



GOVERNMENT OF SIKKIM

PUBLIC WORKS MANUAL

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PUBLIC WORKS MANUAL



PREFACE

For a developing economy, execution of works forms an important part of the activities in the State. The development of roads, construction of buildings, providing public health amenities, development of power and irrigation were under control of the Public Works Department in the past and have subsequently been separated with the growth in the quantum of work. Although principles of the Central Public Works Departmental Code were accepted, there were no proper codified regulations to cover various aspects of execution of works.

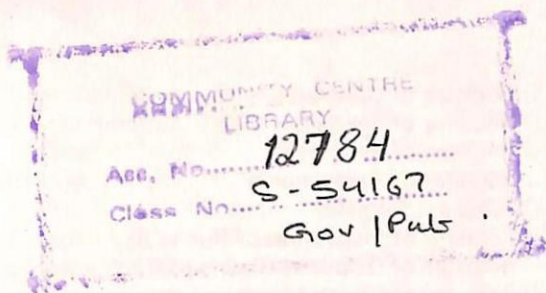
With the merger of Sikkim in the Union of India and control of Audit and Accounts by the Comptroller and Auditor General of India there has been a greater need to quickly frame the regulations.

I am happy that a Code and Manual has now been prepared, which will facilitate working of the Department and in the execution of works for development in general.

The Code contains rules regarding accounting system, execution procedure, provisions to be complied with in regard to withdrawal of money from the Government account, collections and remittances of revenue and other allied matters and the Manual contains rules, norms and procedure required to be followed by various levels of Officers in the execution of works.

I hope the Code and Manual will make working easier for all levels of Officers and streamline the system.

L. B. CHHETRI
Chief Engineer
Public Works Department



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CHAPTER I

EXTENT OF APPLICATION

1. The rules contained in this Manual describe the various duties and responsibilities of the Departmental Officers and the procedure with regard to preparation of estimates, execution of works and day to day working. These are supplementary to the Codal provisions and are binding on the Departmental Officers. The forms to be adopted in the preparation of various initial and subsidiary accounts, monthly accounts and other detailed accounts are also prescribed in this Manual. The forms given in this Manual are based on the forms prescribed by the Comptroller and Auditor General and are modified to suit local requirements.

The rules and forms in this Manual may be supplemented, modified, amended or deleted by orders and detailed instructions which may be issued by the Chief Engineer from time to time.





CHAPTER II

ORGANISATION AND FUNCTIONS OF THE DEPARTMENT

A. Introductory

2. Article 162 of the Constitution of India lays down that subject to the provisions of the Constitution, the executive power of a State shall extend to the matters with respect to which the Legislature of a State has power to make laws under List II (State List) of the Seventh Schedule to the Constitution. The following entries give legislative power to the State, so far as they cover the operations of the Public Works Department.

Entry 6. Public Health and Sanitation.

Entry 13. Communications that is to say roads, bridges, ferries and other means of communication not specified in List I, ropeways, inland waterways and traffic thereon subject to the provisions of List III with regard to such waterways;

Entry 17. Water that is to say water supplies, irrigation and canals, drainage and embankments, water storage and water power subject to the provisions of entry 56 of List I.

Entry 35. Works, lands and buildings vested in or in the possession of the State.

The executive power of the State extends to the subjects mentioned in the above entries and it is because of this Constitutional position that the subject of Highways, Irrigation, Public Works, Roads and Buildings etc., are under the administrative control of the State Government. They are administered through the Public Works Department by the Chief Engineers and their subordinates.

B. Duties of Officers of Public Works Department

1. Chief Engineer

3. There may be one or more Chief Engineers and each of them would be the administrative and professional Head of the Department of which he is in charge and is responsible to Government for the efficient working of that branch. Each Chief Engineer is the responsible professional adviser of Government in all matters relating to his branch and will act as Ex-Officio Secretary of the Department of Government. The Chief Engineer shall exercise such powers as are delegated to him as Secretary/Head of Department regarding appointments, transfers posting etc.

4. The Chief Engineer shall exercise concurrent control with the Accountant General over the duties of officers of the Department in connection with the maintenance of accounts and will give all legitimate support to the Accountant General in enforcing strict attention to the regulations regarding disbursement of money, the custody of stores and the submission of accounts. He will have no authority over the Audit officer in regard to audit matters but is entitled to receive assistance and advice from the Audit officer in regard to matters relating to accounts and finance. At the same time the Chief Engineer should keep the Accountant General in full knowledge of all proceedings, proposals to enable the Accountant General to fulfil his functions. When the Accountant General forwards to the Chief Engineer, extracts from the Accounts and Inspection reports of the Division requiring specific attention of the Chief Engineer, the Chief Engineer should deal all matters within his competence and refer the rest to the Government for orders. Only those cases where any disciplinary action is to be taken against officers or where money is to be written off or where important questions of policy or procedure are involved, should be referred to Government.

