} that for the last ~~two months~~ more that it is put very ~~late and more~~ rarely ~~that~~ I am able to leave ^{the} office before nine at night, and have often left it between 10 and 11; ~~Further~~ ^{Latterly} I have also had to work in the morning at home. The draft in question

required some thought and arrange-
ment, and as I considered that the subject
could brook ^{a little} delay I put it
off in favour of more emergent
current work.

3. The Secretary has now released
me of the major portion of my
non-famine work and has also
got sanction for an additional
clerk on Rs 30. ^{This has given}
~~me some relief, but I must want is a second~~
well paid clerk to whom I could
entrust the less important famine
papers and ^{which} could depend upon
for checking the figures in my
notes and drafts

^{RS}
24-7-97 I think it is better to
give this office a clerk
on Rs 30 a month who
will relieve him in the manner
he suggests. There is no doubt
that his work has been very
heavy and troublesome of
late.

M. G. O. No 3807 of 22nd July 97.
Signed B. M. S. M. S. M. S.

was put off the
matter too by an entry in the
current list and by my ~~own~~ ^{own} ~~own~~ ^{own}
thinking that these famine
papers were in circulation.

26/7/97

I think, too, that this is ne-
cessary. There have been frequent
delays in Famine matters, & no
such matter delay is necessary

With this, this is clear, and I
don't go so far as to blame him.
Still, the delay is not satisfactory

27/7/97
A.H.
30-7-97

No. I recorded "no dissent."
I merely made a note on the
draft order in circ. - when the
terms of that order were settled,
it should have been sent to me
before issue - I have had to point
this out to the Rev. Sec. before -
I expect that in future he will
attend more carefully to the
sanctioned rules - By his action
in this case, he has deprived me
of the opportunity of recording a
minute of dissent - I don't say
that I should have done so, but
it was not for the Secretary to
prevent my doing so.

RS
27/7/97

Thanks
RS

3
M. G. O. No 3807 of 22nd July 97.
Signed B. M. S. M. S. M. S.
which I dissented from does
it come to have issued
without being sent to me
I will point out that his
dissent was recorded on
the draft order itself.

26/7/97

I regret that I did not have presented
the Hon. Sir Henry M. S. from exercising
any constitutional powers. Such was
not my intention either on this
occasion or on the former occasion to which
allusion is also made. I am of
opinion that the letting of the rule
for this the course taken by me
in this instance but I shall send
into the rule the spirit which
the H. M. in his note claims.
In regard to the Hon. Mr. G. S.
Complaint of frequent delays
in famine matters I try to say

that; though there has no doubt
 been delay, the officer has in any
 way been responsible only in 3
 instances. In any case the ~~average~~
 delay has been only 23 days ^{on the average}. I.E. the
 paper was in the office for that time
 in ordinary course several days have
 been allowed for reviewing making
 up the papers & preparing a bill.
 The real delay therefore was much
 less. In the several thousands
 papers which have been dealt with
 in the last 9 months I submit
 that the number of instances is
 not great.

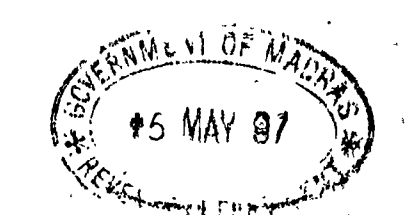
2/8/97

This is quite true. Still,
 there have been some unfor-
 tunate cases, 2.9.7 that
 of India's letter about
 an order had for letter
 30- the officer
 2/8/97 they then delays
 than having require
 shall - I fully recognize
 the extremely hard nature of
 the work that has been to help the
 done; sincerely with to help the
 Rev: Sec: this famine work

The matter may drop, the
 papers being reviewed.
 2/8/97

Revenue (1897) Department.

CURRENT No. 3705



The Hon: Mr. Crooke C. S.
 Hon: Mr. Governor
 I lay over into the Board in all
 respects, but have not the
 C.S. before order are issued
 12/5/97

From
 The Board of Revenue
 Rev: Lett. Land Record & Agr.
 Madras
 No. 327 Press

Dated 1st May 1897
 Received 5.5.97
 Registered
 Enclosures
 Spare copies

For Order

three points are submitted
 for orders: —
 (A) the relative positions of
 the Divisional officers and the
 P.W. officers in charge of works.
 (B) the power of the Executive
 Engineer to order general
 reduction of tasks.

(C) the necessity for em-
 powerment of collectors to find
 & appoint ordinaries employed in
 connexion with relief works.

2. As Section 110 of the Famine
 Code stands at present the collector
 cannot issue any orders ^{direct} to the
 officers in charge of works but
 should communicate them through

SUBJECT.

It amine administration
 Submitting with remarks
 for the early orders of
 Government letters from
 the Collector of Bellary
 soliciting the order of
 the Board on certain
 points of —

A 2/4/97 14

the Executive Engineer, and Divisional officers cannot introduce any desirable change in the details of relief works without first addressing the Collector who again has to address the Engineer regarding him to direct the officer in charge to introduce the change proposed. This ~~convoluted~~ circuitous process involves considerable delay, and it is certainly ^{necessary} ~~desirable~~ that Collectors and Divisional officers should be empowered to communicate ^{on subjects not of a professional character} their orders direct to the officers in charge of works sending copies thereof to the Executive Engineer and the Sub-divisional officer whose duty it should be to see that the orders are carried out. Further, to avoid conflict of orders it will be necessary to direct that the Superior officers of P.W.D. shall not issue any orders except of a technical nature to their subordinates employed in connection with relief works and that these should look to the Collector & ^{the} Divisional officers for orders ^{on such points} ~~on such points~~ as provision of shelter, classification of labourers &c.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

The Bombay Code is I think much more definite than our Code which is practically in part & its provisions in the respect of the matter now in question are admirable. Chap. VI. is far better than our Chap. VII.

