

**Chap. II.] WORKS—CONTRACTS AND WORK [2.62—2.64**  
**ORDERS**

**2.62.** "Contracts" may be of three kinds, viz., lump sum scheduled and a combination of these two.  
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In a lump sum contract the contractor engages to execute the work with all its contingencies for a fixed sum.

Schedule contracts are those in which the contractor undertakes to execute the work at fixed rates, the sum he is to receive depending on the quantities and kind of work done or material supplied.

The third kind of contract is a combination of both these. Thus a fixed sum is proposed for the completion of the work as specified and a schedule of rates is agreed upon by which to regulate the price to be paid or to be deducted for additions or alterations.

**2.63.** A manual for the guidance of officers of the Public Works Department in their relations with contractors has been published for the general guidance and assistance of executive officers. The instructions contained in it must, however, be followed subject to a reference to competent authority before entering upon legal proceedings.

## II—CONTRACT DOCUMENTS

**2.64.** Before a work is given out on contract, the Divisional Officer must prepare "contract documents" to include :—

*1st.*—A complete set of drawings showing the general dimensions of the proposed work, and so far as necessary, details of the various parts.

*2nd.*—A complete specification of the work to be done and of the materials to be used, unless reference can be made to some standard specification.

*3rd.*—A schedule of the quantities of the various descriptions of work.

*4th.*—A set of "conditions of contract" to be complied with by the person whose tender may be accepted.

2.65. If the amount of the tender is likely to be beyond the Divisional Officer's power of acceptance, or to be of an unusual character, he should before publicly inviting tenders, submit the contract documents to the Superintending Engineer (or Chief Engineer in the case of Electricity Branch) for his approval or remarks together with a copy of the proposed advertisement for tenders, and the form in which tenders are to be submitted. Should the tender be of a very special nature, or the amount of it is likely to exceed the Superintending Engineer's power of acceptance, that officer should, in like manner, submit the contract documents to the Chief Engineer for approval and advice.

Paragraphs 20-21, Book of Financial Powers.

2.66. In works of great magnitude the contract deed should be specially prepared by the Government Law Officers, but for ordinary contracts, usual stereotyped forms will generally suffice.

### III—TENDERS

2.67. In giving out works on contracts, tenders, which should always be sealed, should invariably be invited in the most open and public manner possible, whether by advertisement in the *Government Gazette* or local newspapers, or by notice in English and the Vernacular posted in public places, after the estimate has been technically sanctioned and the contract documents have been approved by an authority not lower than that empowered to accept the tender. The tenders should have free access to the contract documents. The notice should in all cases state:—

*1st.*—The place where and the time when the contract documents can be seen and the blank forms of tender obtained; also the amount, if any, to be paid for such forms of tender.

*2nd.*—The place where, the date on which and the time when tenders are to be submitted and are to be opened. In the case of large contracts this date should be at least one month after the date of first advertisement or notice.

*3rd*—The amount of earnest money to accompany the tender, and the amount and nature of the security deposit required in the case of the accepted tender.

*4th*—With whom, or what authority the acceptance of the tender will rest.

(2) Authority should always be reserved to reject any or all of the tenders so received without the assignment of a reason, and this should be expressly stated in the advertisement.

(3) Should necessity arise of making any change in the specifications after tenders have been invited but before they have been received or accepted fresh tenders should, as a rule be invited, in which case copies of all new tender notices should be specifically sent to all the original tenderers.

NOTE.—In the case of brick-burning contracts, tenders need not be called for for quantities up to 5 lakhs; for quantities over 5 lakhs but less than 10 lakhs the Superintendent Engineer or Chief Engineer in the case of Electricity Branch shall decide whether tenders should be called for or not, and for quantities of 10 lakhs and over tenders shall invariably be called for.

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**2.68.** At the advertised time and place, all tenders received for the same contract should be opened by the Divisional Officer or other officer in person, in the presence of such of the intending contractors or their agents as may choose to attend. In the Buildings and Roads Branch the Divisional Head Clerk should also be present when tenders are being opened. No tender should be accepted from any person directly or indirectly connected with the Government service—see paragraph 1.146. This ruling does not apply to Government pensioners.

**2.69.** No tenders should be entertained if they are received without the requisite amount or security or earnest money in accordance with the stipulated conditions or after the advertised time. Any tenders received without the earnest money or the requisite amount of security or after the advertised time shall be returned unopened to the tenderers.

NOTE.—In the Buildings and Roads Branch, however, the authority competent to accept the tenders may dispense with the deposit of earnest money from all tenderers.

2.70. The amount of earnest money to be deposited should be sufficiently large to be a security against loss in case of the contractor failing to furnish the required security, within the appointed time after the acceptance of his tender, or until the sums due to him form a sufficient guarantee, as the case may be.

NOTE.—Earnest money deposits made by contractors of the Public Works Department are creditable to Civil Deposits, Revenue Deposits. These deposits may be made by contractors at Sub-Divisional or District treasuries. No previous authority of a departmental officer is necessary, but the depositor must state the designation of the officer in whose favour he makes the deposit and that designation must be stated on the receipt given by the treasury.

2.71. Deposits of earnest money made by intending tenderers of the Public Works Department should be dealt with under the ordinary procedure laid down in clause (b) (i) of Article 195, Civil Account Code, Volume I. In cases where the earnest money is received and returned to the contractors the same day that the tenders are opened, the procedure laid down in Rule 3 under paragraph 144 of the Public Works Account Code should be followed. When, however, it is not convenient to do so, the ordinary procedure referred to above should be observed.

2.72. Usually the lowest tender should be accepted, unless there be some objection to the capability of the contractor, the security offered by him, or his execution of former work. Subject to the provisions of clauses 3 to 5, the acceptance or rejection of tenders is left entirely to the discretion of the officer to whom the duty is entrusted, and no explanation can be demanded of the cause of the rejection of his offer by any person making a tender. Such an explanation may be called for by superior authority, if considered necessary.

(2) In cases where a tender other than the lowest tender is selected for acceptance, reasons should be recorded confidentially in the tender register.

(3) Sub-Divisional and Divisional Officer will, in addition to taking action under clause (2) above, inform their immediate superior whenever they accept a tender rate for use in work orders other than the lowest tendered, and the superior officer may, at his discretion, take action to accept the lowest rate tendered.

(4) In both the Irrigation and Buildings and Roads Branches when the tender system is used in connection with a contract (as opposed to its use in deciding work order rates) a tender other than the lowest may only be accepted after obtaining the approval of the officer immediately superior to the one who normally under the rules would be competent to accept the tender.

(5) In the Electricity Branch all cases in which other than the lowest tender is selected for acceptance should, together with the tender register, be submitted confidentially for the Deputy Chief Engineer's approval before the tender is accepted finally.

(6) Nothing contained in the above instructions would absolve any officer from the responsibility for taking necessary action to execute the work in any emergency in accordance with the circumstances of any case. In case of doubt, immediate instructions of the superior officer would be obtained. All cases in which emergent works are executed under this clause without calling for tenders, etc., should however be reported immediately to next superior officer.

#### IV—SECURITY FOR PERFORMANCE OF CONTRACTS

2.73. Security should in all cases be taken for the due fulfilment of a contract. This security may be :—

- (a) A deposit of cash up to Rs 500, or up to any larger amount deposited as earnest money under paragraph 2.70, Government Securities, Municipal Debentures, Port Trust Bonds and Deposit receipts of recognised banks (approved by the Punjab Government) which publish regular accounts.

NOTE.—In case of deposit receipts of recognised banks approved by the Punjab Government, the depositor should be required to get receipts formally transferred to the pledgee. If the deposit be for more than twelve months, the receipts should be forwarded to the Treasury Officer concerned for custody in the same way as is done in the case of promissory notes deposited for more than twelve months and less than five years,—*vide* paragraph 83 (a) of the Government Securities Manual, otherwise they should be retained by the Divisional Officer. The depositor should receive the interest, when due, direct from the bank on the letter from the pledgee authorising the bank to pay it.

- (b) Post Office 5-year cash certificates for the amount at which the certificates were purchased or their proportionate conversion value acceptable by the Post Office on the date Cash Certificates are transferred, but not for their face value.

NOTE.—Government Officers accepting Cash Certificates as security must satisfy themselves that the total face value of the Cash Certificates in the name of any person pledging these does not exceed Rs 10,000.

- (c) A deduction of 10 per cent from the monthly payments to be made on account of work done.
- (d) Post Office Savings Bank Pass Books pledged to the Divisional Officer concerned.

NOTE.—Government papers tendered as securities should be taken at their market value at the time of deposit subject to the following conditions:—

- (1) The amount of Government paper taken shall be such that its market value at the time of acceptance is not less than the amount for which security is required.
- (2) When, owing to depreciation in the market value of the Government paper its market value is less than the amount of the security required by more than Rs 100, further security shall be taken to cover the difference.
- (3) When, owing to appreciation in the market value of the Government paper, its market value exceeds the amount of the security required by more than Rs 100 and the depositor asks that part of the Government paper may be returned to him to cover this difference, the request of the petitioner shall be granted, so far as this is possible.

NOTE 2.—Cash deposits of contractors should not be converted to interest-bearing securities, except at the express written desire of the contractor. The conversion should be effected by the Divisional Officer at the cost of the contractor.

