

Chap. I.] ESTABLISHMENT—TEMPORARY AND [1.129
WORK-CHARGED

temporary nature, for a period not exceeding six months, they may be treated as work-charged establishment.

(3) The Chief Engineer and Superintending Engineers are empowered to classify as "Works" or "Temporary" those classes of establishment about whose correct definition there is doubt, subject to the concurrence of the Audit Officer and to the proviso that general principles for entertainment of such establishment are not infringed.

Serial No. 74 of Paragraph 20.6, Book of Financial Powers.

(4) Chief and Superintending Engineers are authorised to waive the rule which requires that works establishment must be employed on a specific work and to determine, in such cases the proportions in which the cost of such establishment shall be allocated between the works concerned.

NOTE—As an exception to the general rule, the cost of Khalasis attached to subordinates may be charged to annual maintenance and Repairs or other estimates in which provision for it has been made with the sanction of the Superintending Engineer, or the Chief Engineer, Electricity Branch, as the case may be.

(5) The cost of works establishment must be shown as a separate sub-head of the estimate for a work.

(6) All pay bills for work-charged establishment shall be pre-audited by the Divisional Accountant and approved by the Divisional Officer before payment. Before a member of the work-charged establishment, whose services have been dispensed with, is settled up under paragraph 303 of the Public Works Account Code, the Sub-Divisional Officer should invariably ascertain from the Divisional Office if there are any outstandings against the man.

(7) Members of the work-charged establishment, other than Road Inspectors, who are engaged on the footing of monthly servants will be subject to discharge at 10 days' notice except in the case of serious misconduct or gross inefficiency (when no notice will be given) or on payment of pay for 10 days or for such period up to this extent as may be due to them in lieu of

Buildings and Roads Branch.

notice. Should they desire to resign they will be required to give 10 day's notice or forfeit pay for this period or for such period up to this extent as may be due to them in lieu of notice.

1.130. The powers of the various officers of the Public Works Department to sanction the entertainment of work-charged establishment are specified in paragraph 20.6, Book of Financial Powers.

1.131. A Superintending Engineer may sanction the grant of bonus to work-charged establishment employed on excavating machines, provided the bonus is paid in accordance with such scales and principles as Government may, from time to time, determine in this behalf.

1.132. A work-charged employee is not entitled to any pension, leave or travelling or other allowance except in the following cases :—

Public Works Account
Code, Paragraph 301.

- (i) (a) Short casual leave up to a limit not exceeding 15 days in a calendar year, subject to a maximum of 10 days at any one time, on full pay at the discretion of the Sub-Divisional Officer and under the ordinary rules for casual leave to ordinary establishment. This leave will not be cumulative and will not be given in combination with leave without pay. This leave will be calculated on the basis of the calendar year, but where an appointment is made during the course of a year the amount of leave admissible will be calculated proportionately for the broken period.
- (b) Holidays to the community for whom a particular day is held sacred, restricted to five days in a calendar year in the case of each community, the employees concerned being allowed to select the religious festivals on which they would like to enjoy the concession; provided that not more than half of a gang employed on roads should be absent at one time.
- (c) Alternate Sundays not more than half of the establishment to be absent on any one Sunday.

The above concessions do not apply to casual labour on daily wages.

- (ii) At the discretion of the Divisional Officer, actual travelling expenses not exceeding a single railway fare of the class, to which regular Government servants drawing the same pay are entitled, in case of places connected by rail and actual travelling expenses, duly supported by original bus tickets, in case of places not connected by rail, for journeys, performed within the Punjab or to a bordering State or settlement in the interest of the work on which he is employed.

“Halting allowance should be allowed to Work-charged Establishment at the same rates as are admissible to his counterpart in the regular establishment when a person spends the night away from his headquarters. No daily allowance will be admissible in case the person returns to his headquarters and does not spend the night out.”

- (iii) Transfer travelling allowance, i.e., single railway fare or actual travelling expenses including the cost of carriage of personal effects to Road Inspectors, Road Roller Drivers and Firemen, Mistries (including Electric Mistries), Electric Mechanics and employees on the work-charged establishment in the Public Health Circle for themselves and dependent members of their families who are not males of over 18 years of age on the occasion of their transfer in cases of sheer necessity in the public interest, subject to the following conditions :—

- (a) the limits of travelling allowances relating to the cost of carriage of personal effects and the class of railway accommodation admissible to regular Government servants of the same grades are not exceeded ;
- (b) the grant of travelling allowance will be at the discretion of the Divisional Officer ;

- (c) the transfer is from one place to another, except in the case of Road Roller Drivers and Firemen when travelling allowance will only be allowed for transfer from one Division to another ;
- (d) the journey performed is in the interest of work on which the man is employed and not as a disciplinary measure ;
- (iv) Wound and other extraordinary pensions and gratuities in certain cases ;
- (v) Grain compensation allowance ;
- (vi) Compensation under Workmen's Compensation Act, 1923 and *ex gratia* payment of the amount which would have been statutorily payable if the accident had occurred in British India in respect of accidents which happen to the Punjab Public Works Department employees of the Irrigation and Buildings and Roads Branches in the tracts to which the Act has not yet been applicable.

NOTE (1)—This rule does not apply to members of the temporary establishment whose pay is charged to works under paragraph 1.131 of this Code. The leave salaries, travelling and other allowances of such establishment are regulated by the rules applicable to temporary establishment.

NOTE. (2)—Rules for the recovery of rent from work-charged establishment are contained in paragraph 3.28.

L—POLICE AND OTHER GUARDS

1.133. When marching or in camp on public duty, officers are allowed a guard for the protection of public property. Such guards are supplied by the Police Department, and application for them should be made to the Superintendent of Police by the officer requiring them, unless he be an Assistant Executive Engineer or of lower rank in which case the application should be made by the Divisional Officer. Such guards will not, however, be supplied unless the officer travelling is in charge of Government money or valuable Government property, or the country is disturbed and no charge for them will be made by the Police Department

1.134. In all cases where through the inability of the Police Department to supply a guard from the regular Police force special guards have to be entertained, the sanction of Government will be necessary. Officers may, however, in urgent cases entertain the guard in anticipation of sanction, reporting their action at once to higher authority. The services of such extra guards should be dispensed with directly they are no longer required. The cost of such guard will be allocated as laid down in sub-paragraph (2) *infra*.

(2) The cost of all treasure guards (Police or Barkandaz establishment) when recruited, controlled and paid by the Public Works Department, will form a debit against the Department and should be charged as petty establishment in the monthly bills of the Division, or against the special work for which they may have been engaged.

1.135. Divisional and Sub-Divisional Officers who have charge of public money may be allowed, as part of their establishment, a treasure guard, the strength of which will be fixed according to the circumstances in each case by the Chief Engineer, after obtaining the previous approval of the Finance Department.

NOTE—The strength of Treasure Guards in the Divisions and Sub-Divisions of the Irrigation Branch will be as laid down in Clause II, Article 2.5 of the Irrigation Manual of Orders.

(2) These guards should ordinarily be employed only for the custody and escort of Government treasure, but may also be employed to carry specially valuable documents.

M—MEDICAL ESTABLISHMENT

1—GENERAL

1.136. The Provincial Medical Service is divided into two branches ; one for Civil Assistant Surgeons and the other for Civil Sub-Assistant Surgeons. The requirements of the Department will, as a rule, be met from the Provincial establishment, but on occasions when the service of a Civil Sub-Assistant Surgeon or a Military Sub-Assistant Surgeon in Civil employment cannot be made available, a Military Sub-Assistant

Surgeon may be obtained by application to the Director-General, Indian Medical Service, through the Inspector-General of Civil Hospitals, Punjab.

1.137. Assistant Surgeons or Sub-Assistant Surgeons will be allowed as part of the Public Works Establishment, and furnished with medicines at the public expense, wherever any large body of workmen is collected together. Sanction to their appointment must be obtained under the usual rules regarding increases of establishment, and application for the services of individuals to fill sanctioned appointments will be made through Superintending Engineers to the Inspector-General of Civil Hospitals.

II—PAY AND ALLOWANCES OF MEDICAL ESTABLISHMENT

1.138. In addition to pay, special pay or compensatory allowance may, with the sanction of Government, be granted to Assistant Surgeons or Sub-Assistant Surgeons, whether Civil or Military, for independent or other charges of more than ordinary importance, or when local circumstances, such as reputed unhealthiness or dearness or provisions, afford just grounds for increasing the emoluments. Personal pay may also, on the recommendation of the Inspector-General of Civil Hospitals, and with the sanction of Government, be granted for exceptionally good service.

1.139. All Assistant Surgeons, Sub-Assistant Surgeons and Dispensers, who are Government servants, employed in sanctioned appointments, whether under Government, Local Boards or Municipalities, are entitled to free quarters or to a reasonable compensatory allowance in lieu thereof on the following conditions :—

- (i) Where accommodation is specifically provided for any appointment, the Assistant Surgeon or Sub-Assistant Surgeon holding the appointment shall not be required to pay rent.
- (ii) Where no accommodation is provided, each case shall be dealt with on its own merits and no house-rent shall be granted unless the Assistant Surgeon or Sub-Assistant Surgeon is required to provide

himself with accommodation in any particular locality for the proper performance of his duties, or in a locality which, in the opinion of the authority under whom he is serving, is conveniently near the premises in which his regular duties have to be performed. In places where free quarters are not provided and where suitable quarters within a convenient distance are not obtainable, the necessary quarters should be constructed.

