

**PUBLIC ACCOUNTS COMMITTEE
(1975-76)**

(FIFTH LOK SABHA)

HUNDRED AND EIGHTY-EIGHTH REPORT

DIRECTORATE OF ESTATES

MINISTRY OF WORKS & HOUSING

[Action taken by Government on the recommendations of the Public Accounts Committee contained in their 168th Report (Fifth Lok Sabha) on paragraph 38 of the Report of the Comptroller & Auditor General of India for the year 1972-73—Union Government (Civil)]



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CONTENTS

	PAGES
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE 1975-76	(iii)
INTRODUCTION	(v)
CHAPTER I Report	I
CHAPTER II Recommendations/Observations that have been accepted by Government	19
CHAPTER III Recommendations/Observations which the Committee do not desire to pursue in view of the replies of Government	51
CHAPTER IV Recommendations/Observations replies to which have not been accepted by the Committee and which require reiteration	60
CHAPTER V Recommendations/Observations in respect of which Government have furnished interim replies	68
APPENDIX	
Summary of Main Conclusions/Observations	71

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PUBLIC ACCOUNTS COMMITTEE

(1975-76)

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22. Shri Rabi Ray

SECRETARIAT

Shri H. G. Paranjpe—Chief Financial Committee Officer.

Shri N. Sunder Rajan—Senior Financial Committee Officer.

INTRODUCTION

I, the Chairman of the Public Accounts Committee, having been authorised by the Committee, do present on their behalf this Hundred and Eighty-Eighth Report on the Action Taken by Government on the recommendations of the Public Accounts Committee contained in 168th Report (Fifth Lok Sabha) on paragraph 33 of the Report of the Comptroller and Auditor General of India for the year 1972-73 Union Government (Civil), relating to the Ministry of Works & Housing (Directorate of Estates).

2. On the 3rd June, 1975 an Action Taken Sub-Committee was appointed to scrutinise the replies received from Government in pursuance of the recommendations made by the Committee in their earlier Reports. The Sub-Committee was constituted with the following Members:

Shri H. N. Mukerjee—Chairman

Shri V. B. Raju—Convener

- | | |
|---------------------------------|---------|
| 2. Shri Priya Ranjan Das Munshi | |
| 3. Shri Darbara Singh | |
| 4. Shri N. K. Saughi | |
| 5. Shri Rabi Ray | Members |
| 6. Shri Raja Kulkarni | |
| 7. Dr. K. Mathew Kurian | |

3. The Action Taken Sub-Committee of the Public Accounts Committee (1975-76) considered and adopted this Report at their Sitting held on the 25th November, 1975. The Report was finally adopted by the Public Accounts Committee on the 11th December, 1975.

4. For facility of reference the main conclusions|recommendations of the Committee have been printed in thick type in the body of the Report. A statement showing the summary of the main recommendations|observations of the Committee is appended to the Report.

(vi)

5. The Committee place on record their appreciation of the assistance rendered to them in this matter by the Comptroller and Auditor General of India.

NEW DELHI;
11th December, 1975.

Agrahayana 20, 1897 (Saka)

H. N. MUKERJEE,
Chairman,
Public Accounts Committee.

CHAPTER I

REPORT

1.1. This Report of the Committee deals with the action taken by Government on the recommendations|observations contained in their 168th Report (Fifth Lok Sabha) on the Directorate of Estates commented upon in Paragraph 38 of the Report of the Comptroller & Auditor General of India for the year 1972-73, Union Government (Civil) relating to the Ministry of Works & Housing, which was presented to the Lok Sabha on the 29th April, 1975.

1.2. The Action Taken Notes in respect of all the 27 recommendations contained in the Report have been received from Government.

1.3. The Action Taken Notes on the recommendations of the Committee have been categorised as follows:—

(i) Recommendations/Observations that have been accepted by Government.

Sl. Nos: 1, 2, 4, 9, 10, 11, 18, 20; 23, 24, 25 26 and 27.

(ii) Recommendations/Observations which the Committee do not like to pursue in the light of the replies received from Government.

Sl. Nos: 3, 13, 14, 19, 21 and 22.

(iii) Recommendations/Obseravtions replies to which have not been accepted by the Committee and which require reiteration.

Sl. Nos: 5, 8, 15, 16 and 17.