#### V—PROVISION IN CONTRACTS FOR IMPORTED STORES

**2.74.** In framing contracts of any description, care should be taken to retain in the hands of Government the supply of imported materials, if required to any considerable extent, and to arrange the terms accordingly. Such stores should either be supplied from the existing Government stock or be obtained in

the ordinary course by indent on the Indian Store Department, London, or by purchases in the local market. In the case of important construction works let out on contract, such stores may be supplied by the contracting firm, subject to the conditions stated in the Stores Rules framed by the Punjab Government,—*vide* Appendix VIII.

#### VI—ENFORCEMENT OF TERMS OF CONTRACT

2.75. Engineers and their subordinates are responsible that the terms of contracts are strictly enforced and that no act is done tending to nullify or vitiate a contract. All contract deeds must be executed on one or other of the standard forms, but they may be modified to suit local requirements after consultation with the legal advisers of the Punjab Government. All agreements or security bonds entered into with the Public Works Department by contractors for the execution of work or for securing the due performance of contracts are exempt from stamp duty. Registration fees on all contracts for manufacture and supply of bricks must be paid by the contractor as he is required to register the tender.

(2) When according to the terms of the contract, a Superintending Engineer acts as an arbitrator, he should, in giving an award, keep in view the instruction contained in Appendix IX.

#### VII—OFFICERS EMPOWERED TO EXECUTE CONTRACTS

2.76. No authority lower than an officer in charge of a Sub-Division can accept any tender or make a contract for public works. The different classes of deeds, contracts and other instruments which may be executed by this Department and the authorities empowered to execute them are detailed in Appendix I, while the financial limits up to which these authorities are authorised to determine the terms of deeds, are set forth in the Book of Financial Powers.

2.77. It is not the intention to prevent the officers empowered in this respect from giving out to different contractors a number of contracts relating to one work, even though such work may be estimated to cost more than the amount up to which they are empowered to accept tenders. But no individual

## 2.78-2.79 ] PUBLIC WORKS DEPARTMENT CODE [Chap. II.

contractor may receive a contract amounting to more than this sum nor, if he received one contract, may he receive a second in connection with the same work or estimate while the first is still in force, if the sum of the contracts exceeds the power of acceptance of the authority concerned.

NOTE.—It should be clearly understood that the splitting up of a work at the time of calling for tenders is a measure which must be justified by circumstances, and must be in the interest of the work. It must not be resorted to with a view to evading the operation of any prescribed limit.

2.78. In cases in which departures from the rules contained in this Section of this Chapter are unavoidable, such departures may be permitted or condoned, as the case may be, subject to the following restrictions, and with the concurrence of the Finance Department in each case :—

- I. No officer may enter into a contract into which he is not empowered to enter.
- II. No officer may enter into a contract which infringes the rule in paragraph 2.77.
- III. No officer may accept any contract for a work until an assurance has been received from the authority competent to provide funds for the same, that such funds will be allotted before the liability matures [*vide* paragraph 2.89 (1) ].
- IV. The provision of paragraph 2.74 may not be waived where the purchase of imported materials contravenes the provisions of the Store Rules.

NOTE.—Restrictions I and II above do not apply to piece-work agreements which are not contracts within the meaning of this Code,—*vide* Paragraph 2.61.

## VIII—PIECE-WORK

2.79. Works are commonly carried out as “piece-work” the agreements for which should be in the form of “Work Orders” on Irrigation Branch Form No. 9 or Buildings and Roads Branch Form No. 34, as the case may be. Such agreements are not “contracts” and should contain only a description of the work to be done and the rate to be paid for it, with-



out any reference to the total quantity to be executed or to the time within which it is to be executed.

A specification of the work to be done may be issued with the work order, but must contain no reference to quantity or time.

When *progressive* or *bonus* rates are provided, it must be definitely stipulated in Irrigation Branch Form No. 9-A, which will be used, that either Government or the Contractor may at any time terminate the agreement *by notice in writing*, without claim to compensation by either party.

(2) (a) Subject to the condition that rates higher than those contained in the Schedule of Rates or in the sanctioned estimates are not given without the prior permission of the Superintending Engineer, Divisional Officers have full powers to issue work orders, but Sub-Divisional Officer may not issue work orders for specific works the cost of which is likely to exceed Rs 5,000 or such lower limit as the Divisional Officer may fix except as provided below.

(b) When, on large construction works, a general rate for a certain class of work has been fixed by higher authority, Divisional Officers may permit their Sub-Divisional Officers to issue work orders for that class of work at the rate fixed without reference to the probable amount of the resulting payments.

(c) In order to ensure that the rates given in work orders are current rates, Superintending Engineers, Irrigation and Electricity Branches should order that tenders be publicly called for rates for specific works from time to time and at least once annually in each Circle.

(d) Sub-Divisional Officers giving out work likely to result in payment exceeding Rs. 250 should issue a work order before the work is commenced. No work order need be issued for a work likely to result in a payment of Rs. 250 or under.

(3) A deduction of 5 per cent from the monthly payments be made on account of the works done as "piece-work".

With Finance  
Department's  
approval

(4) In the Buildings and Roads Branch work orders are used for all works and repairs estimated to cost not more than Rs. 10,000 and up to that limit the Divisional Officers are competent to issue work orders, provided that they do not give rates higher than those contained in the Schedule of Rates or in the sanctioned estimates without prior sanction of the Superintending Engineer. Subject to the same restrictions, the Sub-Divisional Officers may issue work orders to the extent of Rs 5,000. Sub-Divisional Officers giving out work likely to result in payment exceeding Rs. 100 should issue a work order before the work is commenced. No work order need be issued for a work likely to result in a payment of Rs. 100 or under.

(5) In the Electricity Branch, the Divisional Officers may issue work orders to the extent of Rs. 10,000 and the Assistant Resident Engineer, the Headworks Engineer and the Assistant Engineers to the extent of Rs. 5,000, provided that they do not give rates higher than those contained in the Schedule of rates or in the sanctioned estimate without prior sanction of the Superintending Engineer. No work likely to result in a payment exceeding Rs. 250 should be commenced without issuing a work order. No work order need be issued for a work likely to result in a payment of Rs. 250 or under.

NOTE.—Buildings and Roads Branch forms are used in the Electricity Branch also.

## F—SALE AND ACQUISITION OF LAND

### I—SALE OF GOVERNMENT LAND AND IMMOVABLE PROPERTY

2.80. All land, the property of Government, should ordinarily be sold through the Revenue Department. But when buildings are sold, the sites attached to them should be sold by the Public Works Department.

2.81. When any immovable public property is made over to a local authority for public, religious, educational or any other purpose, the grant should be made expressly on the conditions, in addition to any others that may be settled, that the property shall be liable to be resumed by Government if used

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for other than the specific purposes for which it is granted and that, should the property be at any time resumed by Government, the compensation payable therefor shall in no case exceed the amount (if any) paid to Government for the grant, together with the cost or their present value, whichever may be less, of any buildings erected or other works executed on the land by the local authority.

II—ACQUISITION OF LAND

(a) *General*

2.82. When land is required for public purposes, the officer of the Public Works Department should, in the first instance, consult the Collector of the district, and obtain from him the fullest possible information as to the probable cost of the land, per acre or otherwise, together with the value of buildings, etc., situated on the property, for which compensation will have to be paid. Upon the information thus obtained, an estimate should be framed by the Public Works officer and submitted for sanction, either separately or duly incorporated in the estimate of work for which land is required.

(2) Where, however, the following conditions are fulfilled, consultation with the Collector of the district may be dispensed with and the cost of land may for estimating purposes be based on the Divisional Officer's experience and local enquiry :—

- (i) that the amount of the sub-head for land does not exceed Rs 5,000, and
- (ii) that the amount of the sub-head for land does not exceed 5 per cent of the total amount of the estimate (works only).

NOTE.—No religious place of worship, shrine, tomb, graveyard or any immoveable property attached to any such institution and the boundaries of which are continuous with the site of the same, shall be acquired compulsorily under the Land Acquisition Act. If any other immoveable property attached to any such institution or any *waqf* property be required, the matter should be referred to the Punjab Government before any action is taken in the matter,—*vide* paragraph 9, Financial Commissioner's Standing Order No. 28 (Land Acquisition).

2.83. When sanction to an estimate, framed as above directed, has been obtained, the Divisional Officer or other Public Works Officer concerned should commit the matter to the Revenue Officer who will take the necessary preliminary action for the appropriation of the land under the Land Acquisition Act, or for its acquisition by private negotiation, subject to the instructions contained in Financial Commissioner's Standing Order No. 28 (Land Acquisition). These instructions provide that if the estimate originally framed and sanctioned is likely, when the land comes to be acquired, to be materially exceeded, the Revenue Officer making the award should give sufficient notice to the Public Works Officer and should take into consideration any representation which such officer may make, whether it is made orally or by letter. More especially he should, before making the award, allow such an officer an opportunity of appearing in person or by agent and of producing evidence as to the value of the land. When such a reference is made, the Public Works Officer should, if it is found impossible to obtain the land required without materially exceeding the estimate, or to obtain some other plot of land in lieu of that originally proposed, submit a revised estimate for sanction. When possession has once been taken under section 16 or 17 of the Act, Government cannot withdraw from the acquisition of the land. In cases, therefore, where the amount claimed in pursuance of a notice under the Act is largely in excess of the amount subsequently awarded by the Collector, and the acquisition of the land is not absolutely necessary, possession should not be taken without a reference to the authority sanctioning the work until the time within which an application for a reference to the Court must be made under section 18 of the Act, has elapsed without such application being made.