1.140. Assistant Surgeons and Sub-Assistant Surgeons attached to the Public Works Department are under the control of the Civil Surgeon of the district in which they are employed, and instances of misconduct or neglect of duty on their part should be reported to that officer for action.

III—LEAVE, RETIREMENT AND RESIGNATIONS OF ASSISTANT SURGEONS AND SUB-ASSISTANT SURGEONS

1.141. Application for leave, to retire or to resign the service, as well as casualty reports and invaliding papers should be forwarded to the Administrative Medical Officer through the Civil Surgeon of the district under whom the Assistant Surgeon or Sub-Assistant Surgeon is serving.

IV—REMOVAL OF ASSISTANT AND SUB-ASSISTANT SURGEONS

1.142. Whenever it is thought desirable to remove an Assistant Surgeon or Sub-Assistant Surgeon from the Public Works Department, the reasons for so doing should be reported confidentially to the Administrative Medical Officer who will take such further action as may be considered necessary in accordance with the rules regulating the procedure to be observed in such cases.

V—FREE MEDICAL ATTENDANCE UPON PERSONS CONNECTED WITH THE IRRIGATION BRANCH, PUBLIC WORKS DEPARTMENT

1.143. Any person directly connected with the Irrigation Branch including (i) the families of Government servants drawing pay less than Rs. 75 per mensem, (ii) the servants of

gazetted officers and of superior Government servants, and (iii) workmen employed by Government or by Government contractors, is entitled free of charge to the services of the special medical officer employed by the Irrigation Branch :

Provided that the persons entitled to free medical attendance shall ordinarily attend at the dispensary or at the residence of the special medical officer unless he is a Government employee in receipt of pay of Rs. 35 per mensem or more or the nature of the illness is such as to prevent him from attending the dispensary or the residence of the special medical officer ;

Provided further that (i) in the absence of a special medical officer the person entitled to free medical attendance shall be entitled to call in the nearest medical officer of the ordinary establishment of the same grade as the grade of the special medical officer to whose services he is entitled, or if there is no medical officer of the ordinary establishment of a higher grade only in cases of emergency and if there is no special canal dispensary within the sub-division ; (ii) the canal officer in charge of the place or in his absence the senior Government servant shall sanction the requisition of the services of the medical officer of the ordinary establishment and in such cases the medical officer of the ordinary establishment shall not be entitled to any fee.

Explanation.—Contractors and petty contractors shall not be entitled to free medical attendance.

1.144. The Civil Surgeon shall attend free of charge serious cases of illness or injury of officers who would be entitled to his services if they were at the headquarters of the district.

N—MISCELLANEOUS RULES

I—PERSONAL

1.145. Officers of the Indian Service of Engineers and other officers appointed by the Secretary of State before the introduction of Provincial Autonomy in 1937, are liable to serve in any part of India unless stipulated otherwise in their agreements. All other officers of the Punjab Public Works Department are liable to serve any where within the Punjab

(and the Delhi Province in the case of the Irrigation Branch) and the Indian States in which works are being executed under the administrative control of the Punjab Government or in which works controlled by that Government are situated unless otherwise expressly stated in their agreements.

1.146. It is a breach of the Government Servants' Conduct Rules for a Government servant to have a personal financial interest in a work for which he is responsible to Government.

In the Public Works Department it is forbidden that a Government servant on behalf of Government issue a work order to, sign a contract in favour of, or buy materials for Government work from any person who is related to him or in whose activities he is privately interested. For the purpose of this rule, the term 'related' is to be interpreted as including relationship both close and remote.

1.147. Every member of the Department, whether civil or military, must consider that his pay, for the time being, or as defined in any agreement, is his sole legal remuneration; and that the receipt of commission, or any consideration, directly or indirectly on account of any business or transaction in which he may be concerned on behalf of Government, is prohibited. Every officer of Government is bound to report to his departmental superior any infringement of this rule which may come to his knowledge. See also paragraph 1.120.

NOTE—The rules regarding the grant of honoraria from general revenues and the acceptance of honoraria and fees from a source other than general revenues are contained in Chapter 8 of the subsidiary Rules and Fundamental Rule 48.

II—COMPLAINTS AGAINST OFFICIALS

1.148. No anonymous communication regarding the conduct of any Government officer shall be acted upon without the permission of Government, excepting so far as to endeavour to remove any apparently well-founded causes of complaint which do not affect the character of individuals. With the above exception, every complaint by or against any person in the department must be received, if allegations of a definite nature which can be verified are made, and enquired into by his superior officer.

The procedure to be followed in the case of written complaints made by five reputable persons alleging corrupt conduct on the part of any official, is described in paragraph 9-A of the Punjab Government Consolidated Circular No. 6—Administrative—Miscellaneous, and should be followed.

III—PROCEDURE IN REGARD TO LAW SUITS.

1.149. When any officer or subordinate in the Department is personally sued in any Civil Court, by parties claiming from him wages or money arising out of transactions in which he is concerned only in his official capacity, and *bona fide* on behalf of Government, it will be necessary that he defend the suit by pleading that Government should be made the defendant as the party really interested. But when the suit is for damages in respect of an alleged wrongful act of a Government officer, the party aggrieved may, as a general rule, bring the suit against such officer, and it would be no defence for the officer sued to contend that Government ought to be the defendant. The plaintiff may legally contend that he has a right to look to the party by whose act he has been aggrieved, whether he could or could not have sued that party's principal. The distinction is between suits on contracts and suits for wrongs. In cases of the latter kind, it will remain with Government to determine whether it would be just and proper that the defence should be carried on at the expense of Government. The course should ordinarily be adopted only in cases where there is no reasonable doubt of the innocence of the accused. When, on the other hand, there is *Prima facie* evidence that he has acted improperly, he should be left to conduct his own defence, the question of Government contributing towards the cost of the defence being subsequently considered. Whatever be the nature of the case, failure to defend the suit, or to reply to the plaint in person or by counsel, as the case may require, will render the officer or subordinate personally responsible.

(2) Principles as to the conditions in which Government will pay the cost of defence of its servants in criminal proceedings, are laid down in Chapter 12 of the Punjab Law Department Manual (1938).

1.150. "The following procedure to be followed when a Government is summoned by a Court to produce officials do-

uments for the purpose of giving evidence :—

1. The law relating to the production of unpublished officials records as evidence in courts is contained in sections 123, 124 and 162 of the Indian Evidence Act, 1872 (Act of 1872) which are reproduced below :—

123. No one shall be permitted to give any evidence derived from unpublished official records relating to any affairs of State, except with the permission of the officer at the head of the Department concerned, who shall give or withhold such permission as he thinks fit.

124. No public officer shall be compelled to disclose communications made to him in official confidence when he considers that the public interests would suffer by the disclosure.

162. A witness summoned to produce a document shall, if it is in his possession or power, bring it to Court, notwithstanding any objection which there may be to its production or to its admissibility. The validity of such an objection shall be decided on by the Court.

The Court, if it sees fit, may inspect the document, unless it refers to matters of State or take other evidence to enable it to determine on its admissibility.

If for such a purpose it is necessary to cause any document to be translated, the Court may, if it thinks fit, direct the translator to keep the contents secret, unless the document is to be given in evidence ; and, if the interpreter disobeys such direction, he shall be held to have committed an offence under section 166 of the Indian Penal Code.

2. For the purposes of section 123 above, the expression Officer at the head of the department concerned may be held to mean the officer who is in control of the department and in whose charge records of the department remain. Ordinarily such an officer would be the Secretary to the State Government in the case of State Governments and the Secretary, Additional Secretary or Joint Secretary in charge of the Ministry in the case of the Government of India. But in case of attached officers like

Director of Industries, Punjab or Director of Agriculture, Punjab, the Director concerned may be regarded as 'the head of the Department' for the purposes of this Section. Only such an officer should be treated as the authority to withhold or give the necessary permission for the production of official documents in evidence. In case of part C States the Chief Commissioner or the Lieutenant Governor, as the case may be, regarded as the head of the department not his secretaries.

3. In respect of documents (1) emanating from a higher authority, i.e., the Government of India, or the State Government or which have formed the subject of correspondence with such higher authority, or (2) emanating from other Governments, whether foreign or members of the Commonwealth the head of the Department should obtain the consent of the Government of India or of the State Government, as the case may be, through the usual official channels before giving permission to produce the documents in court or giving evidence based on them unless the papers are intended for publication or are of a purely formal or routine nature, when a reference to higher authority may be dispensed with.

4. In the case of documents other than those specified in paragraph 3 above production of documents should be withheld only when the public interest would by their disclosure be injured, as where disclosure would be injurious to national defence, or to good diplomatic relations or where the practice of keeping a class of documents secret is necessary for the proper functioning of the public service. Some High Courts have pointed out the circumstances under which no such privilege should be claimed, *e.g.*, privilege is not to be claimed on the mere ground that the documents are State documents or are official or are marked confidential or, if proposed, would result in Parliamentary discussion or public criticism or would expose want of efficiency in the administration or tend to lay a particular department of Government open to a claim for compensation. The mere fact that the head of the department does not wish the documents to be produced is not an adequate justification for objecting to their production. The High Courts have also observed that refusal to produce documents relating to affairs of State implies that their production will be prejudicial to public interest. Consequently the reason therefor should be given in an affidavit in form 1 at the appropriate place.

5. In a case of doubt the head of the department should invariably refer to higher authority for orders.

6. These instructions apply equally to cases in which Government is a party to the suit. In such cases, much will depend on the legal advice as to the value of the documents, but before they are produced in court, the considerations stated above must be borne in mind, and reference to higher authority made, when necessary.