(iv) Recommendations'Observations in respect of which Government have furnished interim replies.

Sl. Nos: 6, 7 and 12.

1.4. The Committee hope that final replies in regard to those recommendations to which only interim replies have so far been furnished will be submitted to them expeditiously after getting them vetted by Audit.

1.5. The Committee will now deal with the action taken by Government on some of their recommendations.

Non-availability of Government accommodation to Employees with Long Years of Service (Paragraph 1.39 Sl. No. 5)

1.6. Observing that there were a large number of Government employees who, though entitled to Government accommodation of different types, had not been provided with Government accommodation despite having put in more than 20 years of service, the Committee, in paragraph 1.39, had recommended:

“The Committee are surprised to find that as many as 3,016 employees who were entitled to Type II accommodation have not been provided with quarters despite their putting in as long as 20 years of service. There are 815 more Government employees who have rendered service for even more than 20 years and are without Government accommodation. Similarly in regard to Type III quarters, as many as 352 persons who have rendered service for more than 22 years and upto 24 years, are without accommodation. In regard to Type IV accommodation there are as many as 1,670 employees who have put in more than 24 years and upto 30 years of service but have not got Government accommodation. There may be a good number of Government employees who could not get accommodation during their entire period of service. This indeed is a most unsatisfactory position. The Committee are not satisfied with the laconic reply given by the Secretary, Department of Works and Housing that proliferation in the lower categories has been a little too rapid. The Committee fail to understand why the Department of Works and Housing did not consider it necessary to provide accommodation to low paid Government employees who have not been provided accommodation for more than 20 years or so. It was for the Department to take up the matter of providing finances for construction of quarters with the Ministry of Finance or with the Planning Commission so that the percentage of satisfaction of the above categories could have shown some positive improvement. If there is shortage of fund the Government should consider to borrow money from institutions like L.I.C. etc. High priority should be given to provide Government accommodation to low paid employees as best as possible.”

1.7. In their Action Taken Note dated the 1st September, 1975 the Ministry of Works and Housing (Works Division), while stating that they "fully agree with the recommendation of the Committee that Government employees who have put in longer years of service should be provided with Government accommodation", have informed the Committee as follows:

"With a view to constructing more houses, this Ministry had formulated proposals for construction of general pool accommodation in various cities involving an outlay of Rs. 183.00 crores during the Fifth Five Year Plan period. The Draft Fifth Five Year Plan issued by the Planning Commission however contains a provision of only Rs. 100 crores. On this basis for the first year of the Fifth Plan i.e., 1974-75 this Ministry had formulated proposals and sought an allocation of Rs. 21.93 crores for constructions of both office and residential accommodation. However, in August, 1973 as a measure of economy the Government imposed a ban on construction of non-functional buildings according to which works which had not been taken up on that date or which had not crossed plinth level, could not be taken up for construction till the ban is lifted. In view of the changed circumstances only a sum of Rs. 6.30 crores was made available for construction of general pool accommodation during the first year of the Fifth Five Year Plan. For the second year, though the Ministry of Finance Planning Commission indicated that the allocation will be more or less of the order as that of first year, yet taking into account the need for providing residential accommodation to the low-paid employees, this Ministry formulated proposals involving an outlay of Rs. 15.00 crores against which a sum of Rs. 7 crores has been made available for the current year (1975-76). It will, therefore, be seen that this Ministry had been regularly taking up the question of making available more funds with the Ministry of Finance Planning Commission."

1.8. As regards the recommendation of the Committee that Government should consider borrowals from institutions such as the Life Insurance Corporation of India to overcome shortage of funds, the Ministry have stated:

"As regards borrowing money from institutions like L.I.C., this matter was considered in the year 1971. However the proposal of this Ministry for obtaining loan from the L.I.C.

for construction of general pool office accommodation was not found acceptable to the Government for the following reasons:

- (i) L.I.C.'s contribution towards schemes which are legitimately the responsibility of Governmental budgets, has necessarily to be in the form of its support to the market borrowings of the Government concerned.
- (ii) If the proposal put forward by this Ministry is allowed to go through, there will be similar demands on the L.I.C. from the State Governments who will have no dearth of proposals relating to administrative buildings including police stations and housing for their employees etc., and such investment would be at the expense of other socially desirable investments. However, the matter is again being taken up with the Finance Ministry.