2.84. The arrangements between the officers of the department and the Revenue Officers to determine what land to take up, should, where practicable, be made without divulging the intention of the Government, so as to admit of a private bargain being, if possible, made before any enhancement of prices has occurred.

2.85. After the preliminary arrangements described in the preceding paragraphs have been duly carried out, the

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land will be taken up under the Act either by the Collector or by a special officer placed at the disposal of the Public Works Department and invested with the powers of a Collector under the Act. The procedure in the two cases, which is applicable also in the case of land taken up for Military Works, is described in the Civil Account Code, Volume I, Appendix 7.

2.86. The procedure described in paragraphs 2.80 to 2.85 does not apply to cases where the land required is already in possession of another department of Government or of a local body ; such cases are governed by special provisions in Financial Commissioner's Standing Order No. 28 (Land Acquisition).

*(b) Land held for Military Purposes*

2.87. No land, whether :—

- (a) within cantonment limits,
- (b) forming part of an encamping ground, or
- (c) otherwise held for military purposes should be taken up or occupied for any purpose whatever either by contractors or any other persons (official or non-official) acting under the orders of any Civil Department until the sanction of the Central Government in the Defence Department to the occupation or use of the land has first been obtained and communicated to the General Officer Commanding the Division or the Independent Brigade. In all such cases, the necessary sanction should be obtained by the General Officer Commanding the Division or the Independent Brigade, through the Quartermaster-General in India.

(2) Application for such land when within cantonment limits should be made by the Officer in charge of the works to the cantonment authority, and by the latter to the superior military authority but in the case of a military encamping ground, application should be made to the General Officer Commanding the Division or the Independent Brigade. The military authorities will then take the necessary steps to obtain (i) the opinion of the Punjab Government (i.e., the Administrative Department in consultation with the Finance Department),

which should invariably be recorded upon all applications and (ii) the sanction of the Central Government to the occupation of the required land. The foregoing procedure will apply in cases where it is proposed to purchase, or otherwise acquire permanently, any building situated on military land for the use of a Civil Department.

(c) *Acquisition of Land by Private Negotiation*

2.88. In the case of land acquired by private negotiation, the officer who settles the price, etc., should draw up Form A prescribed for use in the case of an award, and this should be made the basis of subsequent payments and audit. See note 4 to paragraph 116, Civil Account Code (Vol. I.)

G—EXECUTION OF WORKS

I—COMMENCEMENT OF WORK

2.89. It is a fundamental rule that no work shall be commenced unless a properly detailed design and estimate have been sanctioned, allotment of funds made, and orders for its commencement issued by competent authority. Permission granted by Government in orders on a Budget estimate for the retention of an entry of proposed expenditure during the year on a work, conveys no authority for the commencement of outlay. Such permission is granted on the implied understanding that, before any expenditure is incurred, the above conditions will have been fulfilled. Excepting in regard to petty works, as defined in paragraph 2.18, repairs of the nature contemplated in paragraphs 2.20 and 2.59 and in cases of real emergency which must be immediately reported and explained to the authorities competent to accord administrative approval and technical sanction, this injunction may not be infringed. On the other hand, the sanction of a design and estimate by Government or any other authority conveys no permission for the commencement of expenditure on the work, unless such expenditure has been provided for in the budget estimate of the year, or provision has been made for the outlay within the official year either by reappropriation or out of some lump sum grant allotted for the head of classification under which the service falls. Similarly no liability may be incurred in connection with any work until an assurance has been received

from the authority competent to provide funds that such funds will be allotted before the liability matures.

(2) If in any case, whether on grounds of urgency or otherwise, a Divisional Officer is required to carry out a work for which no estimates have been sanctioned or for which no financial provision exists (whether estimates have been sanctioned or not) the orders of the officer authorising the work should be conveyed in writing. On receipt of such written orders the officer who is directed to carry out the work should immediately intimate to the Audit Officer concerned that he is incurring a liability for which there is no provision or inadequate provision of funds and should, at the same time, state approximately the amount of the liability which it is likely he will incur by compliance with the written orders which he has received. The audit officer will then be responsible for bringing the facts instantly to the notice of higher financial authority, with a view to necessary steps being taken either to stop the progress of the work or to regularise its execution. There should be no hesitation in enforcing disciplinary action against any officer, administrative or executive, who may fail, or delay to comply with these orders.

2.90. Verbal orders for the commencement of work are to be deprecated as being liable to misapprehension, but in cases where such orders are given they should ordinarily be confirmed in writing as soon as possible thereafter.

2.91. When any new building is about to be commenced or any alteration, addition or repairs executed to any building, due intimation of such intention must be given to the local head of the department, military or civil, concerned.

2.92. No work should be commenced on land which has not been duly made over by the responsible civil officers.

## II—SCOPE OF SANCTION

2.93. The authority granted by a sanction to an estimate must on all occasion be looked upon as strictly limited by the precise objects for which the estimate was intended to provide. Accordingly, any anticipated or actual

Paragraph 383-A of  
the Public Works  
Account Code.

savings on a sanctioned estimate for a definite project should not, without special authority, be applied to carry out additional work not contemplated in the original project or fairly contingent on its actual execution.

(2) Savings due to the abandonment of a substantial section of any projects sanctioned by an authority not lower than the Chief Engineer are not to be considered as available for work on other sections.

NOTE (1) The "special authority" mentioned in sub-paragraph (1) is the authority competent to give administrative approval to the original estimate on which the saving occurs.

NOTE (2)—For the purpose of this ruling, a substantial section of a project shall be considered to have been abandoned, if the estimated cost of the project, excluding in the case of Irrigation projects the estimated cost of the head-works as originally approved.

### III—LAPSE OF SANCTION

2.94. The sanction to an estimate for a public work (as distinct from annual repairs) will ordinarily cease to operate after a period of five years from the date upon which it was accorded, but the acceptance by competent authority of a budget estimate which includes specific provision for expenditure upon a work which is in progress may be regarded as reviving the sanction to the estimate for the year in which the provision is made. But See also paragraph 2.51.

NOTE.—The orders contained in this paragraph are special for the Public Works Department, and override, in so far as estimates for works are concerned, the general rule contained in Article 233 of the Civil Account Code, Volume I.

### IV—ALTERATIONS IN DESIGN DURING CONSTRUCTION

2.95. No material alteration is sanctioned, still less in standard, designs may be made by a Divisional Officer in carrying out any work, without the approval of the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch). If the design was originally prepared by the Consulting Architect to Government, a reference should be made to him in the first instance. Should any alteration of importance involving additional expense be considered necessary, a revised or supplementary



estimate (*See* paragraph 2.116—2.121) should be submitted for sanction. In urgent cases where the delay thus caused would be inconvenient, an immediate report of the circumstances must be made to superior authority and dealt with as the case may require.

NOTE—Revised administrative approval is necessary in the cases indicated in paragraph 2.7.

(2) In the case of works chargeable to Central Revenues, the rules made by the Central Government must be followed.

2.96. Where important structural alterations are contemplated, though not necessarily involving an increased out-lay the orders of the original sanctioning authority should be obtained. A revised estimate should be submitted for technical sanction should the alterations involve any substantial change in the cost of the work.

#### V—MISCELLANEOUS RULES FOR THE EXECUTION OF WORKS

2.97. In the execution of works, every care should be taken that the safety and the convenience of the public are duly attended to, and that all operations are carried on in such a manner as to interfere as little as possible with the traffic or ordinary pursuits of the people. Temporary roads and bridges should, when necessary, be provided and particular attention should be paid to the adequate lighting at night of all obstructions to public roads and rights of way. The occupation of land should, when practicable, be so timed as not to lead to the destruction of standing crops. Brick and lime kilns should not be erected so close to the inhabited part of any town or cantonment as to be a nuisance.

2.98. No religious edifice should be destroyed or injured in the execution of works without the full and free consent of the persons interested in it, nor without the concurrence of the principal civil or political authority on the spot, unless under the orders of the Government within whose jurisdiction the edifice stands—*See* also paragraph 3.16.

2.99. All interruptions of large works in progress should be immediately reported to the Superintending Engineer (or the

Chief Engineer in the case of the Electricity Branch), the causes and probable duration of such interruptions being duly explained.

2.100. All unusual losses in the manufacture of materials must, on their occurrence, be reported to the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch).

2.101. Divisional Officers should promptly report (*vide* paragraph 1.62) to the Chief Engineer and also to the Superintending Engineer in the case of the Irrigation and the Buildings and Roads Branches, the occurrence of all serious and important accidents or damage to irrigation works or to electrical works, or to any roads or buildings borne on the books of the Department, or to any historical or archaeological monument whether in charge of the Public Works Department or not. Divisional Officers and other subordinates in charge of the works should furnish immediate information to the officer in charge of the nearest police station on the occasion of every serious accident, and in the case of death on the spot, they should not allow the body to be removed till an enquiry has been held. When full enquiry as to the cause and extent of loss has been made, the detailed report should be sent by the Departmental Officer concerned to the Head of the Department, a copy of the report or an abstract thereof being simultaneously forwarded to the Accountant-General, Punjab.

2.102. Carriage of any description, employed for purposes connected with public works, is as liable to be impressed for military purposes as carriage employed by private individuals.