7. The Government servant who is to attend a court as a witness with official documents should, where permission under section 123 has been withheld, be given an affidavit in form No 1 duly signed by the head of the department in the accompanying form. He should produce it when he is called upon to give his evidence, and should explain that he is not at liberty to produce the documents before the court, or to give any evidence derived from them. He should, however, take with him the records which he had been summoned to produce.

8. The Government servant who is summoned to produce official documents, in respect of which privilege under section 124 has to be claimed, will make an affidavit in the accompanying form No. II. When he is not attending the court himself to give evidence, he shall have it sent to the court along with the documents. The person through whom the documents are sent to court should submit the affidavit to the court when called upon to produce the documents. He should take with him the documents which he has been called upon to produce but should not hand them over to the court unless the court directs him to do so. They should not be shown to the opposite party.

9. The head of the department should abstain from entering into correspondence with the presiding officer of the court concerned in regard to the grounds, on which the documents have been called for. He should obey the court's orders and should appear personally, or arrange for the appearance of another officer in the court concerned, with the documents, and act as indicated in paragraph 7 above, and produce the necessary affidavit if he claims privilege.

FORM I.

IN THE COURT OF

Suit No....., of 19
I,
hereby solemnly affirm and state as follows :—

A summons bearing No.....dated.....
issued by the Court of
in suit No.....of 196 (.....
Vs) has been received in the
Department of.....on196
requiring production in the said Court on.....196
of documents stated below. I, as the Head of the Department
of.....
and in control of, and in charge of, its records, I have carefully
considered the relevant documents and have come to the conclu-
sion that they are unpublished official records relating to affairs
of State and their disclosure will be prejudicial to public interest
for the following reasons ;

LIST OF DOCUMENT SUMMONED

I do not, therefore, give permission to anyone under section
123 of the Indian Evidence Act, 1872, to produce the said docu-
ments or to give any evidence derived therefrom.

Solemnly at this day of 196

Shown before me.

Name and designation of the officer
at the Head of the Department .

FORM OF AFFIDAVIT No. II

IN THE COURT OF

Suit No. _____ of 19

I,
.....

Do hereby solemnly affirm and state as follows :—

A summons bearing No....., dated.....
 Issued by the Court of.....in suit No.....
 of 196 (.....Vs.....)
 has been served on me on.....196, requiring produc-
 tion in the said court on.....196, of the documents
 stated below. I have carefully considered them and have come
 to the conclusion that they contain communications made in
 official confidence and I consider that the public interest would
 suffer by their disclosure for the following reasons :—

*Here insert the name, designation and address of the
 person making the affidavit.

LIST OF DOCUMENT SUMMONED

I, therefore, claim privilege under section 124 of the Indian
 Evidence Act, 1872.

Solemnly affirmed at

day of.....196

Shown before me.

(Here write the name and Designation of
 the Officer making the Affidavit.)

1.151. Supervision of the legal affairs of the department is exercised by the Legal Remembrancer, to whom references should be made through the Chief Engineer, Irrigation Branch in all cases except those in respect of which Superintending Engineers, Irrigation Branch, are the controlling authorities.

(2) In the Buildings and Roads Branch all references for legal opinion must be made through the Chief Engineer, except in regard to certain civil suits for which the Superintending Engineers are controlling authorities under rules 15.1 and 15.2, Chapter 15 of the Law Department Manual.

(3) In the Electricity Branch, all references for legal opinion should be made through the Chief Engineer, in accordance with Rules 15.1 and of 15.2 the Punjab Law Department Manual.

(4) The conduct of all civil suits affecting Government, or its officers in their official capacity, will be in accordance with the rules contained in the Punjab Law Department Manual.

IV—SECURITY DEPOSITS

1.152. The classes of established specified below must furnish cash security, the amount (which will be subject in all cases to the minimum prescribed against each class) being fixed by the Chief Engineer (in case of Secretariat establishment) and the Superintending Engineer (in case of men employed in his Circle), with reference to the amount of cash or value of stores which each individual is to handle from time to time or according to the circumstances and local conditions in each case :—

- | | |
|--|--|
| 1. Cashiers, permanent and temporary. | Rs. 500 plus two sureties of Rs. 1,000 each. (The persons standing as sureties must own immovable property). |
| 2. Storekeepers | Rs. 250. |
| 3. Sub-storekeepers | } The amount to be fixed in each case by the Chief Engineer in case of Secretariat establishment and by the Superintending Engineer in case of establishment employed in his Circle. |
| 4. Other establishment entrusted with the custody of cash or stores. | |

- | | |
|---|--|
| 5. Permanent and temporary Naib-Zilladars (authorized by name by the Superintending Engineer, Derajat Circle, to collect money and grant receipts). | Rs. 100. |
| 6. (a) Temporary subordinates. | Rs. 300 (Rs. 100 at the time of appointment, and a bond with two sureties for the remaining sum of Rs. 200 to be paid in 20 monthly instalments of Rs 10 each. The bond to be cancelled on completion of full security). |
| (b) Temporary subordinates employed on survey work. | Rs. 50 at the time of appointment. |

NOTE—No security is required to be taken from a permanent man.

	Rs.
7. Daffadars	100
8. Barkandazes	50
9. Sowars	100
10. Deputy Collectors and Zilladars' chaparasis ..	50
11. Signallers entrusted with a cash imprest or stores	50

NOTE (1)—For the purposes of this paragraph, the Superintendent, Central Workshops Division, Amritsar, shall exercise the powers of a Superintending Engineer in respect of his Division.

NOTE (2)—No security need be taken from permanent Clerks and other subordinates when they are required to officiate in appointments in which security is generally taken, if the officiating appointment is not expected to continue beyond six months.

(2) Cashiers, storekeepers and sub-storekeepers must pay securities in a lump sum before taking charge of their duties. Other classes may pay in a lump sum or in instalments of not

less than 1/5th of their pay monthly at the discretion of the Superintending Engineer. Pensioned soldiers, pensioned Policemen and reservists are exempted from the payment of security.

NOTE—This paragraph does not apply to Buildings and Roads Branch.

1.153. In addition to above, the temporary Establishment governed by para 1.127 of this Code, on employment in the Government Central Workshops, Amritsar, even though their employment is on monthly footing, shall be required to deposit one month's salary recoverable in three equal instalments as security in compliance with the terms of their engagement against forfeiture of a month's pay in case such Government servants leave service without notice. This security will be forfeited to Government on default of the Government servant concerned on orders passed to that effect by the appointing authority.

V—STATIONERY AND FORMS

1.154. Stationery is supplied to public officers by the Deputy Controller of Stationery at Calcutta. Officers other than those to whom power has been delegated under Serial No. 22 of paragraph 20.10, Book of Financial Powers, are prohibited from obtaining elsewhere articles which can be procured from the Stationery Office except under orders of Government in each case.

(2) No article of stationery whether for English or Vernacular work that is available in the Stationery Office, Calcutta, should be purchased locally. Local purchase will, however, be permissible only in the case of cheap indigenous articles of inferior quality, required for use in the Vernacular Offices, and not available in the Stationery Office, Calcutta.

1.155. The rules regarding the supply and preparation of indents for the various kinds of printed forms in use in the Department are laid down in the Punjab Printing and Stationery Manual and should be carefully observed.

1.156. All officers entrusted with a supply of stationery and forms for their official use will take proper precautions to keep them in the custody of a responsible and trustworthy person and to maintain a record of the receipts, issues and balances.

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RULES

Stock should be verified annually and the certificate of verification recorded in the register of stationery over the signature of a gazetted or other responsible officer.

1.157. Standard forms cannot be altered without the previous sanction of the Chief Engineer of the Branch concerned, or, in the case of Account forms, of the Auditor-General of India or the Accountant-General, Punjab, who will, however, obtain concurrence of the Punjab Government in the Administrative Department to any important changes or modifications. Alterations in or additions to non-standard or provisionally standardized forms will not be made without the sanction of the Head of the Department of the Controlling Officers as the case may be. New forms should not be introduced by an officer without the approval of Government in the Electricity and Industries Departments.

1.158. Forms of deeds and other documents which are not already stereotyped will be settled by the Law Officers of the Government, and furnished through the Chief Engineer to whom all applications on such matter should be addressed.

VI—DESTRUCTION OF OFFICIAL RECORDS

1.159. Where a minimum period after which any class of records may be destroyed has been prescribed by Government in the Public Works Department, Divisional Officers may order in writing the destruction of such records in their own and subordinate offices on the expiry of that period counting from the last day of the latest official year covered by the record. Superintending Engineers are competent to sanction the destruction of such other records in their own and subordinate offices as may be considered useless, but a list of such records as properly appertain to the accounts of the Department should be forwarded to the Audit Officer for his concurrence in their destruction before the destruction is ordered by the Superintending Engineer. Full details should be maintained permanently, in each office, in P.W.A. Form No. 97, of all records destroyed from time to time. The following should on no account be destroyed :—

- (i) Records connected with expenditure which is within the statute of limitation.

- (ii) Records connected with expenditure on works not completed although beyond the period of limitation.
- (iii) Records connected with claims to service and personal matters connected with persons in the service.
- (iv) Records of experiments and observations.
- (v) Calculations relating to particular designs.

(2) The various kinds of records and the periods fixed for their preservation are given in Appendix III of this Code.

(3) The destruction of records will always be subject to any general or special rules issued by the Irrigation Branch, the Buildings and Roads Branch or the Electricity Branch in their respective Manuals of Orders.

