Archives I—10,006—16-8 77.

(1) Number of pages 52

(2) Date of repair

(3) Initials of the Referencer lcn

TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

P. W DEPARTMENT

G.O. No. 879 — W
B.P. No.

Press.
Mis.

Dated 31 – 3 – 1881 ~~197~~

V. S. M

Not to be folded or roughly handled

879 W
1

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

31st March 1881, No. 879 W.

Buildings and Roads.
Civil Works.

Read the following papers :—

No. 94. From the Superintending Engineer, Third Circle, dated 16th February 1881, No. 2,280 T J.

No. 94-A. From the Superintending Engineer, Third Circle, dated 19th February 1881, No. 2,296 T J.

No. 94-B. Note by the Secretary, Code Committee, dated 4th March 1881.

No. 95. ORDER THEREON, 31st March 1881, No. 879 W.

THE Government consider that a modification of paragraph 1,075 of the Public Works Code, so as to allow estimates for repairs to remain in force for three months after the end of the official year, *i.e.*, till the 1st July, will meet the difficulties complained of. The Code Committee will draw up the necessary Standing Order.

(True Extract.)

Major, R.E.,
Under Secy. to Govt., P.W.D.

To the Chief Engineer for Irrigation.
,, Superintending Engineer, Third Circle.
,, Examiner of Public Works Accounts.
,, Secretary, Code Committee.

Exd. E. C. Shunker.
Spare Copies

BUILDINGS AND ROADS.
CIVIL WORKS.

Govt. of {1881} Madras.
PUBLIC WORKS.

To

THE CHIEF ENGINEER FOR IRRIGATION,
&c., &c., &c.

Dated March, 31st.
Issued
Recd. Encl.

G. O., 31st March 1881, No. 879 W.

MARCH.
Nos. 94-95.

Repair Estimates of Irrigation Works lapsing at the end of an Official Year.—The Code Committee to draw up a Standing Order modifying paragraph 1,075 of the Public Works Code regarding—.

I'd maintain the [illegible] Experience warrants [illegible] altogether based on changes of later [illegible] is [illegible]

[illegible]

C 93. R 16 3.

The Hon W Huddleston

879/879W

For orders

At the special request of Colonel Mullins I [illegible] send in for orders Colonel Beatty's remonstrance (letter No 2280 of 16 Feb) about the closure of all repair estimates with each official year, with special extension for 2 or 3 months

Major [illegible] in submitting the matter again explains the "rationale" of the proceeding and it seems to me ~~that~~ his reasoning is unanswerable

The ~~two~~ sentences which I have marked contain the pith of the rule

It is nothing but the

absurd to speak of current repair Estimates being in any sense valid after a second monsoon has passed over either a road or channel, thus nearly altering the whole of the parts on which such Estimates are framed

It will be seen that a clear distinction is drawn between "current" or recurring repairs and "Special" repairs. The latter are to be treated as new works the Estimates running on till completion

Colonel Beatty's long drawn out agony is wholly out of place He ends his singular commentary which in reality proves only his own ignorance

by saying that the rule has been devised "by some person who "had no experience "of the practical working "of the irrigation branch "&c" apparently oblivious of the fact that the rule has been a standing one in every other Province in India for the last 20 years, and in fact has been followed up as logically accurate since the foundation of the Department —

I have never heard of any hitch in its working with the latitude which has been conceded of 3 months law at the end of the official year, and as to no one with practical experience in irrigation works not finding it answer — I can only say that no such difficulty presented itself in Mysore where area for area there has been much more going on in the maintenance of such works, than in this Presidency.

The second of the passages in Major Trail's note that I have marked shews how very simple is the procedure of submitting a 2d Estimate when such is necessary; but the ~~truth is~~ rule is opposed only by those who wish to ~~revive~~ adhere to the old laxity in carrying out works of this class.

Of all works repairs require decisive treatment so as to ensure the work being done before a second monsoon comes to create perhaps even greater injury than the first, and any laxity by which delays ~~can~~ not only occur as a rule without observation, but have a tendency to become chronic is I must submit to be combated as much as possible

9/3/81 R.