2.103. The Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch) may, if he deems it necessary, direct the Divisional Officer to suspend the commencement or progress of any work pending the orders of Government.

2.104. An order book should be opened and kept on all important works in which all important orders to the executive subordinate or to the contractor should be written.

## VI—ADVANCES TO CONTRACTORS

2.105. Advances to contractors are as a rule prohibited and every endeavour should be made to maintain a system under which no payments are made except for works actually done. Exceptions are, however, permitted in the following cases :—

Paragraph 299-A,  
Public Works  
Account Code.

- (a) Cases in which a contractor, whose contract is for finished work, requires an advance on the security of materials brought to site. Divisional Officers may, in such cases, sanction advances up to an amount not exceeding 75 per cent of the value (as assessed by themselves) of such materials, provided that they are of an imperishable nature and that a formal agreement is drawn up with the contractor under which Government secures a lien on the materials and is safeguarded against losses due to the contractor postponing the execution of the work or to the shortage or misuse of the materials, and against the expense entailed for their proper watch and safe custody. Payment of such advances should be made only on the certificate of an officer, not below the rank of Sub-Divisional Officer, that the quantities of materials upon which the advances are made have actually been brought to site, that the contractor has not previously received any advance on that security and that the materials are all required by the contractor for use on items of work for which rates for finished work have been agreed upon. The officer granting such a certificate will be held personally responsible for any overpayment which may occur in consequence. Recoveries of advances so made should not be postponed until the whole of the work entrusted to the contractor is completed. They should be made from his bills for work done as the materials are used, the necessary deductions being made whenever the items of work in which they are used are billed for.
- (b) Cases in which in the interest of works, it is absolutely necessary to make petty advances. In such cases advances up to Rs 50 may be allowed by Sub-Divisional Officers.

- (c) In all other cases the sanction of Government must be obtained, which will be accorded only in exceptional circumstances when such advances seem indispensable, and provided that the necessary precautions are taken for securing Government against loss. Such a system will not be allowed to become general or to continue longer than is absolutely essential.

#### VII—SANITATION ON EXTENSIVE WORKS

2.106. On extensive works, where large labour force is collected, the importance of good hutting, water supply, and sanitary arrangements must be borne in mind, and all reasonable precautions must be taken to maintain the health of the labour force and prevent or arrest the progress of epidemics.

(2) The general principles which should be observed are stated in Appendix VII, and it will be the duty of the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch) to see that these rules are observed.

(3) Any reasonable outlay for such temporary cover as may be needed for bodies of work-people of considerable magnitude, for the marking out, clearing and draining of their temporary stations, also for entertaining some small temporary establishment to look after the latrines, one or two policemen, and hospital establishments may be authorised as forming part of the contingent outlay on the work under execution, but in framing large projects, for which the provision of such works can be foreseen, such expenditure should, as far as possible, be specifically provided for in the project estimate.

#### VIII—INFORMATION TO BE GIVEN TO THE SURVEY DEPARTMENT

2.107. With a view to the Survey Department being supplied with information regarding all new public works to enable the map of India to be brought up to date, the following procedure is to be followed in regard to new lines of canals, large irrigation channels, main lines of roads and Extra High

Tension Trunk and Branch Lines for transmission of electrical energy :—

- I. When any such public work has been constructed, or section thereof has been opened, the index or record map, on whatever scale available (not less than one inch-one mile), provided it is from original surveys and not a mere eye sketch made on tracings from the Survey of India maps, should be sent to the Survey of India Office, Calcutta, and that Department will take steps to have the material utilized by its own draftsmen. Index plans of canals, large irrigation channels and main lines of road should be sent to Government in the Public Works Department for transmission to the Survey Department. In the case of the Electricity Branch, Index plans of Extra High Tension Trunk and Branch Lines for transmission of electrical energy will be submitted to the Survey Department direct by the Chief Engineer of that Branch.
- II. To ensure the material supplied being suitable for the purposes of the Survey Department, the topography adjoining the alignment, such as village sites, tri-junction boundary pillars, other permanent objects and the crossing of roads and streams, should be accurately shown, and it should be stated on the maps supplied if the information is derived from actual survey or otherwise.
- III. The Survey Department should be requested to treat index or record maps with every care, and to return them as early as possible to the offices from which they have been received so that the labour of making tracings need not be resorted to.

#### IX—EXECUTION OF WORKS BY CIVIL OFFICERS

**2.108.** Save in cases where the Governor may assign the construction and maintenance of buildings to the departments using or requiring them, the execution of all the works of construction or repairs required for Government departments should be entrusted to the Public Works Department.

## H—DEPOSIT WORKS

2.109. The Department may occasionally be called upon to execute works for which the outlay is provided wholly or in part from :—

- (a) funds of a public nature, but not included in the financial estimates and accounts of the Empire ;
- (b) contributions from the public.

(2) Powers of the Chief and Superintending Engineers and Divisional Officers to authorise the undertaking of deposit works are given in paragraph 5.31 which must be exercised in strict conformity with the rules in paragraphs 2.110 to 2.113. These limits are exclusive of establishment and tools and plant charges.

(3) Contribution works in the case of which it is proposed to give a grant-in-aid shall require sanction of Government,—*vide* paragraph 19.11 of the Book of Financial Powers.

(4) "Taccavi works", i.e., works on canal watercourses in the Irrigation Branch are not subject to the limits given in paragraph 5.31 and may be undertaken by Divisional Officers with the previous approval of the Superintending Engineer.

(5) In the Electricity Branch, service line to consumer's premises is laid by the Branch and the consumer has the option of paying either a monthly rental or the estimated cost of the service line and equipment, but where the consumer has exercised the option and pays the estimated cost, the service line remains the property of the Branch. Such works are not classified as "Deposit Works."

2.110. Where a work is to be carried out partly from funds provided in the estimates of the Department and partly from funds of the foregoing nature, the contribution will be considered as a lump sum in addition to the Government grant, and the work executed in strict accordance with the procedure laid down for public works.

2.111. The realization of contributions for churches is governed by the Ecclesiastical Rules Published by the Central

Government. In other cases the contributions should be realized before any liability is incurred on account of the work, but, where such procedure has been sanctioned by the Punjab Government, recovery may be made from the contributor by suitable instalments on fixed dates. No interest will be allowed on sums deposited as private contributions for public works.

(2) No deposit should be received for "Deposit Works" until such time as the works have been sanctioned by competent authority.

**2.112.** In cases where the Department undertakes to design and construct a work wholly from the sources alluded to in paragraph 2.109, such as a town hall or reservoir for a municipality, or a school or hospital for which funds have been raised by subscription, or where the Department is entrusted with the construction of a church for which the funds have been provided and are administered under the conditions stated in the Ecclesiastical Rules, the following rules will be observed :—

- I. On receipt of definite assurance as to the amount of funds available, the design and estimate will be drawn up in communication with the party or parties depositing or administering the funds and must be submitted for the approval of such higher local departmental authority as the extent of the estimate would require.
- II. Provision must be made to cover the cost of establishment and tools and plant prescribed in paragraph 2.29 together with an addition of one per cent for audit and account establishment. No reduction in these charges should be made without the sanction of Government, except in the case of works costing less than Rs 1,000 when these charges may be reduced or remitted with the previous sanction of the Superintending Engineer or the Chief Engineer, Electricity Branch, as the case may be, *see* serial No. 36 of paragraph 20.12, Book of Financial Powers.

- ✓ III. Prior to the work being put in hand, a written approval to the estimate and design must be obtained from the authority depositing or administering the funds and an acknowledgement procured to the effect that in undertaking the work the Department does not accept responsibility for unavoidable and reasonable excesses, such as would be caused by a rise in the price of labour or material, by authorised alterations in design, loss by fire or theft, or by other factors which could not be foreseen at the time the estimate was prepared. Any alteration in design must be similarly dealt with.
- ✓ IV. The necessary funds for the prosecution of the work must be realised and paid into the Government treasury either in a lump sum or in such instalments and by such dates as the Government shall decide in each case. No advance of Government money for such purpose will be permitted and in a case where the money is paid by instalments, Government will not be responsible for any increase in cost, or damage to the uncompleted work caused by a temporary stoppage of the work pending receipt of further instalments.
- V. It will be the duty of the officer in charge of the work to bring at once to the notice of his superiors and of the local body or individuals any anticipated excess over the estimate, as well as to provide the fullest information in connection with the progress of expenditure so that no responsibility may attach to Government in the event of the work having to be stopped for want of funds.
- VI. In case of deposit works all anticipated excesses owing to the tenders having been received in excess of the estimated rates should be brought at once to the notice of the local body or the party concerned under paragraph 2.112-V above for accepting the excess and arranging the funds accordingly.
- VII. Authorities undertaking such works should satisfy themselves that the extent to which Government is



responsible in regard to the execution of the work is thoroughly understood both by the parties for whom the work is to be constructed and by the executive officer to whom its construction is to be entrusted.

VIII. Where the work is of magnitude, or there are any special circumstances which seem to render such a course desirable, an agreement should be drawn up under legal advice.

2.113. It must be distinctly understood that contributions on account of one work can, in no circumstances, be utilized in meeting outlay on account of another work, the contributions for which may be in arrears.

### 1—DISPOSAL OF ESTIMATES

#### 1—OFFICE OF RECORD FOR ESTIMATES

2.114. Estimates after being sanctioned by proper authority, should be returned to the Divisional Officer for record in his office.