VII—GENERAL RULES OF OFFICE PROCEDURE

1.160. No officer should correspond direct with an authority superior to the officer under whom he is immediately serving, or with the Punjab Government or the Central Government, out of the regular course, except in a case of extreme emergency, in which case he must send copies of his communications to his immediate superior. All Gazetted officers may write direct to the Under-Secretary (Establishment) in the Irrigation Branch and to the Under-Secretary in the Buildings and Roads Branch about personal matters when no reply is required.

(2) Officers are similarly prohibited from approaching members of Legislatures or Ministers, either personally or through the medium of a friend or relation, or to disclose to them information of which their knowledge is official and not personal.

1.161. Letters containing proposals concerning other departments should, so far as is needful, be accompanied by references to the opinion of the officers concerned (in the case of a building, of the officer occupying it) and of the head of the department on the spot.

1.162. Demi-official correspondence should be made use of sparingly, and only in cases of extreme urgency or secrecy, or to supplement and explain a matter which has been, or is about to be, referred officially.

(2) No demi-official correspondence should be quoted or referred to in official communications, and, unless such correspondence has been brought on record with the approval of Government, orders conveyed in it cannot be regarded as being the official orders of Government. It is, therefore, necessary that all instructions which have, in the first instance, been conveyed demi-officially should be confirmed in an official communication.

1.163. The following rules prescribe the methods of dealing with Secret and Confidential correspondence ; maps and books should be treated in the same way :—

- (i) In all offices care should be exercised in deciding whether a particular document is to be classified as "Secret" or "Confidential" or not and the decision should invariably be made by a responsible authority. While it is essential that all papers, the contents of which are in reality secret or confidential, should be so treated in every office to which they are sent, it is also very desirable that the same treatment should not be extended, as is often the case, to papers whose contents are neither secret nor confidential. An indiscriminate use of these designation produces much unnecessary trouble and waste of time, and has its danger intending to lessen the attention which is paid to them. Papers may sometimes be secret or confidential only until the occurrence of some particular event or announcement, and in such cases it is useless to continue afterwards to treat them in this way.
- (ii) Secret documents, being intended only for the personal information of the Government or individual to whom they are issued or of those officers whose duties they affect, should be kept by the officer, to whom they are addressed, in his personal custody,

except in the Secretariat, in which special arrangements may be made, under the authority for their safe custody. The keeper will be responsible that the contents are disclosed to the officers mentioned above and to those only. The documents should be locked in a safe or other receptacle, of which the officer should himself keep the key or keys. A list of such documents should be maintained by him (or in the Secretariat under his orders) and also of confidential correspondence kept by him (if any), and when relieved of his appointment, he should hand over the keys and the list to his successor. An exception may be made in the case of the Secret Police abstracts, which may be treated as if they were marked confidential.

- (iii) Confidential correspondence should ordinarily be kept in office under lock and key of English manufacture in the custody of the Superintendent or Head Clerk ; but the officer to whom the correspondence is addressed will exercise his discretion as to the necessity of retaining it in his own personal custody.
- (iv) The Superintendent or Head Clerk will keep under lock and key all confidential documents in his custody and will maintain a proper receipt, issue, and return register therefor.
- (v) On taking over charge on transfer, an officer should show in his transfer report that he (a) has received all the documents shown in the list referred to in rule (ii) above, and (b) has seen documents shown by the Superintendent or Head Clerk's register to be in the custody of the Superintendent or Head Clerk. Any irregularities noticed should be included in his report. A new Superintendent or Head Clerk on receiving charge will report to his superior officer whether he has received in good order (or otherwise), all the confidential correspondence made over to him by his predecessor.
- (vi) The list and register referred to above should be

- periodically examined with a view to destroying, or amalgamating with general correspondence, any correspondence (other than maps or books) which has ceased to be secret or confidential.
- (vi) No hard and fast rules need be laid down for the copying and issue of confidential letters, it being left to the discretion of the officer to decide by whom the work may safely be done.
- (viii) When confidential papers are sent out of an office, they should be put into double sealed covers. The inner one should be marked "Confidential" and be superscribed, whenever this is possible, with the name of the addressee, who alone should open it. The outer cover should have no marking of any kind on it to indicate that its contents are of a confidential nature and should bear the official designation of the addressee only. Letters or packets containing secret or confidential papers should, unless the resultant delay is fatal to the object in view, invariably be registered, and those containing secret papers should also be sent acknowledgment due. (See paragraph 3, section 1 of Punjab Government Consolidated Circular No. 5, Administrative correspondence).
- (ix) Confidential correspondence sent by registered post to the Civil Secretariat should be treated in accordance with the provisions of paragraph 2 of the Circular quoted in rule (viii) above.
- (x) Certain secret and confidential books, reports, maps, etc. are issued by Army Headquarters direct to the Heads of Provincial Governments and Administrations who are held personally responsible to the Chief of the General Staff for their safe custody. Instructions have been issued by the Chief of the General Staff for the custody and disposal of such papers, and these instructions should be carefully observed. Subordinate officers to whom these secret documents are entrusted by the Punjab Government should observe the same instructions.

1.164. The scale of typewriters allowed for use in the various offices of the Public Works Department is given in Appendix L of the Punjab Printing and Stationery Manual. Machines required in excess thereof can only be purchased with the previous sanction of Government in the Electricity and Industries Departments with the approval of the Finance Department.

(2) Only machines of patterns approved by the Punjab Government,—*vide* paragraph 11.1 of the Punjab Printing and Stationery Manual may be purchased. Typewriters of other patterns already in use may be retained until they become unserviceable and are condemned.

VIII—PERIODICAL RETURNS

1.165. With regard to periodical returns not prescribed by Government, officers to whom such returns are submitted should institute, at convenient intervals of time, an examination into the necessity for each return, with a view to discontinue any that may be found to be no longer necessary.

A list of periodical returns will be found in Appendix IV (printed separately).

(2) A list showing the reports and returns prepared under the orders of the Punjab Government or any other authority and submitted to or by Government in the Public Works Department and other authorities subordinate to it, is prepared and supplied to subordinate offices from time to time.

(3) No returns should be instituted without the previous approval of the Chief Engineer. As soon as it becomes apparent that any report or return is no longer necessary or can with advantage be curtailed or submitted at longer intervals than laid down in the list noted above, proposals should be submitted to the Chief Engineer through the proper channel.

CHAPTER II—Works

A—CLASSIFICATION OF THE OPERATIONS OF THE PUBLIC WORKS DEPARTMENT

2.1. The operations of the Department are divided primarily into two classes "Original Works" and "Repairs" or "Maintenance."

2.2. (1) The term "original works" indicates new construction, whether of entirely new works or additions and alterations to existing works, except as hereinafter provided; also all repairs to newly purchased or previously abandoned buildings or works required for bringing them into use.

(2) The term "repairs" indicates primarily operations undertaken to maintain in proper condition buildings and works in ordinary use. It also includes new works in circumstances indicated in clause 3 and the "exception" to clause 5 below.

(3) When a portion of an existing structure or other work not being a road, road surface, road bridge, causeway, embankment, ferry approach, protective or training work in connection with a road, is to be replaced or remodelled (whether or not the change involves any dismantlement) and the cost of the change represents a genuine increase in the value of the property, the work of replacement or remodelling, as the case may be, should be classed as "original work", the cost (which should be estimated if not known) of the portion replaced or remodelled being credited to the estimate for "original work" and debited to "repairs". When any dismantlement is involved and serviceable materials are recovered from the dismantlement, the cost of such materials should be credited to "repairs". In all other cases the whole cost of the new work should be charged to "repairs".

NOTE. (1)—In the case of buildings, the capital value of any portion of a building which is abandoned or dismantled without replacement, should be written off the total capital value of the building, in any *Pro forma* account of its cost.

NOTE. (2)—The expenditure on minor additions and alterations to buildings, up to a certain monetary limit to be fixed by Government may be classed at the discretion of the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch) as petty works expenditure and debited to repairs or in the case of the Electricity Branch to the revenue head concerned, provided that if such works relate to residences, the cost is taken into account in determining the capital cost and in calculating the rent in accordance with the rules issued by Government.

(4) Government has fixed Rs. 300 as the monetary limit up to which expenditure on minor additions and alterations but excluding the purchase of new articles of furniture for residential buildings may be classed as repairs or in the case of the Electricity Branch as "Works Expenditure financed from Ordinary Revenues". This is subject to budget provision and to the conditions that the rental value of the building calculated according to Fundamental Rule 45-A or subsidiary rules thereunder shall not exceed 10 per cent of the average emoluments of the class of Government servants for whom it is intended.

(5) When an existing portion of a road, road bridge, causeway, embankment, ferry approach, protective or training work in connection with a road is to be replaced or remodelled (whether or not the change involves any dismantlement) and the change represents a genuine increase in the value of the property, the whole cost of replacement or remodelling, as the case may be, should be classed as "new work" and the cost or value of the portion replaced or remodelled should not be debited to "repairs".

Exception—Petty and miscellaneous items of work in any material, as hereinafter described, which ordinarily should be classed as "new works" should be debited to "repairs" up to a limit to be prescribed by the Punjab Government subject to a maximum of Rs 20,000 in any one case, provided that the works in question do not in the opinion of the Superintending Engineer form part of any comprehensive scheme or project covered by a works estimates :—

- (a) Super-elevation at curves.
- (b) Widening the formation or carriageway of a road, widening a drain, or cutting back a hillside to improve vision at curves, provided that the acquisition of land is not involved in any case.
- (c) Improvements of alignment or gradients or changes of grade at Irish bridges or dips, carried out at the time of renewing a surface, provided that the acquisition of land is not involved in any case.