11/1/87.

B

3. In this connection the Board draws attention to the provision of the Bombay Code which defines ~~more~~ clearly the relative positions of the Rev and P.W. officers. Under ^{sub} Para 38 (a) of this Code, Every Executive officer of the P.W.D. employed on relief works is subordinate to the Collector on all matters not strictly professional, and, if below the rank of Assistant Engineer, is also subordinate to the Revenue Divisional (Sub-divisional in Bombay) officer. Under para 38 (b) the Divisional or the District Commissioner may ^{give} ~~issue~~ ^{sub-divisional} ~~Divisional~~ officers the authority of the Collector over Asst Engineers employed in their charges. The Board of Revenue is of opinion that these principles should be adopted in Madras, and that Collectors and their Assistants should be empowered to issue ^{on subjects not of a professional character} orders direct to all P.W. officers below the rank of Asst Engineer. The Board would also place officers of the grade of Asst Engineers, if in charge a relief work.

under the orders of the Revenue Divisional officer, but not otherwise.

4. As regards point (B), it is submitted that the Executive Engineer can only order reduction of tasks that are authorized by the Code or by any general or special orders of Government of the Board of Revenue, and that in all other cases he should obtain the previous sanction of the Collector.

5. As regards the power to give P.W. subordinates, the Collector says that Authority without this power is a phantom. The Board agrees with him and recommends that the Collector should have the same power as the Sd. Dy. Engineer over the officers of the P.W. Dept. as relief operations last. It is pointed out that this power extends only over officers employed in relief works.

RS
10-5-97
11/5/97

Mr. Col. has swept away this standard task of the Code. It is I submit better to follow Working again in this matter. Vide No 39. 80. After a little has appeared of a task modification being made in it by the P.W. Officer in charge subject to the sanction of the Local Sd. (No. 107 of the Madras Code) but it is doubtful if this sanction now exists.

By an order of the Local Sd. is placed in the same position as a Sd. P.W. Subordinate in regard to P.W. Subordinates in famine dist. his powers of punishment will be plain.

11/5/97

Mr. The Enr.

The C.E. proke proceeds on the assumption that the scheme of Famine Relief Works comprises the construction of ordinary works of ordinary coolies. He does not; & it is this very assumption that makes it undesirable to give Public Works officers more power than the Code gives them. Though a Public Works officer who has been carrying out works for years knows more about tasks, the condition of the ordinary coolies & their manners and customs than a Revenue Officer, it does not follow that he will set proper tasks for Famine Coolies or that he knows so much of their manners & customs as the Revenue Officer does. The C.E. is of opinion that the Famine has been wrongly managed from the beginning in respect to the relation between the Revenue & Engineering depts. By this opinion he implies that

all the Famine Codes & all the Local Laws

With reference to Mr. E.'s note on C. No. 3705. The remarks of the Chief Enr. are submitted in the annexed note.

Col. Campbell takes up the position (1) that the Superintending Engineer should be responsible for the lives of the people on relief works, the Collector for those in his district. (2) That all large relief works should be under the D.P.W. without any interference whatever from the Revenue Department.

With regard to (1) the first difficulty which arises is that under the circumstances the Collector would have no responsibility which could be enforced. If he sent people on to the work the D.P.W. might turn them off. Another difficulty is that the D.P.W. officers being as pointed out used to working coolies all their lives work them in famine as they do in ordinary times. This difficulty is summed up by saying they are unsympathetic. It is a mistake I think to say that "the whole operations of famine are Engineering ones". A famine relief work may be an excellent one from the famine point of view though very bad from an Engineering. In famine it is not wanted that works should be properly carried out.

68

that is a secondary consideration ~~of~~. ~~Col. Campbell~~ thinks. The Code lays down broadly that what is professional ~~shall~~ be under the D.P.W. and what is relief shall be under the Revenue Dept. When any question arises it is easy to define what these terms mean. The cases in which doubt can arise are very few and would be defined after a very short time. *of working.*

Col. Campbell would place all "large relief works under the D.P.W. and the small under the Revenue." On large works he would put everything under the D.P.W. In this he goes too far in my opinion and further than Mr. De Winton whom he quotes with approval. I would submit that there are strong reasons for not making the paymasters subordinate to the Officer in charge of the works as has already been settled by Govt. It is also better to put the kitchens under the Revenue Dept. Putting, water supply, tasking, ganging, finding, measuring up of work, discipline, all these might be left to the D.P.W. I submit that Col. Campbell is right in regard to the division of works into large and small. The indefiniteness of our Code in regard to this matter as also in regard to the spheres of work of the two Depts. is a serious blot on it.

As to the suggestion that the Collector should be given the powers

& the ^{12P} of media are wrong. I do not agree with him.

The responsibility for training Relief administration must be centered in one man & he must be the Commr.

On reflection I agree generally with the Commr. The provision of the Bombay Code with regard to the subordination of officers of the Public Works Dept. to the Commr. has been adopted. I am not sure as to one point however. The Commr. says that the Commr. should have the same power as a Chief Engineer over officers of the P.W. Dept. employed on relief works. I do not know what these powers are. The C.E. thinks the proposal most extraordinary & does not like to think what the result of doing so would be. The Commr. has however some power to enforce his orders & to punish the inefficient & incompetent.

29
29/5/97

It is noted that the control of road improvement for general public relief in the district rests with the Collector. It is therefore impossible to deny to the Collector the right to control the management of the relief works, whether large or small.

12P

indeed, it seems more necessary that the Rev. Dept. should have this right in regard to large works than in regard to small ones, because most of the relief of the District will be concentrated on the larger works.