#### II—COMMUNICATION OF SANCTIONS TO ESTIMATES TO THE AUDIT OFFICER

2.115. Immediate intimation of the sanction to an estimate accorded by an authority higher than a Superintending Engineer in the Irrigation and the Buildings and Roads Branches should be made to the Audit Office. As there are no Superintending Engineers in the Electricity Branch and all estimates exceeding the Divisional Officer's power of sanction are sanctioned by the Chief Engineer or the Deputy Chief Engineer, as the case may be, the procedure laid down in subparagraph (3) should be followed in that Branch.

“(2) A return of all estimates sanctioned by the Divisional Officer and superintending Engineer should be sent monthly to the Audit Officer direct by the Officer concerned, who should, however, simultaneously send one copy of these returns to the Chief Engineers concerned to enable them to exercise proper check on the estimate sanctioned.”

(3) A return of all estimates sanctioned by the Divisional Officer in the Electricity Branch should be sent by him to the Chief Engineer, and these sanctions together with those accorded by the Deputy Chief Engineer and the Chief Engineer should be communicated by the Chief Engineer monthly direct to the Audit Officer.

(4) The Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch) is responsible that in cases where a substantial section of a project sanctioned by higher authority has been abandoned, even though provisionally, the aggregate assumed cost (including contingencies) of the works included in that section is intimated to the Audit Officer for exclusion from the total sanctioned estimate of the project. See also paragraph 2.93.

#### J—SUPPLEMENTARY AND REVISED ESTIMATES

##### I—SUPPLEMENTARY ESTIMATES

2.116. Any development of a project thought necessary while a work is in progress, which is not fairly contingent on the proper execution of the work as first sanctioned, must be covered by a supplementary estimate, accompanied by a full report of the circumstances which render it necessary. The abstract must show the amount of the original estimate and the total of the sanction required including the supplementary amount.

##### II—REVISED ESTIMATES

2.117. A revised estimate must be submitted when the sanctioned estimate is likely to be exceeded by more than 5 per cent, either from the rates being found insufficient or from any cause whatever, except as mentioned in paragraph 2.116 (See however paragraphs 2.96, 5.24 and Appendix V).

Whenever it is considered necessary to sanction a second or a subsequent revised estimate, the sanctioning authority must obtain administrative approval of the authority next above it even if the revised estimate is within its own power of sanction.

2.118. When a revised estimate is submitted, it must be accompanied by a comparative statement (  $\frac{\text{B. \& R.}}{\text{I.B.}}$  ) and by a report showing the progress to date.

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It is the duty alike of the Divisional Officer and of the Superintending Engineer (or the Chief Engineer in the case of the Electricity Branch) to watch carefully the progress of expenditure and to see that revised estimate is submitted directly the necessity arises.

NOTE.—In the Electricity Branch, the comparative statement will be prepared in B.&R. Stereo Forms No. 42—44.

**2.119.** When the submission of a revised estimate under the above rules is found necessary, it is essential that the revised estimate should be compared with the latest existing sanction of competent authority, *see* paragraph 2.93. When by reason of intermediate modifications such existing sanction differs from that accorded by the highest authority concerned, a statement should be prepared showing how the sanction with which the revised estimate is compared has been arrived at.

**2.120.** A revised estimate will also become necessary if at any time, either before or during the construction of a work, it is found that the original estimate, for it is excessive for reasons other than abandonment of a substantial section of a sanctioned project or material deviation from the original proposals. An officer of rank not lower than Divisional Officer may sanction such a revised estimate, even though its amount may exceed that to which he is ordinarily empowered to accord sanction. When according such sanction he should intimate, giving reasons, to the authority who sanctioned the original estimate and to the Accountant-General, Punjab, that the amount of the estimate has been reduced accordingly.

### III—UTILIZATION OF COMPLETION REPORT OR STATEMENT AS REVISED ESTIMATE

**2.121.** When excesses occur at such an advanced period in the construction of a work as to render the submission of a revised estimate purposeless, the excesses if beyond the power of the Divisional Officer to pass, may be explained in Completion Report or Statement prepared under the rules in paragraph 2.122 but when excesses of more than 5 per cent are shown in a completion report it should be explained why a revised estimate was not submitted before the work was completed, and the Superintending Engineer (or the Chief Engineer

in the case of the Electricity Branch) should report whether the probability of an excess occurring was reported to him on a Work Slip as required by paragraph 1.52.

## K—COMPLETION REPORTS, CERTIFICATES AND PLANS

### I—GENERAL

**2.122.** (1) A detailed Completion Report, or a Completion Statement as necessary,—*vide* clause (2), must be prepared on the completion of works in the following cases :—

- (i) For all works chargeable to Capital regardless of the actual expenditure being equal to or more or less than the sanctioned amount ;
- (ii) For works chargeable to heads other than Capital—
  - (a) if the estimate of the work has been exceeded by more than 5 per cent ;
  - (b) if the actual expenditure on a work exceeds the limit of the Divisional Officer's powers to sanction estimates technically, even if the excess is within 5 per cent of the amount of the estimate ; and
  - (c) if there has been an excess over a revised estimate.

(2) (a) Detailed completion report in Form D.F.R. (P.W.) 35 is to be submitted on completion of works, on which the outlay has been recorded by sub-heads. It should give a comparison and explanation of differences between the quantities, rates and cost of various items of work executed and those in the estimate, and should also mention the names of the Engineers and Overseers, who supervised the work from time to time during the period of its execution.

**NOTE.**—The Superintending Engineer (or Chief Engineer in the case of the Electricity Branch) may, if he so desires, require a detailed completion report to be prepared on the completion of any other work.

(b) A completion statement in Form D.F.R. (P.W.) 36 showing the total estimated cost, the outlay and the excess, if any, is to be submitted on completion of other works as

defined in paragraph (1) *supra*. A consolidated statement should be prepared monthly of all such works completed during the month.

When the completion statement is to be utilized instead of a revised estimate under paragraph 2.121, sufficient details must be given to satisfy the authority, whose sanction is necessary.

(3) As regards the preparation of Completion Reports of Projects of the Irrigation and Electricity Branches, special rules laid down in Appendices V and VI, respectively should be followed.

(4) In cases where no completion report or statement is required to be submitted by the Divisional Officer, the date of completion of all major Works should be reported to the Superintending Engineer and also to the Superintendent, Archaeological Survey, Frontier Circle, in the case of archaeological works. Superintending Engineers are required to inform the Head of the Department direct, as well as the Provincial Government in the Public Works Department, of dates of completion of works sanctioned by them or by the Chief Engineer.

NOTE.—Similar procedure should be followed in reporting date of commencement of all major works to the Head of Department and the Provincial Government.

#### II—WORKS EXECUTED ON BEHALF OF OTHER DEPARTMENTS

2.123. On the completion of an original work executed on behalf of another department, a completion certificate in B. & R. 130

—Stereo Form No. ————should be forwarded I.B. 359

by the Divisional Officer to the civil or military authority concerned, who should after signing it in the space provided for the purpose (*vide* also paragraph 2.125), return it to the Divisional Officer. B. & R. Stereo Form No. 130 should be used in the Electricity Branch for the preparation of completion certificates, if and when required.

(2) In the case of repairs, the Sub-Divisional Officer B. & R. should submit a completion certificate in ————Stereo I.B.

129  
Form No. ————to the officer of the department immediately  
360

interested in the work who should, after endorsing it with the remark that the work is in "good order" or otherwise, forward it to his departmental superior (if he is not himself the officer competent to sign the certificate). The latter officer should then transmit it to the Divisional Officer for disposal. B. & R. Stereo Form No. 129 should be used in the Electricity Branch for the preparation of a completion certificate in the case of repairs done for other departments.

(3) The completion certificate in the case of petty works and repairs will be endorsed on the requisition (Public Works Account Form No. 32) and no separate certificate is then required.

**2.124.** Civil and Military officers are required to fill up and sign all authorised forms of requisition, completion report or other certificate of execution that may be required by the Divisional Officer in consequence of the execution of any work on their application or order.

**2.125.** The countersignature of a Civil or Military officer merely implies, in the case of an original work, that the work has been completed and taken over, and in the case of repairs that the building or work, generally, is in proper order, and involves no further responsibility. If the countersigning officer is not satisfied with the work and wishes to make any remarks, he can do so over his signature, but he should bear in mind, that, in making remarks which are unnecessary or irrelevant, he may occasion much trouble and delay. See also paragraph 2.132.

### III—RECORD AND OTHER DRAWINGS AND PLANS

**2.126.** Record drawings, showing the work as actually constructed, should be completed as soon as possible by the officer in immediate charge of every new work or alteration of an existing work for approval and record by the Divisional officer (*vide* paragraph 2.127).

Completion plans, consisting of copies of the record plans of the more important works and alterations, should, if required to elucidate the Report or if otherwise so directed by the Superintending Engineer (or Chief Engineer in the case of the

Electricity Branch), be prepared in the Divisional Office to accompany the Completion Report.

NOTE. (1)—Record drawings of important municipal works constructed by the Public Works Department should be supplied to the municipality concerned.

NOTE (2)—Record drawings of buildings should consist of a site plan ground plan, elevation and one or two sections as may be necessary to illustrate the work preferably on one sheet. Details of doors, windows, etc. are not required.