No. 92 P.W.C.

Memo

4

At Col. Mullins' request the letter of the S.E. 3rd Circle is circulated to the Code Committee. It is considered that all the objections raised by Col. Beatty have been met by what has been already written on the subject –

Mr. Vertue notes again that the object of a repair estimate is to afford a guide to the work done & to show the sanctioning authority what is required for the various works so as to enable him to use his discretion in sanctioning the work to be done in such a manner as to ensure the best use of the funds placed at his command

[illegible] to such eligible [illegible]

the Sanctioning authority
works in the Dept.
Estimates especially for
Earthworks are practically
useless after a season
has passed over them or
water has been let into
the Canals so it seems
difficult to understand
what possible benefit
can accrue to any
one from keeping for 2 or 3 years
Estimates for the returns
of the Executive Engineer
which must from
the mere action of the
Elements have been
rendered useless.
Provision has been
made for specially
extending the period
for such works the
execution of which
~~[illegible]~~
it is desirable to go on
with & the submission
of a fresh Estimate
with such a Period

87

matter as Col Beatty
represents for, on the
presumption that the
original Estimate was
correct & the work
done has been kept
measured up to date
as it shd be all that
is involved is the
subtraction of the work
done from the totals of
the subheads of the
original Estimate &
the submission of the
result for sanction
pending which the
work proceeds & an
explanatory remark
prevents all the terrors
which Col Beatty repres
making the consequence
of a correspondence
with the Examiner
I would submit the
the S. O. which has
already been agreed to

fully meets the requirements
of the Case [illegible]
[illegible]
Dba
[illegible]

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ENC

EXAMINER
13 JAN 81
[illegible] ACCOUNTS

R. 12. P.W.C

Code Branch

879/6

M. S.

This order disposes of both questions and S O could therefore be prepared extending the time to ~~3~~ 1st July – The wording of the S O order [illegible] to follow as far as possible.

Dcn
1/10

P. W. Dept

No. 484

Office Notes on the subject of paragraph 1075 of the Public Works Code

Transferred to the Secretary Public Works Code Committee for disposal in accordance with the Honorable Mr Pendleton's Note

A H Lawley Col RE
Secy to Govt PWD

Ootacamund
29th Septr '80

---

15 JAN 81
ACCOUNTS

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ENG

Approved
Despatch
the draft
meet Col Mullins
remarks

CAW

As the proposed rule sufficiently disposes of Col Mullins' objections the C may now be authorized ~~to~~ adopt it

27.3.80

Cir 22.3.80 – Cit 27.3.80 –
of Shed 17 Septr

C 19/1

Fin. Orders

It will be observed by the accompanying linked files that a correspondence has arisen in connection with para 1075 of the new code which follows the G of I Code, and the practice which has for years been in force under that Govt, affirming that Reserve Estimates lapse with the end of the off. year & lays down the procedure in case of inconvenience arising from this

Colonel Mullins and Major Pennycuick both argue against the applicability of the rule the former being of opinion that whereas it [illegible] [illegible]

to allow Repair
Estimates to run on
into a third year
from sanction the
currency should be
for two instead of
the one year defined
by the Code

Major Trevil it will
be observed has gone
into detailed explanation
and points out that
what are intended as
Repair or Maintenance
estimates should ter-
minate with the
Season for executing
such work and that
the currency should
not extend beyond
15 months at the
farthest and in no
case beyond say
the 1st July in the year
following that in which
Sanction had been

sion. A rule of this
kind insisted on here,
and to the best of my
knowledge answered
all purposes without
inconvenience being exper-
-ienced 6 7 9 8

It is needless to say
that the details of a
repair Estimate for a
road, tank or Channel
if allowed to run on
beyond the proper working
season must differ
entirely from what they
would be if they were made
to limit — each monsoon
producing changes pe-
culiar to itself the re-
pairs due thereto must
be separately provided
for, and to allow the
Estimate to run on into
a second monsoon is I
submit an entire mistake

A sum of money is in
fact asked for to meet
specific requirements and
made use of to meet
quite other requirements