The C.E.'s proposal to place all large works wholly under the D.P.W. has the merit of simplicity, but it is ^{unavoidable} ~~unavoidable~~ because the next object in view is not the carrying out of work, but the saving of life. It would be impossible, as the C.E. proposes, to hold the Supt. Engineer responsible for the loss on the works; and the Collector responsible for the loss in the District. Unpleasant, as it is admitted by the D.P.W., it is a necessity that the D.P.W. should be ^{subordinated} ~~subordinated~~ to the ^{Collector} ~~Collector~~. I have noted on it.

By Rev. Dept.

For these reasons, which are the same as those given in other words by the Hon. Secy, I agree with the Board.

At the same time, it is very undesirable that the D.P.W. Officers should be so interfered with as to be led to lose heart or to cease to take interest in their work. The Collector should have the power it is proposed to give them, but they should use it as sparingly as possible. Therefore the Bombay Code powers are accepted. It should be understood that these powers should be

7P

of a Superintending Engineer I would submit that he must have some defined position in the matter as the D.P.W. subordinates are under him in many ways. Why he should not have the powers of fine vested in a Superintending Engineer is not plain but the great thing is that he should have some defined powers. In this matter the Bombay Code which is founded on ^{the} ~~the~~ work of a D.P.W. officer seems to me to hit the exact mean.

21/5/97

8P

Mr. De Winton's communication referred to in the last para of Col. Campbell's note is in C. No. 4175 which is listed & and circulated with this

rs
22-5-97

1518
be exercised with great and discretion. Experience
on the part of the Revenue Officers may sometimes
be necessary, and therefore the power of interfering
must be given them. But needless interference
will do more harm than good.

A. 94
31.5.97

The B. O. should be requested to issue orders with as little

delay as possible.

A. 94
31.5.97

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I agree generally, but I do not
at all like the proposal to give the
Ch. power to dismiss P.W.D. Subordinates.
By the Ch. I presume that the Dist. Officer
is meant. First, I do not see what good
will be effected by this extreme measure,
which will naturally be most offensive
to the whole P.W.D., for our districts are
so large that the Ch. cannot hope
himself to visit each work & see
what is going on oftener than once
every two or three months, if so
often, so that the power, if confined
to him, would be of no practical
use. If so, I fear that, unless a
change is effected in the personnel
of the Dist. Officers, most serious friction
will result & more harm by far will
be done than good. This change
will, in fact, be necessary for

1519
any other reason, quite apart
from the power to dismiss P.W.D.
Subordinates. This proposal (and
I confess I think rightly) follows
Dist. Officers to issue orders to
the P.W.D. officers in charge of works,
in regard to all matters not technical
now in the Decan districts we
have about 14 or 15 Dist. Officers, of
whom there are only one European, Mr.
Hogg included. Of the remainder,
I suppose all natives, unless there
are acting D. O. Ch. only - that
is, are very junior men. Even if they
were senior men, friction would be
sure to result from their issue of
orders to P.W. Subordinate and the
superiors, who are men of some
standing, and even to P.W. officers.
I feel sure that many men of this
class, who are Europeans & Duran-
dians, simply ~~would not~~ ^{will not} take orders
from junior native D. O. Ch. I
doubt if they could from senior
men of the class. They would no
doubt obey, though perhaps with
some grumbling & reluctance, orders
given by Europeans. It will be ne-
cessary, therefore, I think, to
supersede all or almost all the
native ~~D. O.~~ Dist. Officers by Euro-
peans drafted from other districts. I fear
that one of two things must
happen: - Either the Dist. Officers
will give orders or the orders they
give will be disobeyed & there will be
much trouble.

A. 94
31.5.97

Draft
J. B.

10. P
Public Works Department.

Note by the Chief Engineer and
Secretary to Government.

No 739 D, dated 7th July 1897.

As head of the D.P.W. and a
servant of Government I think it my
duty to acquaint the Government with
my views as to the effect of the
proposed order as I feel convinced
that it will make matters far worse
than at present

2. With reference to the remarks
of the Hon. Mr. Goss to the effect
that I am not aware of the differ-
ence between ordinary works carried
out by ordinary coolies and relief
works, I beg to submit that I am
quite well aware of the difference
as, during my service, I have had con-
siderable experience both of ordi-
nary works and relief works; and I
am still of opinion that a P.W. offi-
cer knows more of the ordinary task
to be demanded from an ordinary
coolie than a Collector does and that
that consequently he is in a better
position to suit the task according
to the condition of the famine coolie;
there is absolutely no reason to ap-
prehend that a P.W. officer has less

common

I did not say that the C.E. was
"not aware" of the
1 25

common sense than a Collector or that he is more hard hearted and unsympathetic. The other extreme of being too weak and sympathetic soft-hearted is likely to lead to serious consequences as it demoralises the people and causes needless waste of money and there is no department more capable of striking the correct mean than the P.W.D. It seems to me a most extraordinary notion that because the P.W.D. has been accustomed to deal with ordinary coolies on ordinary works that it should not be considered capable of dealing with coolies on relief works. It might quite as well be said that a revenue officer who had been in the habit of collecting the revenues of a district for years is not fit to do so during seasons of failure of crops or he would be too hard hearted or unsympathetic, and therefore during these seasons the work should be done by the Salt or Police or some other Department.

3. I think I am quite justified in saying that the famine works had been wrongly managed from the beginning by the fact that the Govt. is now trying to alter the system hitherto in force and have a few large works on which coolies could be massed instead

of

Ability to make money does not depend on the bodily condition or habits of the body.

It does not follow that the system considered right at the beginning of a famine will be right after it has been enforced & become a custom.

28

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of a vast number of scattered small works. In my tour report I have shown that if the famine becomes widespread and the relief works are managed as hitherto, more than 1,600 Upper Subordinates will be required, and surely a system that necessitates such ^{immense} amount of supervision cannot be called correct.