5. The Chief Engineer should prepare annually the budget estimate in relation to works expenditure and the revenue collections giving a brief but clear account of the operations of the Department. The Chief Engineer should also watch the progress of expenditure under the prescribed units of appropriation after checking the monthly circle reports of progress of expenditure with those of the Accountant General every month. It shall be his duty to see that budget allotments of the year are fully expended and that action is taken in time to ensure that any money which is not needed during the year is promptly surrendered and for obtaining extra funds in time in case more funds are required for expenditure during the year.

6. It is also the function of the Chief Engineers to have important designing work done in their offices and to prepare standard designs for construction of buildings etc. In cases where the acceptance of a tender is either beyond the powers of Superintending Engineer or is of a special nature though it is within the powers of acceptance of Superintending Engineer, the tender documents with the comparative statement shall be forwarded to the Chief Engineer for the orders of the Chief Engineer.

7. The Chief Engineer will recommend to the Government leave, promotion, punishment, transfer and postings of the Superintending Engineers, Divisional Engineers, Assistant Engineers and other gazetted officers and will himself deal with the cases of other subordinate officials subject to such instructions as may be issued by Establishment from time to time.

8. The general supervision and the control of the assessment, collection of all kinds of revenue shall primarily rest with the Chief Engineer who should frame necessary estimates and watch the progress of realisation every year. They should see that the officers entrusted with the duty of assessment, collection and realisation of all kinds of revenue attend to

this important duty and ensure that there is no leakage of revenue of any kind in the Department.

9. In relation to estimates, agreements and accounts and so also as regards assessment and realisation of revenue in the Department and other miscellaneous matters, instructions shall be communicated to the officers of the Department by the Chief Engineers from time to time in the form of circular letters for their guidance. These circulars should be filed properly for ready reference in the executive offices.

10. The various powers delegated to the various officers of the Department are detailed in appendix I of the code. The powers delegated to a particular authority cannot be redelegated to a subordinate authority without the specific approval of Finance Department.

II. Duties of the Superintending Engineer

11. The administrative unit of the Department is the Circle in charge of a Superintending Engineer who is responsible to the Chief Engineer for the administration and general professional control of works in charge of officers of the Department within his circle.

The Superintending Engineer should satisfy himself by inspection of works and check of measurements any time during the course of execution or after completion and ensure that the work is carried out according to the specifications and designs approved and that no change in design in execution and deviation from technical sanction is made without his approval in respect of all works of the Division under his control.

12. It is the duty of the Superintending Engineer to inspect the important works in his circle to satisfy himself that the management is efficient, supervision is effective and the regulations regarding works, stock and accounts are strictly observed. Before final payment against a contract of Rs.5 lakhs and above for works is made, the Superintending Engineer is required to record the following certificate.

"I have inspected the work of contract value of which is Rs..... vide agreement No..... today. I find that the work has been carried out generally to specifications and has been completed satisfactorily. There are no noticeable defects except for the following.

- 1.....
- 2.....
- 3.....

These defects should be rectified and action taken according to the terms of the contract.

In case of sanitary and electrical works, the Superintending Engineer concerned is however required to furnish such a certificate against all contracts of Rs.50,000 and above. He should inspect the Divisional

Office as frequently as possible but at least four times in a year and report to the Chief Engineer the results of his inspection.

13. It is his duty to satisfy himself that the staff employed is actually necessary and that the Divisional and Sub-Divisional Officers attend to their executive and accounting functions properly and report there upon to the Chief Engineer. He should also keep a watch and exercise control over the rates paid for the works done and should prepare the schedule of rates annually incorporating the revised rates and additional items found necessary.

14. The Audit Officer and the Superintending Engineer should assist each other in rendering the Departmental accounts as correctly as possible. For this purpose, during his inspection of Divisional Offices, the Superintending Engineer will examine the Divisional Registers and other account and measurement books, the mode of preparation of estimates, contractors accounts and agreements, the system of recording plans and the papers and office work generally. He is expected to communicate freely with the Divisional Engineers and to advise them in the performance of their duties.

15. The Superintending Engineer should generally prepare designs and detailed plans and ensure that estimates are prepared in his office for all original works and improvements likely to cost more than Rs.5 lakhs. He will be responsible for the engineering features of all designs prepared by him and his Personal Assistant will be responsible for the calculations and accuracy of rates. While submitting to the Chief Engineer any report, design or estimate he will invariably state his own opinion and recommendations. Although the preparation of detailed design and estimates for less than Rs.50,000/- is the responsibility of the Divisional Engineer, the general plan of important works should be arranged in consultation with the Superintending Engineer who will be responsible for the engineering character of every project that he passes on with his approval. The Superintending Engineer may if he deems it necessary, may himself prepare the design for any work.