1.9. In their Action Taken Note, the Ministry have further stated:

"It will be the endeavour of this Ministry to give high priority to the provisions of accommodation to low paid employees within the funds made available and it will also do its best to move the Ministry of Finance and the Planning Commission to allocate more funds but to what extent they will be able to meet such demands will naturally depend upon what other demands they have on the Government's total resources."

1.10. The Committee note that though the Ministry of Works and Housing had formulated proposals, for constructing more houses for Government employees in various cities, involving an outlay of Rs. 183 crores during the Fifth Five Year Plan period, the Planning Commission had provided only Rs. 100 crores in the said Plan. However, the Ministry had sought an allocation of Rs. 21.93 crores and Rs. 15 crores respectively for the first and second years (1974-75 and 1975-76) of the Plan. Against these requirements, the funds that could be made available for the purpose were only Rs. 6.30 crores and Rs. 7 crores respectively. The demand for Government residential accommodation at present far outstrips availability. A large number of employees, particularly in the lower income bracket, have gone without Government housing, a basic amenity that one legitimately expects the employer to provide, despite in many cases having served Government for as long as twenty years and more. The Committee urge that the Planning Commission and the Ministry

of Finance should pay more serious attention to this problem and accord it the priority that it so richly deserves. This pressing problem should be viewed not only on a restricted financial plane but on broad humanitarian grounds as well, and funds to the maximum extent possible should be provided for Government housing schemes.

1.11. As regards the other recommendation that Government should consider borrowings from institutions such as the Life Insurance Corporation of India to overcome the problem of shortage of funds, the Committee are unable to accept the contention of Government that in that case similar demands might come also from the State Governments and that such investments would be at the expense of other 'socially desirable' objectives. This is not a valid ground for rejecting what is otherwise a sound and practicable proposition. The Committee note that this matter is again being taken up with the Finance Ministry and reiterate that this suggestion should be considered seriously so that investable funds available with such institutions can be utilised for meeting a crying need.

Extension of Tenure Pool, accommodation to Officers of Central Services (Paragraphs 1.47 & 1.48—Sl. Nos. 6 & 7)

1.12. Dealing with the allotment of Government accommodation to officers of the All India Services on deputation to the Central Secretariat from various States from an exclusive 'Tenure Pool', the Committee in paragraphs 1.47 and 1.48 of the Report, had recommended:

"1.47. The Committee see no justification for having an exclusive 'Tenure Pool' accommodation only for the All India Services Officers who come to the Central Secretariat on deputation from the States for prescribed tenures. The argument of the Ministry for not extending the tenure pool accommodation to officers of other Central Services is not acceptable to the Committee. Though some of the Central Services Officers may be retained in Delhi itself on the completion of their tenure in the Central Secretariat, the Ministry cannot over simplify this issue by such a generalisation. The Committee understand that not all the officers of the Central Services on deputation to the Secretariat or posted to other Central Government offices for a certain period are posted in Delhi on completion of their tenure and that, in fact, a large percentage of such officers are transfer-

red out of Delhi. Considering the fact that officers will have to wait a long time for allotment of accommodation from the regular pool and that, in the process, many of them do not get allotment during their tenure in Delhi, the Committee recommend that the officers of the Central Services also should be eligible for the allotment of Tenure Pool accommodation and no distinction should be made in this regard between two classes of officers."

"1.48. The Committee have been informed that the Committee of Secretaries have already considered the question of extending this concession to other Central Services Officers who are required to be posted to Delhi for a fixed tenure, and that the magnitude of this problem is being assessed in the first instance, in consultation with various Ministries and Departments. The Committee desire that this should be examined expeditiously and the concession extended in the least possible time, so that there is no discrimination in the matter of allotment of accommodation from the Tenure Pool."

1.13. In their Action Taken Note dated 15th September 1975, the Ministry of Works & Housing, Directorate of Estates have stated:

"The matter is being examined in detail in consultation with other Ministries/Departments of the Government of India, and would be placed before the Cabinet Committee on Accommodation for a final decision, if necessary."