7.8.80.

and to allow Estimates
time to run as is entirely
to accomplish the
objects of such forecasts
The inconvenience may I think
often be felt in closing the
currency of a repair Estimate
on 31st. March, and think
I would support the Examiner's
suggestion that this should
be extended to 1st of July
in the year following that in
which the sanction has
been accorded

With many works in the
General Branch such
an extension would not be
necessary but it seems best
to have an uniform rule
applicable to all works
and if the H.Gr. approve
of this a suitable standing
order will have to be framed

Special Repairs upon which
Major Pennycuick changes
bases his observations should
as a rule be Estimated for
and sanctioned as Original
work. See para 960
of new Code

22/9/80

Encl. 5.

Office Note No. 1186 C.I.

To W.

379

This note by E. I. upon the provisions of the new Madras P.W. Code, para 1075, is circulated for consideration. Some modification in regard to Estimates for Irrigation repairs estimates does appear to be necessary, but even with those I question the advisability of an estimate for repairs being in force for more than 12 months, which might be the irrigation repair year.

I have delayed passing on these papers in hopes of receiving the rules in force in Mysore, where the circumstances of irrigation works are similar, but as they have not come to hand, I will not delay the circulation of this note. So far as I

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No. 18 1 81 Enc

recollect, the extension of the period during which such estimates were to have currency from 31st March to the 1st July was found to meet all requirements; this however is a point upon which Colonel Sankey's recollections will be more recent than mine.—

If some such simple mode of dealing with the question will suffice, it appears undesirable to have more complex rules.—

Jm 30/8
C.

Ootacamund
30th August 1880

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No. 18 1 81 Enc

W— No. 122 6 S of 80-81

From the Rules regarding Repairs in the Code it is seen that the ~~of~~ object of "Repairs" Estimates is to provide for the most satisfactory expenditure of the funds available as provided by the Budget Estimate for the upkeep of the most important works during the year. Where works can be carried on without interruption throughout the year, as is the case with nearly all works of the R & B. Branch, there appears to be little difficulty in estimating for such repairs as can be executed during the Official year from the funds available—

~~[illegible]~~

~~[illegible]~~ Estimates including all the works that is considered necessary for all the works in the Presidency, or even those selected if very numerous, would be labour lost as the funds it is possible to provide would fall far short of these requirements. In addition to this

7.8.80.

to be borne in mind that if repair estimates are not carried out at once it is probable that before the lapse of many months the estimates will be practically valueless as damage once begun rapidly extends

The D. W. I think draws a wrong distinction between the treatment of "Maintenance" & "Repair" work. From para 51, it will be seen that the two terms are synonymous, & from paras 1069, 1071, 1072 that for each work to be maintained there shd be one (Special D. W. calls it) estimate providing for the whole expenditure during the official year -

The application of the term "Special" to ordinary repairs causes misunderstanding as "Special" Repairs are those rendered necessary by fire, storm, flood or

other unforeseen accident & to these the rules regarding Original works usually apply - The rules regarding Repairs refer for the most part to "annual repairs" which may be periodical or occasional & to such the provisions of the rule under consideration fairly apply -

For certain classes of Irrigation Repairs however some allowance in Madras appears to be necessary as the work in most cases can only be carried out at certain seasons usually from Decr. to July; for these it may be considered as suggested in my O N of yesterday whether all requirements would not be met by extending the period during which such estimates are to have currency to 31st July instead of only to 31st March.

The trouble involved by the submission of fresh estimates is I think exaggerated as it is to be presumed

27.8.80.

that works are as a rule measured up monthly so all that has to be done is to deduct the quantities of work completed from the totals estimates for in order to obtain the figures for the fresh estimate, and as regards the Completion report all that is necessary is to enter the amounts of work executed & to note in regard to the balance that it is provided for in the fresh estimate. If the rules are acted up to however even this compromise should not be necessary —

Dir

[illegible]

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C

As you mentioned to me that it was in contemplation to introduce some modification such as we had in Mysore in applying the Code rule in allowing minor irrigation repairs to run on say to the 1st June or July it would probably be as well in connection with the and the present note by the D.W. to ask some general relaxation of the Code rule agreed to by Government. So please consider the matter

29.8.80

in correct executive

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GOVT. OF MADRAS. } 188 13 { P. W. DEPT.