4. By the proposed order the Collector and Divisional officers can issue orders direct to the subordinates in charge of relief works apparently on all subjects, while the Executive Engineer is debarred from giving orders to his own subordinates except on strictly professional matters (which have not been clearly defined). By this order the Executive Engineer is reduced to a non-entity and it becomes absolutely impossible for him to maintain discipline on the works; moreover the subordinate has to serve two masters. He may receive one order from the Collector which may clash with one given by the Executive Engineer even though the former order may be on a non-professional subject, and the result may be that he is fined by both officers. I think it will be far

better

better, if this order is to hold good, that the Executive Engineer should have nothing to do with the work and the Collector took entire management with the help of subordinates lent by this Department; the latter could then not have to serve two masters. I feel perfectly convinced that the present friction which is so much to be regretted, will be immensely increased by the proposed order: the clause regarding needless interference will, I am afraid, have little effect on the native Revenue officials or even with others who are over zealous. I feel sure there is not an officer in the Department who would object to the Collector visiting a work and discussing and arranging matters with him: but when Deputy Collectors, Deputy Tahsildars, Revenue Inspectors and others give orders regarding works in charge of an Executive Engineer, it is most galling to the latter, and it is still worse when a Collector acts on complaints made by his subordinates, who are only too glad to try and show their zeal by finding fault with the work of another department. It may be stated as a general rule that the Revenue officials are far younger and junior in service to those of the P.W.D. which tends

See note at the end. But the Executive Eng. should be limited over too.
1877/1878.

The div. officer (Collector) in the famine districts was very junior. I pointed this out in a report of 31/5/1877. However, by the way, had complaints of friction between them from before? I don't remember any. In fact, it is worth consideration that, at a later period, Mr. H. A. Stewart's administrative experience is extremely small.
1877/1878.

1880
 tends to make interference on the part of the former more distasteful. My remarks are actuated entirely by a sense of the responsibility I owe to Government in my capacity as head of the P.W. Department, and I trust therefore they may have as much consideration given to them as to those of the Board of Revenue in accordance with whose views the order seems to have been drafted. I have done all I can and the results of the proposed system must be awaited. What they will be I hardly like to contemplate. I think it advisable that I should explain what I consider would be the best manner of carrying out relief works. The Bombay Comm. contemplates the division of relief works into large and small, the former being in charge of a P.W. officer assisted by a Civil officer if possible, the latter to be in charge of the Collector, and my proposals which are as follow are almost similar:-
 1st. Works should be concentrated as far as possible not more than about 12 works being carried on in each district.
 2nd. The distressed persons should be made to resort to these works, the

This is the system of Imperial Agency & Civil Agency works which proved such a failure in 1877.
1877/1878.

the arrangement for their conveyance and keep while travelling being entirely under the Revenue Department.

3rd. These large works should be entirely under the P.W.D. assisted if necessary by a Civil Officer who should be under the orders of the Executive Engineer-in-charge of the work, who however could not have the power of punishing or censuring him except through the Collector.

4th. All small works started for the purpose of village relief should be under the Collector, subordinates if necessary being lent by the P.W.D.: these latter would be entirely under the orders of the Revenue Department.

5th. These small works should be restricted to deepening village tanks, repairing village roads, clearing

prickly pear, Forest works and Minor Irrigation Works.

5. By this arrangement I firmly believe that everything would work smoothly and be carried on much better than at present. The Revenue Department has ^{as} quite as much, if not more than, it can do satisfactorily. The distribution of gratuitous relief is alone a duty that requires the most careful supervision and if the Revenue Department look carefully properly after

By large works, I mean, works costing $\frac{1}{2}$ Lac & more.

I am not at all sure that Col. Campbell is at right. I am afraid, however, that a complete change of system at the present juncture will make confusion worse confounded. In the meantime, I think we must try to rub on on existing lines. But Col. Campbell's suggestions are worthy of most careful consideration when the famine code is revised, as of course it must be after the famine is over.

19.P
after that and also after kitchens, poor houses, execution of small works and the many other duties connected with famine relief, it is as much as they can do satisfactorily, and interference with the work of the P.W.D. only adds to their work, does no good and causes endless friction and dissatisfaction.

6. I would call attention to the orders issued for the guidance of officers employed on relief works in the N.W. Provinces and Oudh issued with C.O. No. 14 Revenue dated 9th January 1897, from which it will be seen that the Collector has not much control over relief works which seem to be left almost entirely to the P.W.D.

S.P.
I am writing in these orders giving the Commr. less control than is given by the Code

28
17/97

J. H. Campbell

Colonel, R.E.

Chief Engineer and Secretary to Govt.

20.P
It seems impossible for the two Depts to work harmoniously together. It seems also essential to have one head of Relief in the district and that that should be the Commr. It has seemed to me that a solution of the problem

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 might be found in telling
 the D.W. officers out of the
 D.W. in the time and placing
 their services at the disposal
 of the Famine Commission or the Dept.
 in Europe on relief works.
 They might be taken ~~ably~~ with
 their establishments. In this
 way they w^d be unable to look
 to the Dep^t & Gov^t and their usual
 Dep^t connections and w^d probably work well.

8/7/17

Yes - See also my remarks 29
 above on Ch. Campbell's suggestion 11/7/17

8/2
 147697

This is a big subject w^{ch}
 cannot be disposed of now
 We must hear what the
 C.S. says about it.

technical and professional and that -
 on all other points the P.W. staff en-
 gaged in connection with relief works
 should be under the control of the -
 Revenue department; it also endorses
 Mr. Stuart's contention that "autho-
 rity without power to secure punish-
 ment is a phantom" and recommends that
 so long as relief operations are car-
 ried out in a district, ^{Collected have the same} power over the
 officers of the P.W.D. that the Super-
 intending Engineer has.