16. It will be his duty to see that all contracts which are required to be accepted by the Chief Engineer are in order and to put them up to the Chief Engineer for orders with his recommendation.

17. The Superintending Engineer should also generally supervise and control the correct assessment, collection and realisation of revenue of all kinds.

18. The powers delegated to the Superintending Engineer regarding various matters are given in appendix I and these powers cannot be redelegated to his subordinates without specific approval of the Finance Department.

III. Divisional Engineer

19. The executive unit of the Department is the Division in charge of a Divisional Engineer who is responsible for the execution and management of all the works within his Division. The Chief Engineers and the Superintending Engineers are the Direction Officers, whereas the Divisional Engineer is the Chief Officer in charge of the actual execution of works in his Division. He being the primary Disbursing Officer in the Division is responsible not only for the financial regularity of the transactions of the whole Division but also for the maintenance of accounts correctly as per rules. He is required to have the prescribed initial and subsidiary accounts in connection with cash and stores maintained as per rules in the Divisional Office as well as in the subordinate office. The general administration of all stores is vested with the Divisional Engineer on whom devolves the duty of arranging in accordance with the rules for (i) acquisition of stores (ii) their custody and distribution according to the requirements of work, (iii) recovery and credits to stock and (iv) the disposal of stock or surplus stores.

20. The Divisional Engineer is the account rendering authority to the Accountant General and he is responsible for the correctness of original records of cash and stores, receipts and expenditure and for submission of the complete vouchers. The Accounts Officer of the Division is responsible for the correct compilation of the account from the data supplied to him by the Divisional Engineer and Assistant Engineer. The Divisional Engineer should ensure that the accounts of the Division do not fall in to arrears and if arrears accumulate or if there is confusion in accounts he should seek the advice of the Accountant General. The Divisional Engineer has a right to seek the advice of the Accountant General in all matters connected with the accounts of his Division or the application of financial rules and orders concerning which there may be any doubt. He should first obtain the advice of the Accounts Officer of the Division and this should be done in writing in all cases of importance.

21. The Divisional Engineer should inspect the Sub-Divisional Office at least four times in a year and record the results of inspection for the guidance of Assistant Engineers.

22. The Divisional Engineer is responsible to see proper measures are taken to preserve and maintain all Government buildings and lands and to keep accurate plans and registers of all buildings and lands in the Division and the Register of Buildings and lands should be shown to the Superintending Engineer during his periodical inspection of the Divisional Office.

He is responsible to ensure that the surveying and mathematical instruments in his Division are properly cared for and report to the Superintending Engineer regarding their condition at the end of each working season.

23. In the case of any serious irregularity or in the case of loss of any

moveable or immovable property by theft, destruction, by fire or defalcation of cash, Stores etc. he should send up an immediate report to the Superintending Engineer and the Chief Engineer with a copy to Finance Department. The articles lost or missing should not be removed from the accounts till proper investigation is done or till recovery is effected or write off orders are obtained.

24. He is responsible for the detailed assessment of revenue and proper maintenance of records of assessments and collection of revenue. The rent of buildings and lands, hire charges of tools and plant and machinery hired to contractors and others, are the chief source of revenue to the Department. He is prohibited from commencing any work or incurring expenditure on any work without the sanction of the competent authority or making any deviation from sanctioned design in the course of execution.

25. Immediately on the work being completed it will be the duty of the Divisional Engineer to close the accounts of the work and to prepare completion report. He is primarily responsible for watching the progress of expenditure against the several units of appropriation and is required to take prompt steps for obtaining extra funds or for surrendering probable savings. He should attach special importance to the progress of expenditure after the first six months of the year. He should report without delay probability of excess over estimate and should submit the revised estimate wherever necessary for sanction and administrative approval.

26. It is an important duty of the Divisional Engineer to ensure that no delays take place in the record of detailed measurements for works done or supplies received and it should be seen that the intervals fixed and communicated by the Superintending Engineer are scrupulously observed in actual practice in making payments to contractors and suppliers.

27. The Divisional Engineer should keep the record, containing the names of contractors of the Division, in his personal custody under lock and key so that he can consult the same while awarding work on nomination after dispensing with tender call.

IV. Duties and responsibilities of Assistant Engineer

28. The Divisional Engineers are assisted by Assistant Engineers in the execution of works and the offices of Assistant Engineers are known as Sub-divisions. They are responsible for preparation and submission of initial account returns. They are required to see that the initial accounts of receipts and expenditure are maintained in the Sub-division office and that prompt action is taken to avoid delays in recording measurements of work done or supplies received. They should maintain record of progressive expenditure on each work with reference to works abstract.

29. They should checkmeasure 50 per cent of all works executed in their Sub-divisions. The fact of checkmeasurement should be prominently indicated in the bill and in the Measurement Book with the date of