SECRETARY.

Chepauk, 27th Aug. 1880.

OFFICE NOTE.

To W

Para 1075 of the Code

May I ask you to reconsider the question of issuing the enclosed circular, which I think has been written under a misapprehension of the facts.

I can safely assert that no confusion such as is here referred to, between "repairs and original works" exists, and that no such incorrect execution of

27.8.80.

done" is common – In
fact Superintending
Engineers would justly
resent the implication
that they are in the
habit of sanctioning
such irregularities –

The objections taken to
para 107^5 may be right
or wrong, but they are
not due to any mis-
understanding of its mean-
or of the distinction between
"repairs" and "reconstruction" –

My use of the word
"maintenance" in my
note of 13° Feb may
possibly have led to
misunderstanding of my
meaning –

In one sense, no doubt,
as remarked by C. all
repair grants are main-

tenance grants, but
I used the word in
the more restricted sense
in which it is usually
applied to roads (and
to hardly any, if any
other works), that
is to say in the sense
of a repair grant for
a particular *individual*
work, quite as dis-
tinguished from a group
of works or for all the
works under a particular
budget subhead –

– In these cases the
budget allotment, the
appropriation, and the
estimate are one and
the same sum, and as
the former lapses with

27.8.80

the official year, the latter must necessarily do so as well-

But this procedure applies only to roads; for all other works (with exceptions so few as not to be worth mentioning) repairs, even the smallest, are invariably executed on special estimates- The budget grants are made by provinces or methods, and from them specific appropriations have to be made for specific works- The appropriations lapse at the end of each year, but why should the estimates do so?

The repair of a particular building (bona fide repair being understood)

repair grants are mean=

is estimated to cost Rs 1,000 ; why should that estimate ~~[illegible]~~ be split into two merely because the 31st March happens to occur during its progress; or rather, what reason exists for such division which would not equally apply to the case of an original work- Separate appropriations of funds must be made for the portion executed before and after the 31st March, but why separate estimates?-

Hitherto estimates for repairs have been framed with reference to the actual requirements of the works attended to, and the time for their execution

27.8.80

may been chosen with reference to the convenience of the departments occupying them, and to the facilities (as regards weather, labour supply &c.) for carrying them out— If the new clause is to be enforced, these considerations, which are the only ones of practical value, will have to be subordinated to the purely fanciful one of preventing the 31st March from occurring during the progress of any work, and if as must sometimes happen, this object cannot be obtained, the departmental officers concerned will have all the trouble of making two estimates instead of one, added to the remarkable anomaly

(if itself enough to raise doubts as to the soundness of the rule) of submitting a "completion certificate" for an incomplete work—

That there are evils cannot be denied, and what is to be set against them? I can see no single object to be gained by ignoring as regards *repairs*, the distinction always kept in view as regards *original works*, between estimates and appropriations—

In your note to C. (2nd Aug.) you say that there is nothing new about this form 1075 which is an

27.8.80

old P.W.D. rules; as regards Madras it is certainly new, and the mere fact of its being adopted under the P.W.D. need not compel us to adopt it unless it is *per se* an improvement on our practice of considering each repair estimate as a specific work to be carried out to completion without reference to the time of year –

I do not think it is an improvement, and speaking from much experience of the two great building stations of Bangalore and the Presidency I believe its introduction will cause almost intolerable inconvenience – One Superintending Engineer has remonstrated against it already, and the others will certainly do so as soon as they realise its effect, which I do not think they have yet done –

//

In any case the proposed circular on the subject appears unnecessary –

18 I 81
E

P. W. D.
879
12

Circular.

As it seems that the intention of paragraph 1075 of the P. W. Code is not clearly understood, the undersigned has the honor to remark that the difficulty complained of arises from incorrect executive procedure under which works which are really "original" are ~~permitted~~ treated as "special repairs."