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 The Chief Engineer to whom
 these proposals were referred for re-
 marks is of opinion that the present
 system of dual control is objection-
 able and in some cases likely to lead
 to friction, but is altogether opposed
 to the Board's proposal of subordinat-
 ing the P.W. staff to the Revenue Dept.
 He considers that Revenue officers do
 not as a rule possess sufficient know-
 ledge to be in a position to issue
 orders to P.W. officers on such techni-
 cal points as the adjustment of tasks,
 provision of huts, arrangement of
 water supply, and suggests that large
 works should be left entirely in charge
 of P.W. officers without any interfer-
 ence on the part of the Revenue Dept,
~~and that the Dept~~ should confine itself to the
 other branches of relief administration
 and to the execution of petty works.
 It also appears from the ^{third of} ~~Chief Engineer's~~
~~the papers read above~~ and from communications received
 by Govt from officers of the P.W.D.

...the Govt. has given this matter its most careful consideration and is of opinion that the Board's proposals must in the main be given effect to. It is settled that the control of and responsibility for general famine relief ~~xxxxxxxxxxxx~~ must in every district rest with the Collector and it is therefore impossible to deny him the right to control the management of relief works whether large or small. Indeed it seems more necessary that he should have this right in regard to large works than in regard to small works as most of the relief in the affected districts will, under recent orders, be in future concentrated on the larger works.

I don't think I wd. mention
this aspect of the case - Fearson
Sgt does take into consideration matters of
this kind, but not, I think, in this public way -
Publicly all that Sgt has to consider is that officers
have to obey orders, whether distasteful or not

I think it will be better to omit
the last sentence.

Page. 8.94

17.7.97

29
14/7/99

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So much for

no AD
D.17

I don't think I would say this - The ^{Word} almost invariably works through Contractors & knows almost nothing about the condition of the ordinary labourers with which it does not ^{ordinarily} come into direct contact.

I should prefer, too, to say "ought to know" instead of "knows".

H.S.

necessarily

The unknown and the
retained, but ought to
know is better than
"know".

Joque into the Horn. etc.

Gen. 8.94

1417/97

It: that the man just coming in
 with the Chin. man, ~~should~~ will be
 your man. The Chin. man, I say,
 says, man & always he is sitting - ~~there~~
 the wind and entering to him but
 Sullivan & the boys. Good (11. C. No
 4585) What of them affairs is in the
 right as to what happened, it is im-
 possible to say, but I have a report that
 each fellow, when given a correct account
 this night & to an inspection look on
 each work in civil every inspection of him
 could reveal his remarks, and no marks
 at all would stand to the knowledge.

44

I have thought over ~~the~~
 the matter of it but I ~~do~~ ^{do}
 think it is necessary to ~~do~~
 give the power ~~to~~ ^{to} the
 Colon. Otherwise we cannot
 hold him responsible
 "Agreement to the Hon. Sec. of the Navy. 28 14/7/19"

⊗ ~~Barrett's~~ I think this
 the power is given, even though limited to the first 1000
 Para 61 (or) Chapter III. Vol I
 every P.W. officer in the Prov. will bear against the
 of N.C. P.W. Code. The provisions
 but a great deal more harm than good will be
 result. So is the provision & finally
 one. I am sorry it is known, if the Govt.
 And intends to do so. Over 1000
 keeps a civil tongue in a ~~camp of~~ ~~speaks~~
 the Govt. ~~in the camp of~~ ~~speaks~~
 border without any ~~of~~ ~~of~~
 first of all, he does not need any such power. He will
 be quite enough if there were no need of understanding

I think we should add - "This power is limited to the District Court." This will cause delay, but not much, & will cause less harm than giving the power to Junior Acting Sup. Court in charge of Division.

I think we should add such as the
Exec. Engineer. But I must think
he is the Collier subordinate, &
it seems necessary to say dis-
tinctly that he is not.

the Revenue officer does. It is therefore necessary in the public interests that the P.W. staff employed in connection with relief works should be subordinated to the Revenue Department, ~~unless at though this admittedly is for the P.W.D.~~

2. His Excellency the Governor in Council accordingly resolves to direct that the principles contained and the procedure prescribed in sections 28 and 29 of the Bombay Code be followed in future by the P.W. officers and that the collectors ^{of the district} ~~of the district~~ ^(but he alone) shall have the same powers of furnishing the P.W. staff in charge of or employed on relief works that the ^{Supdys} ~~Supdys~~ ~~Engineers have~~ ~~relief works~~. It must be distinctly understood that the executive officers referred to in section 28 are officers in actual charge of works or employed in immediate supervision of their execution, not the controlling and other officers of the Dept. ^{such as the Executive Engineer,} not so employed. It will be the duty of these officers, however, to see that the ^{orders} ~~orders~~ ^{made} ~~made~~ issued by the officers of the Revenue Department are promptly carried out and to bring to the notice of that Dept shortcomings noticed by them in the administration of relief. The superior officers of the P.W.D. will restrict their control and supervision of relief works to technical matters ^{any change} and will not introduce in respect of

matters as the following except
 with the approval or in consultation
 with the Revenue Department:-
 (1) Classification of labourers.
 (2) Adjustment of tasks, ^{in section 10 of the famine} ~~in section 10 of the famine~~
 (3) Enforcement of fines.
 (4) Provision of lodging accommodation.
 (5) Arrangement of water supply.
 (6) Sanitary & conservancy arrangements.
 (7) The scale of the P.W. staff re-
 quired in connection with relief
 works is also a matter in which
 the Revenue Dept should be consul-
 ted and its approval obtained.
 While issuing instructions in ac-
 cordance with the above orders, the
 Revenue Commissioner impress upon Collec-
 tors that regardless interference with P.W.
 officers employed on relief works is to
 be deprecated and that as a general rule
 these should be left to carry out the
 works in accordance with the provisions
 of the Famine Code and the orders of the
 Board and Govt. Experience has shown
 that interference on the part of Revenue
 officers may sometimes be necessary and
 their right to do this is now fully re-
 cognized but it is very inadvisable that
 P.W. officers should be so interfered
 with in the discharge of their duties as
 to be made to lose heart or to cease to
 take an interest in their work. The Famine
 Commissioner will also impress upon Col-
 lectors that the power now given them of
 punishing P.W. subordinates in case of
 disobedience should be used with tact and dis-