**Chap. II.] WORKS—ADMINISTRATIVE APPROVAL AND [2.3-2.4
TECHNICAL SANCTION**

- (d) Improvements to or reconstruction of the surface of a road in some different material where it is desirable to carry out such improvements or reconstruction at the time of renewing a surface.
 - (e) The construction or reconstruction of road surfaces in different materials for the purposes of experiment.
 - (f) The construction or remodelling of bridges, culverts, causeways, embankments, ferry approach, protective or training works in connection with a road.
- (6) In addition to all repairs and renewals in material similar to that pre-existing the following items of road work should be classed as "repairs" :—
- (i) Ordinary repairs and maintenance including surface painting and the necessary addition of stonechips, gravel or sand, but not including asphaltic concrete, premix asphalt macadam, bitumen grout, bitumen semi-grout, mix-in-place, cement concrete or cement macadam.
 - (ii) Special repairs and periodical renewals.
 - (iii) Petty and miscellaneous items of work in any material, as described in "exception" to clause (5) above.
- (See explanatory note 26 in Appendix 4 to the Public Works Account Code).

2.3. The maintenance of a work itself constructed from Capital funds should constitute a charge against the same Capital head if the charges for maintenance are incurred on a section of the work the original construction of which has not been completed. Any such charges incurred subsequent to completion of the original work should, however, go against Revenue.

**B—ADMINISTRATIVE APPROVAL AND TECHNICAL
SANCTION**

2.4. For every work proposed to be carried out, except petty works and repairs as described in paragraphs 2.18 and 2.20 and repairs for which a lump sum provision has been sanctioned by the Superintending Engineer (or the Chief

Engineer in the case of the Electricity Branch) under paragraph 2.59, a properly detailed estimate must be prepared for the sanction of competent authority ; this sanction is known as the technical sanction to the estimate. Except where definite provision is made in this Code to the contrary, such sanction can only be accorded by Government in the Public Works Department, or where power has been delegated to them, by officers of that Department. Sanction accorded to the construction of a work by any other department of Government is to be regarded merely as an administrative approval of the work, as defined in the following paragraph, and the fact that such approval has been accorded in no way dispenses with the necessity for a further technical sanction, which must be obtained before the construction of the work is commenced.

2.5. For every work (excluding repairs and petty works) initiated by, or connected with, the requirements of another department, it is necessary to obtain the concurrence of the department concerned to the proposals before technical sanction to the work is accorded in the Public Works Department. The formal acceptance by the department concerned of the proposal to incur expenditure in the Public Works Department on a work initiated by, or connected with, the requirements of such Administrative Department is termed "administrative approval" of the work, and is, in effect, an order to the Public Works Department to execute certain specified works at a stated sum to meet the administrative needs of the department requiring the work. Such approval should not, however, be accorded until the professional authorities have intimated that the proposals are structurally sound and that the preliminary estimate is sufficiently correct for the purpose. A similar procedure should be followed in the case of works required to meet the administrative needs of the Public Works Department and for works not particularly connected with any other branch of the administration, both the administrative approval and the technical sanction being accorded, in such cases, in the Public Works Department.

NOTE. (1)—The words "approval" and "sanction", respectively, when used in respect of estimates for works, bear, throughout this Code the meaning indicated in this and the foregoing paragraph.

NOTE. (2)—Administrative approval for repairs and petty works is required in cases definitely prescribed in paragraph 20.14 of the Book of Financial Powers

**Chap. II.] WORKS—ADMINISTRATIVE APPROVAL AND [2.6—2.8
TECHNICAL SANCTION**

2.6. An application for administrative approval should be submitted to the authority competent to accord it, accompanied by a preliminary report, by an approximate estimate and by such preliminary plans, information as to the site and other details as may be necessary fully to elucidate the proposals and the reasons therefor. The approximate estimate and preliminary plans should be obtained from the Public Works Department. If, however, the work is not likely to cost more than Rs 20,000 detailed plans and estimate may be prepared in the first instance and submitted to the authority competent to accord administrative approval, being returned thereafter to the officer of the Public Works Department competent to accord technical sanction.

2.7. This procedure will also apply to modifications of the proposals originally approved, if likely to necessitate the eventual submission of a revised estimate, to material deviations from the original proposals even though the cost of the same may possibly be covered by savings on other items, and to cases where the detailed estimates, when prepared, exceed the amount administratively approved by more than 5 per cent. In these cases, as also in cases in which it becomes apparent, during the execution of the work, that the amount administratively approved will be exceeded by more than 10.25 per cent, or the amount of the technical sanction will be exceeded by more than 5 per cent, owing to increase of rates or other causes, the revised administrative approval of competent authority must be obtained to the increased expenditure without delay; and in the case of modification during construction, without awaiting the preparation of a detailed supplementary or revised estimate. In the case, however, of expenditure from Central revenues, the rules laid down by the Central Government must be followed.

NOTE—The rule in this paragraph does not interfere with the powers of authorities subordinate to the Punjab Government to pass excesses up to 5 per cent over the amount of original estimates, in the case expenditure from Provincial revenues, under Serial Nos. 26 and 27 of paragraph 20.15, Book of Financial Powers, even though the amount administratively approved is thereby exceeded by more than 5 per cent.

2.8. In the case of works required not for a particular department, but in the interest of the general public, *e. g.*,

communications, irrigation works and miscellaneous improvements, preliminary designs and estimates should be submitted for scrutiny by the administrative department concerned before a detailed estimate is prepared for the purpose of technical sanction.

2.9. Administrative approval should be applied for as soon as the necessity for a work is apparent.

2.10. The original proposals for all works for which administrative approval is required under paragraph 2.5 will ordinarily be made by the District or Departmental Officer concerned, who will call upon the Divisional Officer for a rough approximate estimate of cost of the proposed work. The application to the Divisional Officer should be accompanied by an explanation of the requirements and a brief statement of the general nature and extent of the work proposed together with information on points such as rainfall, soil, direction of prevailing winds, liability of sites to floods, etc.

(2) The Divisional Officer will then prepare and furnish to the Departmental Officer concerned, the requisite pencil drawing and rough estimate of cost who, if satisfied with the plans, will pass them on to his official superior for the purpose of obtaining administrative approval. If not, and if the difference of opinion is one which cannot be settled after further reference to the Divisional Officer, he will forward the project to the Head of his Department for orders.

2.11. The preparation of designs for buildings should be left to the officers of the Public Works Department, who, in special cases, may obtain the services and advice of the Consulting Architect to Government.

2.12. In cases where administrative approval for a certain sum has been accorded to a project by Government, the Head of the Department concerned should not, of his own authority and without previous reference to Government, direct the Public Works Department to provide for extensive additions and alterations and thus exceed the estimated cost by more than 5 per cent, necessitating the submission of an application for revised administrative approval.

Chap. II.] WORKS—REQUISITIONS BY CIVIL OFFICERS [2.13—2.16

2.13. The powers of Government and of authorities subordinate to it to accord administrative approval to works are stated in paragraphs 5.8 and 5.10 and Serial Nos. 19—27 of paragraph 20.14 Book of Financial Powers.

These powers are subject to the previous concurrence of the Finance Department in all cases of Major Works.

C—REQUISITIONS BY CIVIL OFFICERS**I—GENERAL**

2.14. Applications for new buildings and for additions or alterations to existing buildings required for the use of any department, should be made by the officer of the department concerned, in communication with the Divisional Officer,—*vide* also paragraph 2.4 *et seq.*

2.15. The local head of a civil department may call upon the Divisional Officer to report on any proposals for additions or alterations to the buildings in his use and to state roughly the probable cost ; but Divisional Officers cannot be required, except by their departmental superiors, to prepare the detailed drawings and estimates, required for the purpose of technical sanction, of projects, which they consider likely to cost a sum greater than that which can be administratively approved by the local head of the department concerned, or those, however small their probable cost, in the necessity for which they do not concur.

2.16. The Divisional Officer must in each case exercise his judgement on the demand made, giving all proper weight to the opinion of the officers of the departments concerned ; but it is his duty to oppose any application of the funds at his disposal to works as to the real necessity of which he is not satisfied ; and in every case in which he thinks that he cannot recommend the execution of a work called for by a duly constituted authority, he should explain his objections to the officer concerned, and, if he fails to convince him, should refer the matter for the orders of the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch). At the same time he is responsible that such references are not made unnecessarily.

2.17—2.19] PUBLIC WORKS DEPARTMENT CODE [Chap. II.

2.17. The actual execution of works, asked for by civil officers, must in every case be dependent on the necessary funds being specifically sanctioned by the competent authority.

**II—PROCEDURE IN REGARD TO ORIGINAL PETTY WORKS
COSTING Rs 2,500 OR LESS**

2.18. The following procedure will be adopted in the case of new petty works or additions required by civil authorities, the cost of which is not likely to exceed Rs 2,500 :—

- (i) The requisition will be made by the officer for whose convenience the work is required, in Public Works Account Form No. 32 (Petty Works requisition and Account).
- (ii) The Divisional Officer, or an assistant or subordinate empowered by him to act in such cases, will record on the requisition his opinion as to what work should be done, and give on the face of the requisition a rough estimate of the probable cost.
- (iii) The acceptance by the responsible civil officer of the estimate as sanctioned by the Divisional Officer will be sufficient authority for the execution of the work, provided that allotment of funds have been made by competent authority.
- (iv) In case of the civil officer not being satisfied with the report of the deputed subordinate of the department he should refer to the Divisional Officer.