2. From the paragraphs preceding 1075, it is sufficiently clear that all repair estimates are intended only for the purpose of maintaining the works concerned, not for improving and extending them.

3. The budget grant of the year for "repairs"

repair grants are then =

6.27.8.80

is made to cover the cost of repairs to existing works, which will be necessary during the year, to prevent them deteriorating; hence the estimates for expenditure of that grant should take in only the work which, it is estimated, can be performed during the period for which the grant is available.

23/8/80

23/8

Supg Engineers.
Superintendents of Wks
Consg Architect
Exr P.W. Accts.
Chief Engr for Irrign

---

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E

No. 371 W.C.

200 of 81

R. No. 403 of 80-81

C

8/19

19

Please note your opinion on this proposal.

It is of course a misapprehension to think that there is anything new about our para 1075 which is an old G of I ruling, or that there were not good grounds for it; but if inconveniences can be saved by its modification as suggested it may be as well to discuss the desirability of such.

2/8/80

TO

W.

No. 419 of 17.8.80
Enc. 2

YOUR OFFICE NOTE OF 2ND. AUGUST 1880.

FROM THE PARAS PRECEDING 1075, IT IS SUFFICENTLY EVIDENT THAT ALL

19/8

15/8/80 27/8

C

REPAIR ESTIMATES ARE INTENDED ONLY FOR THE PURPOSE OF MAINTAINING THE WORKS CONCERNED, NOT FOR IMPROVING AND EXTENDING THEM. VIEWED IN THIS LIGHT, THE DEPUTY SECRETARY TO GOVERNMENT, P.W. DEPARTMENT, PARA 2 APPLIES TO ALL.

THE DIFFICULTY COMPLAINED OF I SUSPECT ARISES FROM TREATING AS 'SPECIAL REPAIRS' WORKS WHICH REALLY ARE ORIGINAL WORKS.

THE BUDGET GRANT OF THE YEAR FOR 'REPAIRS' IS MADE TO COVER THE REPAIRS TO EXISTING WORKS, WHICH WILL BE NECESSARY DURING THE YEAR, TO PREVENT THEM DETERIORATING, HENCE THE ESTIMATES FOR EXPENDITURE OF THAT GRANT SHOULD TAKE IN ONLY THE WORK WHICH, IT IS ESTIMATED, CAN BE PERFORMED DURING THE PERIOD FOR WHICH THE GRANT IS AVAILABLE.

THESE PRINCIPLES ARE I CONSIDER CORRECT AND THE RULE IN QUESTION, BEING BASED ON THEM,

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SHOULD NOT I THINK BE ALTERED. IF ANY DIFFICULTY IS FOUND, IT IS PROBABLY DUE TO THESE PRINCIPLES NOT BEING UNDERSTOOD AND ACTED ON, AND CONSEQUENTLY IT WOULD APPEAR NECESSARY TO ALTER, NOT THE RULE, BUT THE EXECUTIVE PROCEDURE WHICH IS NOT IN ACCORD THEREWITH.

N. Massy

FOR APPD. C.

W.B. 16/8

17/8

C. A W.

This is clearly the view of the G of I and it will be as well to embody it in a circular which will sufficiently dispose of Mr Rundall's reference

21/8/80

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ENC

No
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879

GOVT. OF MADRAS. } 1882.1 { P. W. DEPT.

SECRETARY.

Chepauk, 13 July 1880.

OFFICE NOTE.

To W Arnold [illegible]

Letter from S E III, No 828 T.T. of 10 July case

For orders –

I entirely agree with Mr Rundall, and am at a loss to understand what object is gained by making the sanction to a repair estimate lapse at the end of the year –

Maintenance funds,

of course lapse, and no specific rule is necessary on their account, as these very [illegible] [illegible] the lapse, but a special repair estimate is as much a definite work as a new work, and there is no conceivable reason for stopping it in the middle.