1.14. The Committee cannot appreciate the delay in the Ministry in implementing a simple recommendation, namely, that officers of the Central Services should be eligible for the allotment of Tenure Pool accommodation and that no distinction should be made in this regard between two classes of officers. Since the question of extending this concession is stated to have been considered by the Committee of Secretaries in 1974 itself, the reasons for the delay are inexplicable. Reiterating what was set out in paragraph 1.47 of the 168th Report (Fifth Lok Sabha), the Committee urge that this recommendation should be implemented early, and the distinction, now subsisting, between two classes of officers in the matter of allotment of Government accommodation be removed.

Occupation of Accommodation below the entitled class (paragraph 1.54—Sl. No. 8).

1.15. Referring to the large number of cases in which Government servants were in occupation of accommodation lower than what they were entitled to, thereby depriving a large number of other prospective employees of their entitled accommodation, the Committee in paragraph 1.54, had recommended:

“According to the information furnished by Audit, 11,131 persons were in occupation of next below type of quarters as in December 1972, the largest number being in Type III (4967), followed by Type V (2,127) and Type IV (1,848). 2090 more persons were staying in quarters of types lower than the next below type. The Committee fail to appreciate the rationale of the decision of the Department that the officers who were satisfied with the lower types of accommodation and have not applied for their entitled types or when they did not want to move to their entitled types, should not be compelled to move to accommodation of their entitled types or to pay rent of entitled accommodations, when offered, even if they continued in the lower type of accommodation. As a result of the intransigence on the part of officers to refuse to accept quarters of their entitled types when offered and to continue in lower types of accommodation, a large number of prospective employees are deprived of allotment to entitled classes. The Committee would like that the desirability of continuing this rule should be examined on a priority basis so as to remove the existing anomaly.”

1.16. In their Action Taken Note dated 15th September 1975, the Ministry of Works and Housing, Directorate of Estates, have replied:

“According to existing rules, an officer who is in occupation of a lower type residence is required to give his option at the time of submitting his annual application, whether he wishes to continue in his existing residence or desires to be considered for allotment of a residence of his entitled type. In case the officer indicates that he is willing to retain the existing residence no allotment of residence of his entitled type is made to him even if his turn for such an allotment is reached. In case, however, the officer wishes to be considered for allotment of his entitled type, an allotment of such a type is made to him in his turn. If the officer fails to accept the allotment in

his entitled type, he is not considered for another allotment of his entitled type for the remaining period of the allotment year and is allowed to retain his existing residence on payment of the same licence fee which he would have had to pay under F.R. 45-A in respect of the residence so allotted or offered or the licence fee payable in respect of the residence already in his occupation, whichever is higher. It is felt desirable to continue the existing pattern primarily because an officer, who is in occupation of a lower type accommodation for a number of years, may not like to move to his entitled type in a different locality for various reasons. For instance, after prolonged stay in a particular house, he finds it inconvenient to move to another in a different area. As Government accommodation is provided as an amenity to an officer, his personal inconveniences should not be overlooked and he should not be forced to move to accommodation which is not convenient for him. The proposition of allowing officers to remain in lower type residences may be financially advantageous to a certain extent, as it will not be necessary to construct more residential units in higher types, the cost of construction of which is much more than that of units of lower types. At present, Government is also considering the question of reducing the number of types of residences from the existing eight types. When this is implemented, it will be necessary to reclassify all the existing residences and, as a result, there is bound to be considerable change in the number of people at present occupying lower type residences.

Considering the position explained above, Government feel that there is enough justification for the continuance of the existing rule."

1.17. The Committee are not convinced by the arguments advanced by the Ministry of Works and Housing for the continuance of the existing rule which permits Government servants to retain accommodation lower than their entitled types and to refuse to accept accommodation of the entitled types, when allotted, thereby conferring invidious benefits to such employees. The Committee are of the view that it is not fair to let some officers continue in lower types of accommodation and pay lower rents without adequate justification. Pleas of 'personal convenience' could, perhaps be justified in exceptional cases, and for a limited period. However,

to accept this as a basis in all cases and for indefinite periods is a proposition which the Committee are unable to accept. Besides, from the table at page 24 of the 168th Report (Fifth Lok Sabha), the Committee find that this tendency of continuing to occupy lower type accommodation is more prevalent in the case of officers entitled to accommodation of type V and above. For instance, as many as 166 and 502 officers entitled to type V quarters were in occupation respectively of type II and type III quarters, in December 1972. What is even more surprising is the instance of an officer entitled to type VI accommodation remaining content with a mere type II quarter. Since such an arrangement obviously deprives better entitled and more deserving employees, especially in the lower income categories, the Committee would refer back to their recommendation and urge examination by Government of the desirability of continuing what appears to be an unjustified concession.