NOTE—The procedure for obtaining administrative approval laid down in paragraph 2.6 will apply in the case of petty works of the Public Works Department.

**III—PROCEDURE IN REGARD TO ORIGINAL WORKS
COSTING MORE THAN Rs 2,500**

2.19. If the work be likely to cost more than Rs 2,500, the following procedure must be adopted :—

- (i) The work must be applied for or reported necessary by the local head of the department concerned, who will apply for administrative approval to the authority who is competent to accord such approval. The application should be accompanied by such sketch plans, description and explanation of the necessity for the work as may be necessary.

Chap. II.] WORKS—REQUISITIONS BY CIVIL OFFICERS [2.20-2.21

- (ii) After administrative approval has been accorded by competent authority, a detailed design and estimate, with a proper report and specification, must be prepared under the orders of the Divisional Officer and countersigned by him in token of approval.
- (iii) The detailed plans and estimates will then be sent to the local head of the department who applied for the execution of the work, for countersignature. The Divisional Officer will then accord technical sanction if the amount of the estimate falls within the limits of his powers or otherwise forward it to the Superintending Engineer who will, should it exceed his powers of technical sanction, forward it to the Chief Engineer.

NOTE—In the case of the Electricity Branch, the Divisional Officer will forward the estimate to the Chief Engineer, if the amount is beyond the former's power of sanction.

IV—PROCEDURE IN REGARD TO REPAIRS

2.20. The procedure to be followed in the case of repairs is as follows :—

- (a) The requisition will be made by the Civil Officer concerned.
- (b) The Divisional Officer having satisfied himself as to the necessity for the work and arranged for the appropriation of funds by competent authority, will then order the immediate execution of the work without the preparation of a detailed estimate, if it is within his power of sanction.
- (c) If not, a detailed estimate must be framed and sanctioned by the authority competent to accord technical sanction.

V—LIMITATION OF SANCTION

2.21. Nothing in these rules is to be construed into a permission to officers to carry out in portions any group of work or alterations or to make purchases of which the cost in the

aggregate would exceed what they are empowered to sanction under the rules.

NOTE—In the event of Audit challenging any two or more estimates as indicating deliberate avoidance of limit of sanction, Audit would be satisfied if the authority empowered to sanction the work as whole agrees with the sanctioning authority that the splitting under objection was reasonable and tended to the better conduct of the work.

D—PREPARATION OF PROJECTS

1—GENERAL

2.22. The papers to be submitted with the project for a work will consist of a report, a specification and a detailed statement of measurements, quantities and rates, with an abstract showing the total estimated cost of each item. These documents together form what is called "the estimate" in the sense of this Code. In the case of a project consisting of several works, the report may be a single document for all the works and likewise the specification ; but details of measurements and abstracts may conveniently be prepared for each work, supplemented by a general abstract bringing the whole together. In the case of estimates for "Repairs" or "Maintenance", only the specification and the detailed statement of measurements and quantities with the abstracts will ordinarily be required. The report should state in clear terms the object to be gained by the execution of the work estimated for, and explain any peculiarities which require elucidation, including where necessary, the reasons for the adoption of the estimated project or design in preference to others.

Whenever the alignment of a new road, canal, drain, etc., passes close to, or involves any alteration to or diversions of pre-existing railways, or interferes with any works or land appertaining to the same, the written acceptance of the authorities in charge of such railways to the proposals involved by the construction of the new road, canal, drain, etc., must invariably be obtained before any work thereon is put in hand, and the Road, Irrigation or Electricity Department authorities concerned should, therefore, obtain the views of the responsible Railway authority in such cases during the survey.

Enquiry should also be made from the Railway Administration by the Road, Irrigation or Electricity Department

authority concerned as, to whether any railway work is proposed which would affect the proposed road, canal, drain, etc. If after consultation with the Railway Administration it is found that any additions or alterations to the proposed road, canal, drain, etc., would be required, owing to such work as is contemplated by the Railway Administration being carried out, the Road, Irrigation or Electricity Department authority concerned should make provision for the addition or alteration in the estimates and plans.

The report should also discuss the effect the proposed works will have on any existing engineering works, such as Railway embankment, bridges, syphons, and culverts, and should clearly state whether the concurrence of the requisite Railway Road or other authority has been obtained.

2.23. To facilitate the preparation of estimates, a schedule of rates of each kind of work commonly executed should be kept up in each Division, and the rates entered in the estimate should generally agree with the schedule rates, but where from any cause these are not considered sufficient, or in excess a detailed statement must be given in the report showing the manner in which the rate used in the estimate is arrived at.

2.24. Fractions of rupees will be omitted in showing the total cost of each kind of work in the abstract of the estimate and miscellaneous petty works may be entered without measurements, the estimated cost alone being given as a lump sum.

2.25. The abstract of the estimate may, under instructions of the Superintending Engineer or the Chief Engineer, Electricity Branch, as the case may be, be framed to show merely the quantity and cost of each completed item of work, e.g., brick-work, or it may be framed to show the cost of labour and materials separately. The adoption of either form of abstract should be determined with reference to the mode in which it is proposed to carry on the work. If it is proposed to contract for a completed item of work, such as masonry, etc., then the first-mentioned form of abstract will suffice ; if it is intended to purchase or procure material and to employ labour for construction separately, then the second form of abstract will admit of

a closer, easier and earlier check on the outlay and it will therefore be preferable.

NOTE—When the number of sub-heads of an estimate is large, it will be found convenient to assign a number to each sub-head and to prefix this number to the name of the sub-head, wherever it is used on vouchers, works abstracts, registers of works or other accounts.

2.26. Provision should be made in the estimate for all incidental expenditure which can be for reason such as cost of land, hutment for workmen, sheds for stores, hiring of godowns, dewatering and pumping arrangements, etc., while in addition provision of 3 per cent on the estimated cost of works should be made to cover contingencies which cannot be foreseen.

(2) The provision for contingencies may be diverted by the Deputy Chief Engineer, Electricity Branch, Superintending Engineers and Divisional Officers to any new work or repair not provided for in the estimate, to the extent shown in serial Nos. 18 to 21 of paragraph 20.15, Book of Financial Powers.

(3) To cover the cost of petty (work) establishment employed on works under paragraph 1.129 of this Code, a provision of 2 per cent may be made in all estimates on the estimated cost of works in which it is deemed necessary to employ such establishment. In the case of intramural drainage, sewage and water-supply works, however, provision for "petty establishment" may be made up to 3 per cent of the estimated cost. These percentages cannot be exceeded without the previous approval of Government (the consent of Finance Department is not presumed to the exercise of power under this rule). It should be understood that under the operations of this rule, work rates for such estimates should be framed so as to exclude all charges for supervision.

In case of petty works where this provision of 2 per cent be considered inadequate, provision of work-charged establishment may be detailed.

2.27. After a Major Estimate has been sanctioned it may be decided to make a change in the method originally contemplated for the execution of the work. In such a case the original abstract should be recast in accordance with the instructions laid down in paragraph 330 of the Public Works Account Code. The details of cost and quantities already approved by competent authority should be re-arranged and the revised abstract should be approved by the Divisional Officer

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and thereafter treated as the sanctioned abstract of the estimate for all account purposes.

2.28. If the number of sub-heads in the working estimate for a work or sub-work is large, it is permissible to break up the estimate into two or more parts, and to treat each part as a sub-work for the purposes of accounts; but no part of an estimate can be separated from the rest, if any contract for the execution of work connected with it covers also work connected with the other parts. It is advisable to adopt this course if one or more parts of a work or sub-work are completely executed long in advance of the others and no useful purpose will be served by keeping open the accounts of the completed parts.

2.29. The rules regulating the inclusion in estimates of the approximate cost of establishment and tools and plant will be found, in respect of irrigation projects, in paragraph 2.41 below, and, in respect of other works in the Public Works Account Code, Appendix 7.

(2) The percentage rates for such charges in the Buildings and Roads Branch for works and repairs carried out for other Provinces and other Departments, local bodies and municipalities are as under :—

See A. & C
No. 23 dated
1st July, 195g

	(i) Works done for local bodies.	(ii) Works other than those for Local Bodies	
		(a) Executed by General Buildings and Roads Branch	(b) Executed by Public Health Circle
(a) Establishment ..	2%	16½%	Chief Engineer 2% Superintending Engineer, Public Health Circle 15% } 17%
(b) Pensionary ..	1%	1%	1%
(c) Tools and Plant ..	1%	1½%	1½%
(d) Accounts and Audit Establishments	1%	1%	1%
Total ..	5%	20%	20½%

NOTE—The 5 per cent rate shown in column 2 of the table is admissible only for District Boards, Municipalities, Small Town Committees and Notified Areas.

The 1 per cent for (d) on *prepage* will not be levied in case of "Civil Works Central" the cost of which is adjusted finally in the books of the Accountant-General, Punjab. It will, however, be levied on other "Civil Works Central" classed as "Agency subjects" (i. e., Architectural works and Post and Telegraph works) the cost of which is not adjusted finally in the books of the Accountant-General, Punjab.

(3) The rules regulating the inclusion in estimates of the approximate cost of Establishment and Tools and Plant in respect of Electricity Supply Projects are contained, *inter alia*, in paragraph 2.44 below, and in respect of deposit and other works executed by the Electricity Branch in Appendix VI.

(4) In case of works expenditure of a commercial character (i. e., expenditure connected with self-supporting workshops) a *pro forma* charge of 1 per cent as an indirect charge representing the cost of Audit Establishment should, however, be made in the Accounts (*vide* note 2, rule 11, Appendix 7, Public Works Account Code).