2.127. A Divisional Officer must keep on record in his office the following plans, or such of them as are required in his Division :—

- (i) Copies of all standard plans of buildings.
- (ii) Complete plans, sections and elevations of every building under his charge, whether military or civil, as actually constructed, any departures from sanctioned design being carefully noted. The boundaries of the ground attached to any buildings should be distinctly shown.
- (iii) Plans of roads under his charge showing the quarries whence metal is obtained.
- (iv) Detailed drawings including foundations, where practicable, of all bridges and other works in the Division as actually constructed, any departures from sanctioned design being carefully noted, the boundaries of the ground attached thereto being distinctly shown.
- (v) Complete land plans of all land in the possession of Government, viz. :—
  - (a) Land for which a Divisional Officer is directly responsible.
  - (b) Land belonging to buildings borne on the book of the Department.
  - (c) Land appertaining to works made over to local authorities.

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- (d) Lands encroached upon by local bodies, and allowed to remain in their possession, subject to the condition that they are liable to be resumed by Government in the event of their being required for a public purpose.
  - (e) Land leased to private persons.
  - (vi) Complete plans of all drainages gazetted as such under the Canal Act.
  - (vii) Longitudinal sections of all main and branch canals and their distributaries to a horizontal scale of 1 inch=1 mile and a suitable vertical scale.
  - (viii) A map to a scale of 1 inch=1 mile showing the alignments of all main and branch canals and their distributaries.
- E.B. (ix) Plan of arrangement of equipment—
- (a) on the site of buildings (outdoor).
  - (b) inside the buildings (indoor).
- E.B. (x) Plan of equipment—
- (a) Assembly.
  - (b) Details.
  - (c) Wiring diagrams.
- E.B. (xi) Main Transmission Lines—
- (a) Completion Plans.
  - (b) Tower detail diagrams.
- E.B. (xii) 11 kV. Transmission Lines—
- (a) Route Plan.
  - (b) Pole Assembly drawings.
- E.B. (xiii) Local Distribution—
- (a) Lay-out Plans.
  - (b) Pole Assembly drawings.



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AND PLANS**

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- E. B. (xiv) Telephone Drawings—  
 (a) Route Plans.  
 (b) Pole Assembly drawings.
- E. B. (xv) Plans of Railway Crossings.
- E. B. (xvi) Plans of Electricity Branch Headworks including river training and protective works.
- E. B. (xvii) Longitudinal section of tunnel including adits.
- E. B. (xviii) A map showing the alignment of tunnel and adits.
- E. B. (xix) Plans and elevations of pipelines.
- E. B. (xx) Plans and elevations of the haulageways and tramways.
- E. B. (xxi) Plans and elevations of Power-house Tailraces.

(2) In circle offices the following record plans should be maintained.—

- (i) One copy of the record plan of every canal headworks including all river training and protective works.
- (ii) One copy of the record plan of every important masonry work on a main or branch canal and of every other masonry work costing more than Rs 10,000.
- (iii) One copy of the longitudinal section of every canal distributary, or drainage channel.
- (iv) Maps of districts and civil stations in the Punjab, linear maps of the principal lines of roads in the Punjab.  
 (Superintending Engineers and Divisional Officers should keep these maps in so far as they relate to their respective charges corrected up to date.)
- (v) Copies of all standard plans of buildings.

(3) In the Chief Engineer's office the following record plans will be maintained :—

- (i) One copy of the record plan of every canal head-works.
- (ii) One copy of the record plan of every important masonry work on a main or branch canal.
- (iii) One copy of the longitudinal section of every main and branch canal.
- (iv) Maps of districts and Civil stations in the Punjab.
- (v) Copies of all standard plans of buildings.

NOTE.—Plans mentioned as items (ix) to (xvi) under sub-paragraph (1) should also be kept on record in the Chief Engineer's Office and those mentioned as items (ix), (x) and (xii) to (xv) should be kept in Sub-Divisional Offices of the Electricity Branch.

(4) All record plans must be kept up to date, and it will be the duty of the Divisional Officer to forward completion plans of all additions and alterations to the Superintending Engineer for correction of the Circle office copies. Similarly the Superintending Engineer is responsible that such plans are forwarded to the Chief Engineer's office for correction of the record plans there maintained.

NOTE—In the Electricity Branch, the Divisional Officers should forward completion plans of all additions and alterations to the Chief Engineer for correction of the record plans maintained in his office.

(5) Where a number of bridges or other masonry works have been made of the same type it will not be necessary to forward copies of the records plans of each one of them. It will be sufficient to notify in the letter forwarding the completion report that the work is of the same type as that submitted with a previous letter, the number and date of which should be given.

(6) Superintending Engineers and the Chief Engineer, Electricity Branch, during their inspection should see that the record plans are maintained and are corrected up to date.

2.128. The following instructions should be followed in future for the preparation of completion plans in the absence of particular orders from the sanctioning authority :—

*Under 68—Capital and 79—Capital—Completion plans are required for all works.*

*Under XVII—Extensions and Improvements and Maintenance and Repairs and XL—Working Expenses—Completion plans are required for all—*

(i) masonry works, except in case of watercourse culverts when reference to sanctioning authority, type, design, No. and date should only be quoted and repairs to masonry works where existing design is not altered ;

(ii) all drains (new construction or remodelling) ;

(iii) all watercourse schemes.

Completion plans are not required for—

(iv) earthwork costing under Rs 5,000 except in cases where the latest sanctioned bed levels, slope or width of a channel have been interfered with.

2.129. A record plan should be a correct representation of the work as actually built. Thus, in the case of well foundations, it should show in plan the exact position of all the wells, and, in sectional elevation in the directions at right angles to each other, the exact depth to which they have been sunk. This will exhibit all changes in position of wells, and deviations from the vertical which have occurred in the course of sinking and have remained unrectified. The wells should bear on the record plan the same numbers as they have borne during construction, and a statement should appear on the drawing showing the reduced level of the curb of each well after completion of sinking. The position and dimensions of any piles or planks driven to close the spaces between wells should be clearly shown, as should also be the concrete or other materials used to fill the wells or the spaces between them. A detail of the corbelling or arching employed to connect wells should be drawn separately on a scale large enough to show the details.

(2) In the case of concrete foundations, the outside edges should be correctly plotted and, where piling or stakes are used to surround or partition off the foundation area, their position should be shown. Changes in foundation level should be correctly shown in sectional elevation and the reduced levels of the base and top of the concrete should be given. In case of any other material being used beneath the concrete its nature and dimensions must be clearly shown.

(3) Reduced levels of all important points of the works, as found after its completion, should be entered on the drawings.

(4) Geological sections should be given in the case of works in which the foundation level is more than six feet below the natural surface.

(5) Separate drawings should be made to show the details of iron work and wood work and of any other important structural details.

2.130. Ordinarily, on the completion of a work, the record drawings should be completed by the officer in immediate charge, and, after being signed and dated by him under an entry "as executed" they should be sent to the Divisional Officer who, if satisfied as to their correctness, should countersign them and date them and have the necessary copies made for submission with the Completion Report where necessary.

(2) In order that no difficulties shall arise in consequence of the transfer of an officer-in-charge of a work, on all large works a progress plan should be maintained and kept thoroughly up to date on which all departures from the sanctioned design should be shown. For small works the outgoing officer should record on the working drawing the level to which the work was built under his charge, giving notes of any deviations from the sanctioned plan.

(3) Completion plans should be prepared and attested as soon as possible after the completion of a work.

(4) A register of completion plans received, should be maintained in the Divisional drawing office.

(5) An annual statement should be submitted on 10th July, by Divisional Officer to Superintending Engineer (or Chief Engineer in the case of the Electricity Branch) giving details of estimate which have been closed during the year but for which completion plans have not been received within 3 months after the date of closing the estimate.

2.131. Every plan and drawing, of whatever kind, must be properly authenticated by the dated signature of the Officer by whom, or under whose orders it is prepared.

(2) In all completion plans, besides the certificate of completion according to drawing, the names of the Executive Officers by whom the work was designed and by whom it was executed, should also be given.

(3) The name or signature of every officer and the date of the signature, which is on a plan or drawing of any kind, should be shown on all copies of such plan or drawing.

#### IV—OFFICE OF RECORD

2.132. (1) On the completion of any work in respect of which a Completion Report or Statement is required under paragraph 2.122, such report or statement should be forwarded by the Divisional Officer to the Audit Officer who should, after verification of the figures, transmit it to the Superintending Engineer (or Chief Engineer in the case of Electricity Branch). That officer should forward to the Secretary to the Provincial Government Completion Reports or Statements of all works, the estimates of which have been exceeded beyond his powers of sanction. In the Buildings and Roads and Irrigation Branches a copy of the completion report or statement of those capital works on which there has either been no excess or the excess is within the Superintending Engineer's power of sanction, should also be supplied by the Superintending Engineer to the Secretary to the Provincial Government for note and return.

(After disposal, the completion report or statement will be finally recorded in the office of the authority sanctioning the estimate).

(2) Sanctions accorded to excess expenditure in completion reports should also be communicated to the head of the department concerned (and to Government in the Public Works Department in case of sanctions accorded by Superintending Engineers) to keep them informed of the completion of works. In the case of the Electricity Branch, sanction accorded by the Chief Engineer to excess expenditure in completion reports should be communicated to the Secretary, Electricity and Industries Departments, in respect of works, the estimates of which were approved by the Provincial Government.