1.18. In exceptional cases where there might be extenuating circumstances to allow officers to continue in lower-type accommodation, even when accommodation of the entitled type is available, such officers should be required to pay the rent of the entitled accommodation if it is more than the rent paid for the lower type of accommodation in their occupation. In view of the fact that such a provision existed in the rules prior to their amendment in June 1972, it should not be difficult for Government to restore this practice.

Allotment of Government accommodation to employees owing Houses (Paragraph 1.69—Sl. No. 10).

1.19. Commenting on the changes in the policy relating to the allotment of Government accommodation to employees who had constructed their own houses, the Committee, in paragraph 1.69, had recommended:

“The Committee are surprised that 4,646 Government servants who have constructed their own houses in New Delhi either with or without Government loans have been allotted Government quarters of various types upto December, 1972. It is astonishing that the Government policy in this regard is vascillating. Prior to 1950 there was no restriction to such allotment. In 1950 restriction was first introduced and such Government servants who had houses at the station of their posting were declared ineligible. In 1962, there was another change and by

virtue of that Government servants having their own houses became eligible for Government quarters but they had to pay higher rents for the same. In 1966, that restriction was withdrawn and it was decided that there should be no distinction between Government servants possessing houses in the station of posting and those not possessing houses. In this connection, the Committee note that in reply to a parliamentary question on the 20th August, 1973, it was stated that Government was reviewing the present policy of allowing those Central Government employees to retain Government quarters who have constructed their own houses or purchased ready built flats from the Delhi Development Authority, with the advances granted by Government. The Committee regret to note that although 20 months have elapsed since the Government reply was given no final decision has yet been taken by the Department in this matter. All that the Committee have been informed is that "a note is likely to be ready in consultation with the Ministry of Finance in about a month's time" for the consideration of the Cabinet. The Committee have not yet been informed as to what decision has been taken by the Cabinet in the matter. The Committee would like the Government to examine the matter in depth keeping in view the imperative necessity of providing accommodation to those Government servants who have neither their own houses in Delhi nor have been provided with any Government accommodation so far from the General Pool."

1.20. In their Action Taken Note dated the 15th September, 1975, the Ministry of Works & Housing, Directorate of Estates stated:

"It has since been decided—

- (1) that those Government servants who build houses in future with or without Government assistance would be required to vacate Government accommodation in their occupation in three months' time from the date the accommodation is fit for occupation.
- (2) those who have already built houses—whether with or without Government assistance—would be given three months' time to get them vacated and surrender Government accommodation;

- (3) if they do not vacate Government accommodation after that period, they would be charged licence fee at the market rate;
- (4) where the private house of a Government servant does not have accommodation comparable to his entitlement under the Allotment Rules, he can retain Government accommodation and pay usual licence fee subject to the condition that he hands over his house to Government on lease for utilisation for Government requirements.

It has further been decided not to allot any Government residence in future to officers owning houses. The expressions 'house' and 'members of family' have been suitably defined."

1.21. While the Committee note the decisions now taken by Government in pursuance of their recommendations relating to the allotment of Government accommodation to employees owning houses, the Committee would await a detailed report on the actual implementation of these decisions and the extent to which accommodation thereby released has helped in mitigating the hardships of those Government servants who neither have their own houses nor have been provided with Government accommodation so far.