(5) The percentage charge for Ordinary Tools and Plant is not to be levied in the case of Deposit works on which Public Works Department Tools and Plant are not used.

(6) The percentage charges leviable on value of stone metal supplied from quarries worked by the Buildings and Roads Branch to the local bodies and outsiders shall be prescribed by Government.

2.30. Estimates for works on which it is intended to use prison labour will, as in the case of free labour, provide for the full market value of the work to be done but a note of the reduction, if any, to be effected thereby should be made at the foot of the abstract of the estimate.

2.31. In framing estimates it will be necessary, whenever it has been arranged to obtain stock or tools and plant for a work from another Department or Division, to ascertain from that Department or Division the value of such materials and, if the rules required the transfer to be effected free of charge, to deduct this value at the foot from the total of the estimate.

II—ORIGINAL WORKS

(a) *Civil Buildings*

- 2.32. The site of every building should, if possible, be definitely settled before the detailed designs and estimates are prepared.
B. & R.
- 2.33. In all cases local authorities must be consulted as to the convenience of the site. In the case of works or buildings which are intended to be erected in the neighbourhood of any fort or cantonment, the matter should, in the first instance, be referred to the local officer of the Military Engineer Services for an expression of his opinion from military point of view, and then submitted to the Central Government in the Defence Department for concurrence, and when such concurrence has been obtained, no deviation is permissible without previous reference to that authority.
B. & R.
- 2.34. The rules regarding zones of Defensive Works will be found in the Regulations for the Military Engineer Services and the Regulations for the Army in India. Special attention is drawn to the restrictions on the construction of buildings, alteration of ground level and collection of materials in such zones ; and to the prohibition of the transfer of State land in zones without the sanction of the Central Government.
B. & R.
- 2.35. Powder magazines, and all buildings which, from their height or exposed situation, are likely to be struck by lightning should be provided with lightning conductors according to the specification detailed in the Punjab Public Works Department Specifications, Volume I. All conductors and their connections with the earth should be inspected and tested periodically by the Public Works Department officers under the "Rules for Testing Lightning Conductors and Lightning Conductors 'Earths' in Government Buildings in the Punjab, 1937", a report of each such inspection being submitted to the Superintending Engineer.
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NOTE.—The rules contained in paragraphs 2.32 to 2.35 above apply equally in the case of Electricity Branch Buildings. In the case of paragraph 2.35, the report of the inspection will be submitted to the Chief Engineer, Electricity Branch.

(b) Roads

2.36. Projects for roads when submitted for sanction should be accompanied by the following documents :—

- (i) Report detailing history, design, scope, rates, specifications, references, cost and mode of execution, etc.
- (ii) Detailed measurements and abstract of cost.
- (iii) Index map, scale 1" = 1 mile.
- (iv) Plans, scale 12" = 1 mile.
Longitudinal and cross or transverse sections, scale horizontal 444' = 1" and vertical 20' = 1".
- (v) Detailed drawings of all engineering works, such as bridges, etc., scale 10' or 8' = 1" for plan and estimate and 5' or 4' = 1" for details.
- (vi) Detailed drawings, as per scale giving in (v) above of all structures—dwellings or inspection bungalows, and quarters for subordinates and gangs.

2.37. Estimates for new lines of road should include the
B. & R. cost of all dwelling and inspection houses intended to be built along it for the accommodation of subordinates and others.

2.38. It must be regarded as a fundamental rule that
B. & R. without the previous sanction of Government no main artery of communication, such as a trunk road, may be abandoned or allowed to fall out of repairs. All proposals for the removal of bridges or ferries must invariably be submitted for the consideration and orders of Government.

NOTE.—In respect of roads, bridges, etc., declared to be of military importance by the Governor-General, all proposals for their removal and abandonment should be referred to the Central Government for orders.

(c) Town Water-supply Projects

2.39. For Town Water-supply Projects, the nature and
B. & R. quantity of the existing supply should be given, and the reasons necessitating an improved supply ; the possible sources of an additional supply and the reasons for preferring the scheme submitted ; the area and number of people and approximate number of animals, if

possible, to be supplied, as well as the estimated daily allowance in gallons for each person or animal, etc., the quality of the water, whether requiring filtration or not ; and whether religious objections are likely to be raised to the use of the water.

2.40. The report should be accompanied by an index map showing the lines of main and distributary piping, and plans of all works, including filters, service reservoirs, settling tanks, etc. If pumping is contemplated, the annual cost of working the pumps should be estimated ; the mode of calculating dimensions of pipes, etc., and the formulæ used should form one of the appendices.

(a) *Irrigation Works*

(i) *Major Works*

2.41. The procedure to be adopted in connection with large irrigation projects is defined in Appendix V. That procedure applies *mutatis mutandis* to smaller projects, and other works sanctioned by the Public Works Department, Irrigation Branch, chargeable to the open capital account of a completed project.

2.42. In case of all irrigation and drainage projects, or proposals for alterations to existing systems of irrigation or drainage, the opinion of the officers of the Civil Department whose districts are concerned should be obtained and submitted with the proposals, and, in the event of difference of opinion between the district and Public Works Department Officers, the case must be submitted to higher authority for orders even though the Superintending Engineer is otherwise competent to sanction the proposals.

(2) In expressing his opinion on a project, the district officer should state his views generally of the desirability or necessity of the scheme and consider the nature of the soil, the adequacy of bridges and other communications and, in an irrigation project, the agricultural aspect of the proposals and the probable demand for the growth or irrigation. He should also examine the financial aspect of the scheme and the forecast of revenues.

(3) In all projects, case should be taken to discriminate between schemes which seem fairly chargeable to local bodies or to the estates which will benefit from the works and those which should be undertaken by Government, and, where it is considered that a share of the cost should be borne by Government, the proportion to be borne should be stated.

(ii) Minor Works

2.43. Besides Productive and Unproductive Works defined in paragraph 2 of Appendix V, there are other Irrigation and Navigation Works (not classed as Productive or Unproductive) undertaken for the general improvement of the country or for general administrative purposes, and paid for out of ordinary revenues. These works fall under two sub-heads :—

- (i) Works for which neither Capital nor Revenue accounts are kept ; and
- (ii) Miscellaneous expenditure.

(2) Of the two, sub-head (i) is more important and is designed for the reception of expenditure upon a very large number of works which, while collectively of great importance, are individually too small to make it worth while to maintain separate accounts for each. All expenditure upon such works, whether upon the construction of new works or upon the extension or improvement, maintenance or repair of existing works, will be accounted for under this head.

(3) Head (ii) is intended mainly for expenditure upon the preliminary surveys of new projects and for the cost of famine surveys required for the preparation of the famine programme.

(4) The works falling under these two heads will also be governed by the same rules as the Major Works.

(e) *Electricity Branch Works*

2.44. The following instructions should be followed in the Electricity Branch in the preparation of projects for new works for the supply of electrical energy :—

- (1) It is necessary that all projects should be prepared on a uniform basis and accordingly it is directed that the expenditure of each project should be allocated strictly in accordance with the detailed accounts classification as given in Appendix X.

- (2) The Sub-Major Head number will in every case be given by the Chief Engineer's office.
- (3) When submitting the project estimate of a new work, it should be clearly stated in the forwarding letter or in the report on the project whether provision has been made for every item included in the details of the Detailed Heads. If for any reason provision has not been made to cover all details this should be clearly stated, the items omitted being indicated. For example, under 5—*Buildings*, if no expenditure is necessary under the item "(j) internal and external drainage systems" this should be stated with reasons therefor.
- (4) Where a project includes and extension to Uhl River Scheme as well as a local distribution scheme, the cost of works for bulk supply should be shown, separately, in the abstract estimates of cost as indicated in the form given in Appendix X.
- (5) The project estimate must always be accompanied by a separate statement giving the provision made under each of the Detailed Heads for the detail works covered, e.g. :—

(5) *Buildings (a)*—

Goraya 33 KV. Sub-station.—

11 KV Switch-House	..	Rs 7,500
Transformer Plinths	..	1,000
Cable trenches, etc., etc.	..	1,000

5.—*Buildings (b)*—

Phillaur 11 KV Sub-stations 'A'—

Buildings, etc., etc.	..	Rs 800
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This statement is required for the information of the Chief Engineer's office, and will not be forwarded to Government with the Project Estimate for administrative approval. Its chief purpose is to form a guide in granting technical sanction to the detailed estimates subsequently submitted to the Chief Engineer, in which, under the head of "Cost" in the accompanying report, reference must invariably be made to the provision existing for

the work in the Project estimate. Care in preparing this statement and the subsequent detailed estimates submitted for sanction will considerably lessen office work and expedite technical sanctions.

(f) Open Capital Account Expenditure

2.45. It is necessary to make provision for expenditure debitable to capital after the closing of the construction estimate of a project. The following rules govern the subject :—

- I. No expenditure may be incurred except under competent authority and within the budget provision.
- II. Works which it may be necessary to construct after the closing of the construction estimate of the project will be divided into two classes :—
 - (i) Works which are necessary for the full development of the project, but which are not in themselves directly remunerative.

*(Examples.—*Drainage cuts, protective embankments, overbridges, inspection houses, retaining walls under electricity towers, bird guards, road guards, and guard wires for railway crossings, etc.)
 - (ii) Works which are directly remunerative in themselves.