I am not sure about (1) the
 phrase speaks of classification
 of labourers accordingly wages
 Engineers and labour power as
 to the classification of wages
 Asst Secy
 I think (1) should be limited. The
 Govt. should be consulted as to
 the no. of Overseers to be employed
 but not as to their clerical
 staff who has been asked
 Asst Secy
 I am very doubtful about (2). I think
 the question of land, and the amount
 to be levied, matters in which an officer
 is qualified to exercise a P.W. officer
 Asst Secy
 Yes, but changes in the list should not
 be made without the sanction
 of the Collector Secy to the
 Govt. as a rule to the effect
 that Engineers are not to be
 made changes without the ap-
 proval of the Rev. D. Secy. As to
 3, what is meant by introducing
 a change as to enforcement
 of fines? I think it will be
 best to mention 4, 5 & 6
 only. The list is not & does
 not pretend to be exhaustive.
 Asst Secy
 This Boy seems to have
 come back wrong by mistake
 & 2 days have thus been lost,
 in addition to the months lost
 the Hon. Secy H. B. speaks
 of. I have, however, to say
 him, noted again on a few
 points.
 Asst Secy
 14/7/97

Don't print.
 The Hon. Secy H. B. speaks of the
 The Hon. Secy H. B. speaks of the
 H. B. Secy
 The file passed me on May 31. This
 short order was not prepared until
 July 3 - why the delay of (say) a full
 month?
 Asst Secy
 The Hon. Secy H. B. speaks of the
 Some of the papers had to
 be sent to the Secy in another
 connection and were returned
 to the office on the 12th June
 But see observations
 Asst Secy
 17-7-97
 See remarks below - Limit
 given with this order as it
 stands
 Asst Secy
 2/7/97
 I agree with the order as amended. It should
 be sent to the Secy, and not wait for the reply of
 the B. Secy to the C. Secy's letter, which is, I think,
 the sent to the B. Secy for comment.
 Asst Secy
 17-7-97
 See as amended.
 14/7/97
 m. S. today to B. Secy & C. Secy.
 Sent order & C. Secy's note pp. 5-9
 to B. Secy & order only to C. Secy
 Asst Secy
 14-7-97

Read C. No. 2705 (full)
 C. No. 1292 (abstract)
 C. No. 4313 (full)
 C. No. 4545 (abstract)
 C. No. 4824 (abstract)
 Read Note by the Chief Engineer No
 248 L 8/ 17.5.97. (full)
 Order (Press) No. 5938/19th July 1897
 The papers read above re-
 late to the relative positions of the
 Revenue and the P.W. Departments in
 regard to famine relief works. In para-
 graph of its order No. 216 8/ 20.3.97, the
 Govt. has ruled that the P.W. staff em-
 ployed in connection with famine relief
 works is under the control of Collec-
 tors in all but technical matters, but
 as the existing provisions of the
 Famine Code have not yet been modified
 and brought into conformity with this
 ruling; there is often considerable de-
 lay in the enforcement of orders issued
 by district and divisional officers;
 misunderstanding leading to consid-
 erable friction between the officers of
 the two departments appears also to
 have arisen as to what should be re-
 garded as technical matters. It is
 therefore necessary to issue precise
 instructions and to define the sphere
 of the two departments in regard to
 relief works.
 The Collector of Bellary points

But that as section 110 of the famine
code stands at present, the Collector
cannot issue any orders direct to the
officers in charge of relief works but
should communicate ^{them through} the Executive En-
gineer, that Divisional officers cannot
introduce any desirable change in the
details of these works without first ad-
dressing the Collector who again has to
advise the Executive Engineer to issue the
necessary orders, and that in consequence
matters requiring prompt disposal are
often not attended to till after consi-
derable delay. He therefore proposes
that the section should be modified so
as to enable Collectors and Divisional
officers to issue their orders direct
to officers in charge of works whenever
they consider this necessary, communi-
cating copy thereof to the Executive
Engineer or the Sub-Divisional officer
as the case may be, and that with a view
to avoid conflict of orders, the superi-
or officers of the department should be
debarred from issuing to officers in
charge of works any independent orders
of their own which are not strictly of
a professional nature. In submitting
these proposals to Govt the Board of
Revenue draws attention to the provi-
sions of Section 28 of the Bombay Ten-
ure Code and suggests that, as in that
Presidency, the executive officers of the
P.W.D. should be directed to confine
themselves to matters which are purely

discretion and as sparingly as
possible

(From orders.)

The Famine Commr
The P.W.D.

RS
3-7-97

To the P.W.D. for counter initials

Please see note by
the C.E. attached.
RS

Same as C. N. 510

REVENUE DEPARTMENT.

1897.

Board of Revenue
(Revenue Settlement, Land Records and Agriculture),
MADRAS.

Recd.

Regd.

} 1897.

Enclosures

Spare copies



Printed May th.

Proceedings, 1st May 1897, No. 327.

G. O. 593 P. 19-7-77

MAY.

Revenue and Public Works officers.—Submitting, with remarks, for the early orders of Government, letter from the Collector of Bellary soliciting orders regarding the relative positions of — in the management of relief works.

PROCEEDINGS OF THE BOARD OF REVENUE
(REVENUE SETTLEMENT, LAND RECORDS AND AGRICULTURE).

Read—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 24th March 1897, Mis. No. 2209 :—

Read—the following G.O., Mis. No. 1408, Revenue, dated 13th March 1897 :—

Read—the following paper :—

From W. B. DEWINTON, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated Bellary, 8th February 1897, No. 3766-W.