(3) Completion plans, if any, should not be sent to the Audit Officer but should be forwarded direct to the Superintending Engineer (or Chief Engineer in the case of Electricity Branch,) who should attach them to the completion report on its receipt.

(4) Completion certificates, which should not be submitted to audit, should ordinarily be retained in the Divisional Office, but in the event of unfavourable remarks having been recorded upon such a certificate by any civil or military officer, it should be submitted for the orders of the Superintending Engineer (or Chief Engineer in the case of the Electricity Branch) with the explanation of the Divisional Officer and an account of any action he may have taken.

#### V.—PREPARATION AND DISPOSAL OF COMPLETION REPORTS

##### *General Instructions*

2.133. Completion reports should be prepared and submitted in accordance with the instructions contained in paragraphs 2.122 and 2.132 *supra*.

(2) Under paragraph 2.132, completion reports will be filed in the office of the sanctioning authority. The following detailed instructions should be observed in this connection :—

- (a) Consolidated completion statements in P. W. A. Form 45 of estimates sanctioned by the Divisional Officer the actual expenditure on which is in excess of the sanctioned estimate by an amount beyond the Divisional Officer's powers of passing, should be sent

direct to the Accountant-General, Punjab, who will, after verification, forward the same to the Superintending Engineer concerned (or Chief Engineer in the case of the Electricity Branch). The latter will sanction the excess and communicate it to the Divisional Officer and the Accountant-General Punjab. In cases where the excess is beyond the Superintending Engineer's powers or the power of the Chief Engineer in the Electricity Branch to pass he will take necessary steps to obtain the Government's sanction.

- (b) Completion reports of estimates sanctioned by Superintending Engineers (or Chief Engineer in the case of the Electricity Branch) the outlay on which is in excess of the sanctioned estimate by an amount greater than that which the Divisional Officer is empowered to pass, should be forwarded by the Divisional Officer direct to the Accountant-General, Punjab, who will after verification, pass on the same to the Superintending Engineer concerned (or the Chief Engineer in the case of the Electricity Branch). The excess will be considered and sanctioned by the Superintending Engineer or the Chief Engineer, Electricity Branch, as the case may be if within his powers of sanction, by a separate letter, and communicated to the Divisional Officer and the Accountant-General, Punjab.

If the excess is beyond the power of sanction of the Superintending Engineer or the Chief Engineer, Electricity Branch, as the case may be, he will take necessary steps to get the sanction of Government.

- (c) Completion reports of estimates sanctioned by the Chief Engineer or a higher authority, the actual expenditure on which is in excess of the sanctioned estimate by an amount beyond the Divisional Officer's power to pass, should be submitted direct to the Accountant-General, who will, after verification, transmit the same to the Superintending Engineer concerned or the Chief Engineer, Electricity

Branch, as the case may be, who will sanction the excess, if within his powers of sanction, by letter. The Superintending Engineer or the Chief Engineer, Electricity Branch as the case may be, shall forward a copy of the letter with the completion report in original to the Secretariat, for record. When the excess is beyond the powers of sanction of the Superintending Engineer or the Chief Engineer in the case of the Electricity Branch, he will forward the completion report together with needful explanations by the Divisional Officer and himself for sanction of the excess by Government. Necessary sanction of Government to such excess will be communicated to the Superintending Engineer (or Chief Engineer in the case of the Electricity Branch) and the Accountant-General, Punjab, and the completion report filed in the Secretariat or in the case of the Electricity Branch in the office of the Chief Engineer.

- (d) Detailed completion reports in P.W.A. Form No. 44 will be prepared in respect of works on which the outlay has been recorded by sub-heads.
- (e) Registers of sanctions should be posted in each office as the Completion Report is received.

#### IRRIGATION BRANCH

##### *Projects under Construction*

(3) In addition to the above instructions the following system for submission of Completion Reports and statements, is introduced, in connection with Construction Divisions :—

- (a) Detailed completion reports in P.W.A. Form 44 should be prepared by the Divisional Officer, as at present, only when such reports are necessary under paragraph 2.122(2).
- (b) In respect of all other completed works of each months irrespective of whether the actual expenditure





Serial No.	Circle	Division	Divisional Officer's forwarding endorsement.		Remarks explaining non-submission, delay in submission, etc.
			Detailed completion reports	Completion Statements	

**ELECTRICITY BRANCH**

(4) The rules in sub-paragraph 3(a) to (e) above apply *mutatis mutandis* to the Electricity Branch.

**BUILDINGS AND ROADS BRANCH**

(5) Particular instructions for the preparation and disposal of completion reports relating to the Buildings and Roads Branch are given in the Buildings and Roads Manual of Orders, paragraph 8.8 to 8.12.

## CHAPTER III—Public Buildings.

*Introductory Notes.*—(i) The Rules in this Chapter are generally applicable to buildings maintained by the Public Works Department but they should be applied *mutatis mutandis* to any other department maintaining buildings departmentally.

(ii) The term “Public or Government buildings” as used in this Chapter applies to buildings borne on the books of the Public Works Department and maintained from the appropriation for Public Works in charge of the Public Works Officers.

### A—GENERAL

#### I—GENERAL RULES

3.1. The officer in charge of each building should make some person of his establishment answerable for its general condition.

3.2. As a theatre is peculiarly liable to fire, no Government building in which stores or other Government property is kept should be used for theatrical purposes.

3.3. Insurances of Government buildings are not to be effected except, at the discretion of Government, in the case of specially valuable property liable to special risks.

#### II—FIXTURES AND FURNITURE

##### (a) *Fixtures*

3.4. Every public building should be provided with all necessary fixtures. The periodical repair of these fixtures should be carried out by the Public Works Department and charged to the repairs estimate of the building. All petty repairs of fixtures and the replacement of broken glass in doors and windows required in the intervals between the periodical repairs should be carried out by the officer in charge of the building, *see* rule 5 in Appendix 5, Civil Account Code, Volume I.

NOTE 1.—Subject to such exception as may be authorized under clause 4 of paragraph 5.8, a *Punkhah* includes its suspending ropes, tubes, pulleys, its pole or board, flaps, frills, and pulling ropes and thongs which will be supplied and maintained by Government, flaps being renewable at intervals of not less than three years.

NOTE 2.—Only portable heaters and water heaters which obtain their electric energy by means of a moveable plug in a socket in the wiring system shall be classified as furniture, other electric heaters or water heaters which are fixed to walls, floors or ceiling of Government buildings shall be classified as fixtures.

*(b) Furniture*

3.5. The Divisional Officer will not supply nor repair furniture, screens, *purdahs*, or taties, nor will he perform any of the duties specified above as developing on the departmental officer in charge. Furniture for new offices, may, however, be supplied by the Divisional Officer and charged in his accounts, provided Government authorizes the inclusion of the cost of such furniture in the estimates of the offices concerned. This rule does not apply to the case of furniture for dak bungalows, civil rest-houses or circuit houses, the outlay on the supply and repair of which will be treated as charges of the Civil Department. In the case of Public Works Department rest-houses and inspection bungalows, the furniture should be supplied and repaired at the cost of the Public Works Department.

3.6. The Administration of the furniture grants of the official residences of the Governor, Punjab, including the upkeep of a stock list and the purchase, repair and maintenance of furniture, shall be conducted by the Military Secretary, who would furnish the Accountant-General, Punjab, with an annual certificate of verification in the form given below. During the second and fourth year of the incumbency of the Governor and at least once in every three years the certificate of verification should be countersigned by a gazetted officer of the Public Works Department, Buildings and Roads Branch, in token of his joint responsibility for the actual verification.

*Form of Certificate of Verification*

Certified that all furniture in Government House, Lahore  
Barnes Court, Simla  
has been inspected and checked with stock lists maintained. I am satisfied (i) that all new supplies up to date have been correctly brought on the stock lists, (ii) that the stock lists are correct in all respects, (iii) that the articles in stock agree with the stock lists, (iv) that the sale-proceeds have been properly accounted for and (v) that sanction of competent authority exists for writing off all articles struck off the stock lists.

The proceeds of the sale of unserviceable furniture shall be credited to Provincial Revenues.

3.7. When a building is newly constructed and a supply of furniture is deemed necessary, the cost of furniture should be debited to works but the cost of maintenance and renewal of furniture in the staff quarters should be met from the grant for the maintenance and repairs of furnishings of official residences of the Governor provided in the Fourth Schedule of the Government of India (Governor's Allowances, etc.) Order, 1936.