*(Examples.—*New distributaries, facilities for navigation, works to increase the canal discharge, new transmission and distribution lines for electrical energy, service connections, electrical sub-stations, etc.)
- III. The Audit Officer will be responsible that no expenditure is incurred after the date of the closure of the construction estimate without the approval of competent authority when the amount of the sanctioned project has been exceeded, and that all expenditure incurred against the open capital account is covered by proper detailed estimates sanctioned by competent authority.

- IV. A register (in the form given in Appendix XI) will be maintained in the case of Irrigation works in the Public Works Department Secretariat and in the case of the Electricity Branch works in the Chief Engineer's office with reference to each project, showing all approvals accorded to the works contained in Schedules B and C referred to in Appendices V and VI, and each subsequent sanction against Capital, and the date when each sanction lapses.
- V. The 31st March will invariably be fixed as the date for the completion of a work sanctioned against the Open Capital Account of a Canal or Electric Supply Scheme, and the sanction to the works, unless extended, will lapse on that date.
- VI. Every endeavour should be made to complete a work within the period prescribed for its completion. By completion is meant *absolute completion* so that no further expenditure remains to be recorded.

The Accountant shall be responsible that the date fixed for completion of the work is entered in red ink at the top of the folio set apart for the work in the register of works. He should bring to the notice of the Divisional Officer, three months before the date fixed for their completion, or at an earlier date, when the accounts show that the progress of a work is very slow, all open capital work in progress, with a view to instructions being issued to Sub-Divisional or other officers concerned to ensure not only the completion of the works, but the discharge of all liabilities before the currency of the sanction expires. In the case of payments of compensation for land taken up, the Accountant should frequently remind the Divisional Officer to address the civil officers concerned, urging the necessity for payments being made during the currency of the sanction. The responsibility for taking action will rest with the Divisional Officers, but Accountants will assist them in this respect by reminding them sufficiently early of the necessity for prompt action in each case

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ber 1814.

- VII. When, however, it is evident that a work cannot be completed within the period assigned, the necessary application for postponing the date of completion should invariably be made *before* the expiry of the current sanction, and should be accompanied by a full explanation of the causes which have delayed the completion of the work. On the 2nd January, each Divisional Officer should submit to the Superintending Engineer or to the Chief Engineer, Electricity Branch, as the case may be, a statement showing the names and state of all estimates, the date for the completion of which has been fixed for the 31st March next, with remarks stating whether the works will be completed by the prescribed date or not and with such explanations as may be necessary to enable that officer to sanction the extension of such date, if necessary. In the Irrigation Branch, Superintending Engineers should submit a report of each extension to the Chief Engineer by the 1st February.
- VIII. Completion reports on works completed by the 31st March should be submitted as soon as after that date as possible so that they shall reach the Chief Engineer after verification by the Accountant-General, Punjab, by the 1st July, following *at latest*.

III—REPAIRS

(a) *General*

2.46. Repairs are ordinarily of three kinds : first, those which as a matter of regulation are carried out periodically and which are usually of the same quantity from time to time, such as the painting and whitewashing of a building or a new coating of metal on a road or painting of transmission towers and transmission, distribution and telephone steel poles ; second, those which are not done as a matter of regulation periodically, but which it is convenient to carry out, so far as may be necessary, at the time of periodical repairs ; and third, such occasional special repairs as become necessary from time to time, and which may have to be carried out between times of periodical repairs.

2.47. Except in the cases contemplated in paragraph 2.59) provision for repairs of the first two kinds should be made in annual estimates, and for the third kind in separate estimates, as occasions may require, but provision for all should be made in the budget, so far as they can be foreseen, and a reserve should also be provided in the Budget to meet unforeseen expenditure on repairs, since the powers of Superintending Engineers to sanction repairs are limited to the budget grants at their disposal.

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2.48. A separate estimate should be prepared for the maintenance of each work, or of each class of building in each district or of a portion of a work or group of works as detailed in the budget. Attention to this point is necessary, for in the principal accounts, the total outlay against each estimate being alone posted, it is only by recording the outlay year after year on the maintenance of each particular set of buildings or works that useful comparisons can be made.

2.49. March is to be considered as the last month of the working year for the purpose of annual maintenance estimates. Each annual repair estimate should include the whole expenditure which it is anticipated will be incurred during the working year on the maintenance of the work concerned.

2.50. Repairs estimates should, like those for original works, provide for the removal of all rubbish which may have accumulated, filling in unsightly pits, etc., round the buildings, all works establishment employed specially on the work, and under separate sub-heads, all watchmen sanctioned by competent authority for the case of vacant buildings, guarding work, working sluices, etc.

In estimates for repairs no provision is needed for general and administrative charges or for Tools and Plant.

2.51. The sanction to an annual repair estimate lapses on the last day of the working year,—*vide* paragraph 2.49. If, however, inconvenience would arise in any exceptional case from the stoppage of the work on the fixed date, the repairs may be carried on to completion, the expenditure after that date being treated as expenditure against a fresh repair estimate for the next working year. See paragraph 5.7.

2.52. Estimates for special repairs remain current till completion of the repairs in the same manner as estimates for original works.

2.53. In cases of urgency, the Superintending Engineer (or Chief Engineer in the case of the Electricity Branch) may authorise the commencement of periodical repairs in anticipation of formal sanction to the detailed estimate ; but in such cases a preliminary rough estimate should be sanctioned by him. Such sanction will not, however, be operative unless funds for the repairs are properly appropriated by competent authority. The Divisional Officer will be responsible that a proper detailed estimate is submitted at the earliest possible date.

For action to be taken in cases of extreme urgency see paragraph 2.89.

2.54. In the case of all descriptions of works, for the renewal of which any specific period of time has been fixed, the estimate for its repair should show the date when such item of work was last executed.

(b) Special Rules

2.55. To facilitate the preparation of estimates for periodical repairs, a standard measurement book should be kept in the office of each Divisional Officer, showing the detailed measurements of each kind of work which is usually subject to renewal in each work under his charge.

2.56. Annual repairs to buildings should be provided for as a percentage on the capital cost of the building on which the standard rent is based, which will be held to include provision for all ordinary repairs likely to be needed every year.

(2) Periodical repairs, which are only required at longer intervals, and special repairs, should be provided for by special estimates prepared when necessary.

(3) Annual repairs should be provided for at such a rate as may be prescribed from time to time by the Government (see paragraph 7.22 of Subsidiary Rules).

Chap. II.] WORKS—PREPARATION OF PROJECTS [2.57—2.59

2.57. The estimate when prepared will be submitted to the officer occupying such building, for countersignature in token of all repairs known to be required having been provided for. In the case of buildings occupied by officers of the Civil Department, occasional repairs not provided for in the annual estimate will be executed on requisitions sanctioned under paragraph 2.20.

2.58. Where municipal or other taxes on public buildings are payable by Government, provision for such taxes should be made in the annual repair estimate.

2.59. In the case of any building, the cost of the ordinary annual repairs (excluding municipal taxes) to which is less than Rs 2,500, the Superintending Engineer (or the Deputy Chief Engineer in the case of the Electricity Branch) may prescribe, subject to revision from time to time, a lump sum limited to Rs 2,500 (*plus* the amount of municipal taxes, if any, payable by Government under paragraph 3.17 of this Code) to cover the cost of maintenance, and within this amount expenditure will be permissible without any detailed estimate being prepared. Such lump sum should be framed after consideration of the cost of maintenance in the past and, in the case of residential buildings, should further be limited to the amount included for this purpose in the rent assessment. If in any working year the estimated cost of maintenance is more than the permissible limit given above, or if the lump sum sanctioned by the Superintending Engineer (or the Deputy Chief Engineer in the case of the Electricity Branch) is exceeded, a detailed estimate must be prepared in accordance with the ordinary rules and sanctioned by competent authority. On sanction being accorded to such an estimate the sanction of the Superintending Engineer (or the Deputy Chief Engineer in the case of the Electricity Branch) to the lump sum provision will automatically be superseded for the working year in question.

NOTE.—The sanction accorded to the lump sum provision referred to in this paragraph shall be held to be a sanction to an estimate for the same amount for all purposes of this Code.

- (2) Every annual repair estimate which is intended to provide for all repairs which must be carried out yearly, such as whitewashing, renewing

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mud roofs, etc., as also for periodical and petty (including quadrennial and occasional) repairs, i.e., repairs that are necessary from time to time to keep the building or road up to a proper state of preservation, should be scrutinised and passed by the Superintending Engineer and stereotyped. Having once been stereotyped, an annual repair estimate should not be submitted to the Head of Department for his countersignature or to the Superintending Engineer with application for funds.

2.60. In the case of alterations to a building when the cost is partly debitable to original works and partly to repairs in accordance with paragraph 2.2 of this Code, only one estimate should be prepared with an abstract showing separately the amounts debitable to original works and repairs which should be accounted for under each head as incurred.

In the case of the Electricity Branch also, only one detailed estimate should be prepared.

E—CONTRACTS AND WORK ORDERS

1—GENERAL

2.61. The recognised system of carrying out work, otherwise than by the employment of daily labour, are "Piece-work" and "Contract work". For explanation of the term "Piece-work" see paragraph 2.79 following.

The term "Contract", as used in this Code, does not include agreements for the execution of work by piece-work (see paragraph 2.79) nor does it include more ordinary purchases of materials or stores. All other work, done under agreement, is termed "Contract work", and in the agreements for such work, which should invariably be in writing, there should generally be a stipulation as to the quantity of work to be done, and the time within which it is to be completed.

(2) In the absence of any specific instructions, Superintending Engineers, Irrigation Branch, are empowered to order the execution of works by contract or by work order as may appear, in the circumstances of the case, most suitable.