I have the honour to report that from careful inspection of famine relief workers at work, I have come to the conclusion that it is quite impossible for a nursing mother to do the same task as an ordinary woman and that to make her do so severely handicaps the remainder of the gang.

I have, therefore, given instructions to my Division Officers that nursing mothers should be classed as $1\frac{1}{2}$ units instead of 2 until further orders and request that this action may be approved.

Endorsement by the Chief Engineer, Public Works Department, No. 854, dated 10th February 1897.

Transferred to the Revenue Department.

Order—thereon Mis. No. 937, Revenue, dated 16th February 1897.

Referred to the Board of Revenue for very early remarks. It should be ascertained whether the difficulty is experienced anywhere else and whether it is necessary to make the concession.

Resolution—dated 25th February 1897, Mis. No. 1496.

Communicated to the Collectors of the affected districts for very early report on the points indicated by Government.

2. The Board would suggest that on all points, not of a professional nature, that are connected with the administration of relief works, Superintending Engineers should be requested to address it direct.

Order—thereon Mis. No. 1408, Revenue, dated 13th March 1897.

Recorded.

2. Government think it will be more in accordance with the principles of the Code if communications come to the Board from the Collector and not from the Superintending Engineer.

(True Extract.)

(Signed) LIONEL DAVIDSON,
Under Secretary to Government.

To the Board of Revenue (R.S., L.R. and Agri.).
" Public Works Department.
" Local and Municipal Department.

Resolution—dated 24th March 1897, Mis. No. 2209.

Recorded.

2. It is presumed that the procedure pointed out by Government is that the Superintending Engineer should, in cases like the one under reference, communicate his views to the Collector and leave him to address the Board if necessary. It would appear that in the present case the Superintending Engineer issued orders without reference to the Collectors.

(True Copy and Extract.)

(Signed) R. V. SRINIVASIAH,
Secretary.
To the Secretary to Government, Revenue Department.

Read—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 5th April 1897, Mis. No. 2529 :—

Read—the following G.O., Mis. No. 1708, Revenue, dated 30th March 1897 :—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 24th March 1897, Mis. No. 2209.

Order—Mis. No. 1708, Revenue, dated 30th March 1897.

Recorded.

2. The Board's presumption is correct.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (R.S., L.R. and Agri.).
" Public Works Department.
" Local and Municipal Department.

Resolution—dated 5th April 1897, Mis. No. 2529.

Recorded.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Collectors of affected districts.

4 BOARD OF REVENUE (REV. SETT., L. RDS. AND AGRI.), 1st MAY 1897, No. 327.

READ—also the following letter from H. A. STUART, Esq., Acting Collector of Bellary, to the Famine Secretary to the Board of Revenue, dated 29th April 1897, Ref. on E. and B. No. 868:—

I have the honour to request the orders of the Board upon certain points of famine administration which arise from time to time.

2. The first and most important matter is the position of the Divisional Officer. When I joined the district I found that, in respect of relief works under the control of the Public Works Department, the Divisional Officer had no power and no authority, and that his interference was resented. Some improvement has since taken place, but the position is not yet satisfactory and requires to be more clearly defined.

3. In my view the Divisional Officer should be responsible for the administration of famine operations in his divisions, and if he is given responsibility, he must be given authority to issue orders and enforce them. But at present, except as regards kitchen management, he cannot give a single order to the subordinates employed on relief works. He may, for example, think more water-carts are necessary or he may find that more accommodation is required for persons who wish to live on the works. These are matters which demand prompt attention, but the Divisional Officer cannot secure this. He must write to the Collector, who is seldom at head-quarters; the Collector must address the Executive Engineer who also is usually on tour; the Executive Engineer sends the order to his Sub-Divisional Officer and the latter communicates it to the officer in charge of the work to which the Divisional Officer's report relates. Under the most favourable circumstances the time required by this circuitous process is not less than fifteen days, while it sometimes happens that the Executive Engineer thinks it necessary to demur to the orders of the Collector instead of giving immediate effect to them. Correspondence and delay follow and a month or more has gone before anything is done.

4. This deplorable method of procedure is caused by section 110 of the Famine Code, which requires that the Collector should issue all orders relating to the management of relief works through the Executive Engineer. The Collector indeed is in the same position as his Divisional Officer and is unable to give any orders direct to the officer in charge of a work. I cannot think that this was intended, and I strongly recommend that both Collector and Divisional Officer should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature. In that category, I include the following:—

- (i) The classification of relief workers by age.
- (ii) The reduction of the task of any particular gang.
- (iii) Arrangements for the supply of drinking water, including the conservation of wells and the digging of new wells.
- (iv) The provision of accommodation for persons who reside on the works including sanitary arrangements.

There may be other matters, but the foregoing are points that have actually come before me.

5. If Collectors and Divisional Officers are given these powers, copies of their orders should be communicated to the Sub-Divisional Officer and the Executive Engineer; and the latter should see that the orders are carried out. The question arises whether the superior officers of the Public Works Department should also have authority in these matters. I am of opinion that it is not desirable, for duality of control must lead to confusion. For example, the Revenue Divisional Officer may order the erection of 20 sheds for relief workers, and a few days later the Sub-Divisional Officer, Public Works Department, may, in ignorance of his revenue colleague's order or in disregard of it, issue instructions for the erection of not more than 15 sheds. The inevitable result will be that the officer in charge will either obey the officer of his own department or play one off against the other. The supervising officers of the Public Works Department have, in my opinion, quite enough to do in directing the technical part of the work, checking the amount of work done, and testing the muster-rolls, and it would be better for all concerned if the non-technical details were left to the Revenue officer.

6. I do not propose that Tahsildars should be empowered to give orders direct to officers in charge of works; it will be sufficient if, as now, they report defects in management to the Divisional Officer.