The absurdity of a "completion report" for a half finished work is properly pointed out by the S.E. –

Para 1075 should I think be struck out altogether, as it can not be modified in any satisfactory manner but if it be continued

considered necessary to specify distinctly the fact that maintenance grants lapse, the following might be substituted

"Annual maintenance grants lapse at the end of each official year and balances unexpended ~~balances~~ at the end of one year cannot be added to the grants for the following year" –

= What does lapse in the case of all estimates, is not the sanction to the estimate but the appropriation of funds, but this occurs with all works, and

No.
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ENG

not with repairs only –

It must be remembered with reference to the above-suggested para, that we do no work on maintenance grants except on roads; all other repair work is executed on specific estimates –

I do not think I ever saw the draft of this part of Chapter 7; if I did I must have over-looked para 1075, or I should certainly have drawn attention to it; the inconvenience which would follow from its adoption would be incalculable –

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P.W.D.
16 JUL 80
No. [illegible]

879/23

From,
The Supg Engineer
3rd Circle

To,
The Chief Engr
P. W. D.

No. 828 T.I.
Dated 11th July 1880.

Public Works Code. para 1075 regarding Repairs Estimates –

Requests that the may be reconsidered.

[illegible]

be ineffectual, as the bulk of departmental work must be carried out during the dry Months.

6 We all know how dilatory Natives are. The delay of a Contractor to bring up in proper time a few Cart loads of bricks, or a few thousand Tiles would under this rule double the work of Estimating, registering and accounting for the expenditure on a repair work.

7 I trust, on these grounds, the rule may be cancelled.

I have the honor to be
Sir
Your Most Obedt. Sert.

J. W. Rundall
Supg. Engineer 3d Circle

No. 828 T J
Superintending Engineer's Office 3d Circle
Trichinopoly 10th July 1880
Dispd 11th –

General

From
The Superintending Engineer
3d Circle

To
The Chief Engineer
P. W. D.

6/79

Sir,

I venture to request that the new rule introduced into the Code, para 1075, that a repair Estimate lapses at the end of the Official year may be reconsidered.

2 If the rule referred only to Maintenance Estimates, it would be in accordance with present practise. If enforced as regards repair works for which Estimates have been prepared in detail, it must inevitably lead to delay in the works and I beg to submit that it will serve no useful purpose. I doubt whether it can be any advantage even to the Accounts' Office.

3 The Examiner has recently called

for Completion Report up to 31st March for incomplete repair works. A Completion Report for an incomplete work is clearly a misnomer. Two Reports one for some portions of a work, all more or less unfinished, followed by a second report necessarily giving incomplete details, will not I believe be of any service, either in ascertaining quantities or rates.

4 It will often be impracticable to prepare correctly an Estimate for completing the balance of an Estimate and the time of the Officer or Subordinate in charge will be diverted from supervising Executive details, to what will, I believe, be felt by those having to do it, to be an unnecessary labor.

5 If the Official year commenced at any other time than in the middle of the working Season, the difficulties would be less. If the rule is intended to force on the completion of work within the Official year, it will, I believe,

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A/

No. 879A. P.W.R. Works

PUBLIC WORKS DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

UNDER date the 31st March /81.

Read the following :—

19

From the S.E. 3rd Circle No. 2280 S.J. of 16th Feby 1881.
" " 2296 S.J. of 19th " "
— of —
Note by the Secy. Code Commttee of 2nd March 1881.

The Govt. consider that a modification of para 1075 of the P.W. Code, so as to allow estimates for repairs to remain in force for three months after the end of the official year, i.e. till the 1st July, will meet the difficulties complained of. The Code Commttee will draw up the necessary Standing Order.

12/3

28/3/81

To The Ch. Engr for Irrn ×
Supdg Engr 3rd Circle
Exr of P.W.A.
Secy. Code Commttee
with C Nos 1996 1997 of 89. Despd 8-4-81

F.C.

Ac. No. 921/922 W. 4-4-04.

81

1796
1797

Govt. of (1881) Madras.

PUBLIC WORKS.

To 1/11

Dated

Recd.

No.

G. O., 31 Mar 1881, No. 1796

Nos. 96

Repair estimates of Irrigation works lapsing at the end of an official year. The Code Committee to draw up the standing order modifying para 1075 of the P.W. Code in respect regarding.

52
5