3.8. The Public Works Department in the Buildings and Roads Branch are responsible for the supply and maintenance of furniture in the following Government residential buildings :—

Honourable Ministers' houses at Lahore, viz.—

- (i) 1, Bromhead Road.
- (ii) 7, Club Road.
- (iii) 2, College Road.
- Brockhurst House No. 1, Simla.
- Brockhurst House No. II, Simla.
- Brockhurst House No. III, Simla.
- Grant Lodge, Simla.
- Walsingham Estate, Simla.
- Edgeworth, Simla.
- Toryne, Simla.
- Yates Place, Upper Flat, Simla.
- Forest Hill, Simla.
- Mansfield Lodge, Simla.
- Yates Place, Lower Flat, Simla.
- Brockhurst Lodge, Simla.
- Yates Cottage, Simla.
- Benmore, Upper Flat, Simla.
- Forest Lodge, Simla.
- Benmore, Lower Flat, Simla.
- Ellerslie Lodge, Simla.
- Ellerslie Cottage, Simla.
- Flats, cottages and quarters on the Brockhurst Estate, Simla, comprising—
  - (i) four European Clerks' Flats, Nos. 1 to 4 Brockhurst,
  - (ii) eight European Clerks' Semi-detached cottages Nos. 5 to 12 Brockhurst,
  - (iii) two Detached Cottages, Nos. 13 and 14 Brockhurst, and

- (iv) seven quarters for Indian Assistants and Stenographers, Nos. 15 to 21 Brockhurst.  
 Indian Assistants' and Stenographers' quarters, Nos. 1 to 8, Pine Estate, Simla.  
 Indian Superintendents' and Personal Assistants' quarters, Nos. 1 to 5, Dixie Estate, Simla.  
 Extra Assistant Commissioner's residence at Kasauli.  
 Executive Engineer's residence at Dharamsala.  
 Osburn House at Naggar.  
 Divisional Forest Officer's residence at Naggar.  
 Calvert Lodge at Kulu.  
 Assistants Engineer's (Public Works Department) residence at Kulu.  
 Deputy Commissioner's residence at Fort Munro.  
 Khar View at Fort Munro.  
 Sandeman Lodge at Fort Munro.  
 Harvey Lodge at Fort Munro.  
 Lake View at Fort Munro.

(2) Chair and sofa covers are included in the furniture for the residences of the Honourable Ministers, but carpets and curtains are excluded.

### III—PURCHASE AND SALE OF GOVERNMENT BUILDINGS

3.9. No buildings may be purchased for public purposes without the orders of Government to whom a survey and valuation report by the Divisional Officer should, in all cases, be submitted. See also paragraph 3.23.

3.10. Provincial buildings in charge of the Public Works Department may be sold or dismantled in accordance with the powers laid down in the Book of Financial Powers, but, in the case of the buildings belonging to the Central Government, the rules framed by that Government must be followed.

### IV—HIRE OF OFFICE ACCOMMODATION FOR OFFICERS OF THE PUBLIC WORKS DEPARTMENT

3.11. When no suitable Government building is available, private buildings may be hired for use as offices, the rent being charged to the contingencies of the office concerned. When the building is entirely used for office accommodation, the rent is wholly chargeable to Government, while when it is partly used for office purposes and partly for residential or

other purposes, the share of the rent payable by Government will be proportionate to the amount of the main buildings set aside solely for office use. The subletting for residential purposes of buildings hired as offices will require the approval of Government and consent of Finance Department, and any recovery of rent for portions sublet will be made by the head of the office concerned and credited to the Revenue Head of his Department. Before it is decided to hire a privately-owned building, it is necessary to obtain a non-accommodation certificate from the Divisional Officer concerned who should also be consulted about the reasonableness of the rental proposed except in cases where the rent is less than Rs. 20 per mensem and when a portion is to be sublet, the Divisional Officer should be requested to assess the correct rent of that portion. The actual selection of the accommodation, however, shall rest with the officer for whom it is required, subject to the approval of competent authority, and the lease in connection with the hire will also be executed by the Department concerned. See also paragraph 3.24 (2).

(2) An officer permitting occupation of a Government or leased building by any private person or local body should at once inform the authority in charge of the building of such occupation. The authority in charge will be the Divisional Officer concerned in the case of buildings in charge of the Public Works Department, Buildings and Roads Branch, and the Head of the Department concerned in the case of buildings rented as offices.

(3) The amount of rent to be paid for office accommodation for Superintending Engineers, Divisional Officers, Sub-Divisional Officers, Deputy Collectors and Zilladars shall be fixed under the following rules :—

#### RULES

1. When it is necessary to hire a separate building for the accommodation of offices of Superintending Engineers, or Divisional Officers, the amount of office rent to be paid by Government will be fixed by the Superintending Engineer or the Chief Engineer, Electricity Branch, as the case may be, up to a maximum of Rs. 200 per mensem, any higher rent being fixed by Government.

Serial Nos.  
10 and 98 of  
paragraph 20.10,  
Book of Financial  
Powers.

2. When Divisional Officers provide accommodation for their offices in the building (not being Government building) in which they reside, they may, under the orders of the Superintending Engineer or the Chief Engineer, Electricity Branch as the case may be, be allowed to draw office rent up to Rs 60 a month chargeable in the monthly contingent bill. In special cases the office rent may at the discretion of the Superintending Engineer, be increased to a maximum of Rs 90 a month ; but in no case should it exceed half the rent of the whole house subject to the same maximum. Any departure from the above rules will need the consent of Government.

3. When a Sub-Divisional or a Deputy Collector's Office is necessarily accommodated in the officer's residence (not being a Government building), he may under the sanction of the Superintending Engineer, be allowed a fair proportion of the rent actually paid for the house he occupies on account of the accommodation which he necessarily has to provide for the office up to a maximum of Rs 40 per mensem, any higher rent being fixed by Government, subject to the following conditions:-

- (i) in calculating the accommodation set apart for office purposes, no allowance should be made for a separate room, apart from the office, to be occupied by the Sub-Divisional Officer, or the Deputy Collector, as the case may be.
- (ii) The Divisional Officer must certify both as to the amount of necessary accommodation, and that it is actually available and suitable in the house in question.
- (iii) He must also certify that no Government building is available and that no suitable separate building can be hired for the purpose at a less cost.

If the house is a Government building, the rent to be paid by the occupant should be calculated under paragraph 7.29 of the Subsidiary Rules. In the case of a building hired specially as a Sub-Divisional or a Deputy Collector's Office, the rent to be paid will be fixed by the Superintending Engineer, as the case may be, up to a maximum of Rs. 40 per mensem, any higher rent being fixed by Government.

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When a Zilladar is not provided with a Government quarter, he may, under the sanction of the Executive Engineer, be granted an allowance of Rs 2 per mensem for hiring office accommodation privately. If his office is accommodated in the Government quarters provided for him, no such allowances should be granted but the rent to be paid by him should be calculated under Rule 5.39 of the Civil Services Rules (Punjab), Volume I, Part I, after excluding the room described in the drawing as office room. (This will take effect from 1st March, 1944).

4. The Municipal tax assessed on the annual value of buildings in which office accommodation is provided, or on the land appertaining to them, should be treated as separate from the rent. If it is the local rule or custom for the tax to be chargeable to the owner, the tax for the entire building will be paid by the owner of the building, otherwise the officer concerned should pay the share of such tax corresponding to the share of the rent payable by him and Government should be debited with the difference, *see* paragraph 3.17.

NOTE 1.—The orders contained in clauses (1) to (3) of this paragraph are special for Public Works Department, and override the general orders contained in exception (b) under Article 100 of the Civil Account Code, Volume I.

NOTE 2.—Powers of Superintending Engineers in the matter of sanctioning the renting of office accommodation as detailed in clauses (1) to (3) above are subject to the production of a non-accommodation certificate as required by clause 15 (a) of Appendix 5 to the Civil Account Code, Volume I, and to the further proviso that no lease is entered into for a period of more than one year.

### 3.11 (I-A)

## V—RENTING OF BUILDINGS

See A & I  
No. 2 date  
1st July, 1944

3.12. It is the duty of the Divisional Officer to endeavour to get tenants for the public buildings not immediately required for Government use. They should generally be let from month to month, but a lease may be given up to one year by the Superintending Engineer or the Divisional Officer provided the rent of the building as fixed by the competent authority does not exceed Rs 400 and Rs 200 a month, respectively. A clause in the agreement should be added, when necessary, to enable the Divisional Officer to terminate the lease at short notice in case the building is required by Government.

Serial Nos.  
10 and 11 of  
paragraph 20.11,  
Book of Finan-  
cial Powers and  
paragraph 3.29  
of P.W.D.  
Code.

(2) The Divisional Officer is alone empowered to let in the most advantageous way possible Government owned or hired residential buildings situated in his Division for which a Government servant is not paying rent under rules contained in section II of Chapter 7 of the Subsidiary Rules, and tenants vacating or desiring to occupy them should invariably apply to him direct. It must be clearly understood that no other District official is permitted to exercise this authority without the prior approval and consent of the Divisional Officer.

NOTES.—(i) Whenever a residence cannot be allotted to the incumbent of the post to which it is attached or to a Government servant of the class for which it was constructed, it may be let to a Government servant not holding the particular post or not belonging to that class subject to the conditions that—

(a) the allotment ceases within two months of a Government servant for whom the residence is intended becoming available at the station of a tenant ; and

(b) the rent to be recovered under the rules from the temporary tenant is not less than 2/3rd of the standard rent of the house.

(ii) A competent authority may relax the provisions of this note as a special case if considered necessary.

(The assent of Finance Department is not presumed under note (ii).)

3.13. Public buildings let to private individuals should not be altered or enlarged at Government expense to suit the tenant, and persons occupying public buildings on rent are prohibited from making any alterations even at their own expense, except with the express concurrence of the Divisional Officer. The fact of any additions or alterations being made by the tenant confers no right of ownership on him, nor can the fact of the occupant having made additions or alterations at his own expense be considered as giving him any claim to a set off against, or diminution of rent. These conditions should be entered in the agreement or lease.

3.14. Government servants occupying Government buildings as residences are strictly prohibited from making privately any kind of additions or alterations therein whether structural, sanitary or electrical, without the express permission of the

competent authority

Divisional Officer (in the Buildings and Roads Branch).