7. Another matter on which I solicit the Board's ruling is, the power of the Executive Engineer to issue orders directing general deductions from the task. The Code allows such a deduction when work is interrupted by storms, and the Board has sanctioned a deduction for time occupied in walking from distant villages and in re-organization of gangs; but I do not think that it is within the power of Engineer to sanction similar deductions without any reference to the Collector or the Board. I need hardly add that any representations on such matters would always receive most careful consideration, but the Collector is responsible for the famine administration, and important radical changes of this nature should not be made without his approval.

8. Finally, there is the difficulty of punishment of Public Works subordinates. As a rule I would leave this to the Executive Engineer, but I consider that the Collector should have power to overrule that officer when he is of opinion that the punishment inflicted is inadequate. The Code (section 94) lays down that, as regards general arrangements, the Public Works Officers are under the orders of the Collector, and the Government has more than once laid stress upon this relationship most recently in paragraph 9 of G.O., No. 216, Revenue, dated 30th March 1897. But authority without power to secure punishment is a phantom and the limited measure of control which I now propose seems to me necessary to ensure due regard being paid to the Collector's orders. The mere knowledge that the Collector had such power would probably be quite sufficient: he would seldom have to exercise it.

9. I have already addressed the Board on the position to be assigned to Superintending Engineer in respect to famine-relief operations and it is not necessary for me to repeat my arguments here.

10. In conclusion I request the favour of very early orders. There are now between 60,000 and 70,000 people on relief works in this district and the labour and difficulty of controlling operations are increasing. It will greatly facilitate our work if the position of the several officers is clearly defined, so that each may know what duty he has to do and what powers he may exercise.

RESOLUTION—dated 1st May 1897, No. 327.

Submitted for the very early orders of Government.

2. In his letter read above, the Collector of Bellary asks that the relative positions of Revenue and Public Works Officers may be more clearly defined, and that Collectors may be given power to punish subordinates of the Public Works Department, and he also asks whether Public Works Officers have power to issue orders directing general deductions from tasks which are not provided for by the Code or specific orders. The position of a Superintending Engineer in all but purely professional matters has been laid down in G.O., No. 1708, dated 30th February 1897.

3. The Collector points out that, while he is held solely responsible for the proper administration of relief within his district, and officers of all departments employed on famine duty within the limits of his district are directed to take their orders from him on all points not strictly professional (sections 24 and 94 of Famine Code and G.O., No. 216 of 1897), he is practically deprived of all power over subordinates of the Public Works Department by section 110, Famine Code, which requires him to issue all orders to such officers through the Executive Engineer of the district; that Divisional Officers, who are responsible for the proper administration of relief within their charges, are even more helpless, as they have to move the Collector to issue orders

through the Executive Engineers to the Public Works subordinate concerned; and that in consequence matters requiring prompt attention are often not attended to till a month has slipped by. He therefore asks that Collectors and Divisional Officers should be empowered to issue orders direct to officers in charge of relief works on all subjects not of a purely technical nature; that the superior officers of the Public Works Department should be responsible for seeing that all such orders, copies of which are communicated to them are carried out; and that, with a view to avoid the confusion that dual control must always involve, officers of the Public Works Department superior to an "officer in charge of works" should issue no orders to their subordinates, except those of a technical nature.

The mutual relation of Revenue and Public Works Officers is more clearly defined in the Bombay Code than in the Code in force in this Presidency. Section 38 of the Bombay Code reads:—

"(a) Every Executive officer of the Public Works Department, employed on relief works, shall be subordinate, as to all matters not strictly professional, to the Collector.

"(b) Officers of the Public Works Department, below the rank of Assistant Engineer, shall be subordinate, in the same manner, to the Sub-Divisional Officer.

[Note.—Sub-Divisional Officer in Bombay (where Divisional Commissioners are to be found) = Divisional Officer in Madras.]

"(c) The Divisional or the Famine Commissioner, as the case may be, may give Civil Officers, below the rank of a Collector, the authority of a Collector over Assistant Engineers employed in their charges, provided they are fitted for it by standing in the service and by discretion."

The Board is of opinion that the difficulty pointed out by the Collector is a very real one, and that the principles of the Bombay Code should be adopted in this Presidency, section 110 of the Madras Famine Code being so amended as to authorise Collectors and their Assistants to issue orders in all cases not of a purely technical nature direct to all officers of the Public Works Department below the rank of Assistant Engineer. The Board sees no reason, at present, to place officers of the grade of Assistant Engineers under the orders of Divisional Officers, unless an Assistant Engineer happens to be an "officer in charge of a work" (section 94, Famine Code).

The Bombay Code further seems to provide for the attention of officers of the Public Works Department being devoted entirely to professional matters. Section 39 thereof reads:—

"(a) The Executive Engineer of a district shall be jointly responsible, with the Collector, for seeing that relief works do not fail in their object.

"(b) If he sees any shortcomings or any reasons for alarm, he shall report them to the Collector, even though they may not lie within his special sphere."

The Board is of opinion that all Executive Officers of the Public Works Department should confine themselves to purely technical and professional matters, and that in all other matters they should, as has been already directed in the case of Superintending Engineers in G.O., No. 1708, dated 30th February 1897, report to Collectors for the issue of the necessary orders.

4. As the Collector points out, authority without power to secure punishment is a phantom, and the Board would recommend that so long as Famine Relief operations shall be carried out in a district, the Collector shall have the same power over officers of the Public Works Department as a Superintending Engineer.

5. The Board considers that Public Works Officers have no power to direct any deductions from the task, except such as are directed by the Famine Code or any

special order of Government or the Board. If an Engineer consider other deductions necessary, he should address the Collector for orders, and the latter officer will then, if necessary, seek instructions from the Board.

(True Copy and Extract.)

Famine Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Collector of Bellary.

Collectors of other affected districts.

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