Rates of Licence Fee for Government Accommodation paragraphs 1.120, 1.121 and 1.122—Sl. Nos. 15, 16 & 17)

1.22. On the question of recovery of licence fee from the occupants of Government accommodation, the Committee, in paragraphs 1.120 to 1.122, had observed:

"1.120. The Committee are also surprised to find from the sample study conducted by Audit to ascertain what percentage of the emoluments was actually being paid as rent by allottees of type V to VIII residences that 66.2/3 per cent of the officers occupying type VII quarters, covered by the sample survey, were only paying rent above 5 per cent and upto 6 per cent of their pay. Similarly more than 50 per cent of the officers in occupation of type VI quarters pay rent only upto 7 per cent of their pay. In some cases, the Committee find that the amount paid as rent is only 4 per cent or less. In respect of officers of the All India Services also only about 31.25 per cent of the officers covered by the study pay rent above 7 per cent and upto ten per cent of their pay. What is more dis-

troubling to the Committee is the fact revealed by the sample study that about 50 per cent of the government servants occupying government residences of types V, VI and VII pay, as rent, a percentage of their emoluments which is less than that of those occupying Type I residences which are mostly occupied by class IV employees. That such a situation should prevail would indicate that the present method of recovering rent for Government quarters is heavily weighted in favour of those in the higher income brackets. This, in the opinion of the Committee, is a most unsatisfactory state of affairs."

"1.121. The Committee see no reason why the basis of recovery of rent should not be changed to ensure that the recovery of rent corresponds to the percentage of his salary a government servant is expected to pay as rent. The Committee note that a similar recommendation had been made by the Cabinet Committee on Accommodation in 1968 and it is extremely distressing that this suggestion is being complied with only in the case of lower type of accommodation and no positive steps have been taken by the Ministry to implement this recommendation in the case of residences of types VI to VIII. This would only strengthen further the apprehension of the Committee that the Ministry of Works and Housing is only interested in safeguarding the interests of the better paid officers."

"1.122. Even though it has been expected that in the case of residences of types VI to VIII, where the recovery falls short of 10 per cent of the emoluments of the allottees, the target of 10 per cent would be reached with the subsequent upward quinquennial revision of licence fees, the Committee find that no proper study even has been conducted by the Ministry to see after how many quinquennial revisions, Government servants would have to pay 10 per cent of their emoluments towards licence fees. Therefore, the Committee must necessarily recommend that officers occupying accommodation of the type to which they are entitled to should be made to pay 10 per cent of their emoluments as rent irrespective of the fact whether the standard rent works out lower. In respect of officers occupying a lower type of accommodation, however, the rent may continue to be recovered on the basis of the standard rent or 10 per cent of the emoluments, whichever is lower till they are offered entitled accom-

modations. In this context, the Committee consider it pertinent to mention that in the payment of House Rent Allowance to employees not in occupation of Government accommodation, only the rent paid in excess of 10 per cent of the emoluments is reimbursed subject to prescribed ceilings which vary according to the class of cities. The Committee, therefore, find no justification for the differential rental treatment between employees allotted government accommodation and those who have to fend for themselves, in the context of the present hard times and rising prices. The Committee desire that the recommendation should be given effect to immediately and a report submitted to the Committee within three months. The outcome should be reflected in the Annual Report of the Ministry."

1.23. Dealing with these observations/recommendations of the Committee, the Ministry of Works & Housing, Directorate of Estates, in their Action Taken Note dated 15th September, 1975, stated:

"F.R. 45—A IV(b) provides that an officer shall pay for the residence allotted to him standard licence fee, as defined in F.R. 45-A-III(b), or 10 per cent of his monthly emoluments, whichever is less. This rule was framed in the year 1924 and was made applicable to all the Central Government employees w.e.f. 1st April, 1929 at the recommendation of the Royal Commission (more commonly known as the Lee Commission) which left that recovery under F.R. 45—B, which was being effected from Central Government employees, operated harshly on them. It was a deliberate decision of the Government of India to accept the recommendation for affording relief to Central Government employees in the matter of providing Government accommodation to them. It is proposed not to accept the recommendation of the Public Accounts Committee on the following grounds and to avoid anomalies which may arise if the recommendation of the Public Accounts Committee is accepted:

- (i) The Cabinet Committee on Accommodation was informed on 19-12-69 that, so far as lower types of residences were concerned, the recovery of licence fee at 10 per cent of the emoluments had generally been reached and, in the case of types VI to VIII residences where the recovery fell short of 10 per cent of the emoluments of

the allottees, it was expected that with subsequent upward quinquennial revisions of licence fee, the target of 10 per cent would be reached in their case also. After the information had been furnished to the Cabinet Committee on Accommodation, the next upward quinquennial revision of licence fee was held in 1970. The increase in licence fee for types II to IV was to the tune of 11 per cent and, in respect of types V to VIII, the increase was to the tune of 21 per cent. Another revision has been undertaken in the year 1975 and licence fees have been further increased to the tune of 11 per cent in the case of types II to IV and 5 per cent in the case of residences in types V to VIII. The booked licence fee in respect of types V to VIII has not increased to the same extent as in case of lower types mainly because there has been little new construction in the higher types. It is felt that to enforce recovery at the rate of 10 per cent of the emoluments of the allottees of Government accommodation all at once and to call upon them to pay licence fee at a higher rate is not justifiable, particularly in view of the present hard times and the high prices. If this age long concession of paying licence fee at 10 per cent of one's emoluments or standard licence fee, whichever is less, is withdrawn at this stage when we have recently enhanced licence fee due to quinquennial revision, it is bound to cause hardship and may create a big stir amongst the Central Government employees.

- (ii) A senior officer staying in accommodation of a type lower than his entitlement would be paying a lesser amount as licence fee than a junior officer with lesser pay staying in an adjoining house of the same type but of his own entitlement. For instance, while an officer entitled to type V but staying in type IV would still be governed by the existing rule, an officer of junior rank eligible for type IV and living in type IV would, in the event of acceptance the Public Accounts Committee's recommendation, be governed by the revised rule of paying at least 10 per cent of his pay as licence fee. And this may be higher than what the officer occupying type V accommodation would pay.
- (iii) While the present rule has some relation and relevance to the plinth area of a house, under the recommenda-

tion of the Public Accounts Committee, this consideration would not be applicable in most of the cases.

2. In addition to the anomalies stated above which will arise if the Public Accounts Committee's recommendation is accepted, many more difficulties and anomalies are anticipated to crop up. For instance, in the matter of accounts, it has been the experience that, in whatever cases 10 per cent of emoluments is charged as licence fee, increment certificates are not received in time. This results in extra work and delay in recoveries. If the recommendation of the Public Accounts Committee is accepted, the volume of work relating to accounts will increase considerably as increment certificates will have to be called for, cards reviewed, and arrears assessed. Protests and agitations from the Central Government employees and their associations is also not ruled out, which would result in unnecessary and infructuous work. In the circumstances stated above, it is not proposed to accept the recommendation of the Public Accounts Committee, but to maintain *status-quo*."

1.24. In the opinion of the Committee, the reasons advanced and the difficulties enumerated by the Ministry of Works & Housing for not accepting their recommendation for the recovery of rent from the occupants of Government accommodation at the rate of 10 per cent of their emoluments, irrespective of the fact whether the standard rent works out lower or not, are not tenable. In view of the fact that the recovery of licence fee at 10 per cent of emoluments has generally been reached so far as lower types of accommodation are concerned, the Committee are unable to understand the reluctance on the part of Government to enforce recovery at the flat rate of 10 per cent of the emoluments from officials in the higher income brackets. This would only help to confirm the earlier impressions of the Committee that the present method of recovering rent for Government quarters is 'heavily weighted in favour of those in the higher income brackets' and that the Ministry of Works & Housing is 'only interested in safeguarding the interests of the better-paid officers'.

1.25. Government's apprehension that the withdrawal of an age-old concession of paying licence fee at 10 per cent of one's emoluments or the standard licence fee, whichever is less, might create a 'big stir' of discontent and even of hardship to the Central Govern-

ment employees, appears unfounded. On Government's own admission, most of the lower-paid employees are already contributing 10 per cent of their emoluments towards rent. Recovery of rent at this rate also from the better-paid officers should not normally cause any grievance, much less provoke any agitation on their part.

1.26. Government's plea that an anomalous situation might arise, where a senior officer staying in accommodation of a type lower than his entitlement would be paying a lesser amount as licence fee than a junior officer with lesser pay staying in an adjoining house of the same type, but of his own entitlement, does not seem serious. This anomaly can be removed easily if the recommendation of the Committee relating to the retention by Government servants of a lower type of accommodation without paying any additional rent, even when they are allotted accommodation of their entitled type [vide paragraph 1.54 of their 168th Report (Fifth Lok Sabha)] and reiterated in paragraph 1.17 of this Report is implemented.

1.27. The other difficulty regarding delays in the receipt of increment certificates visualised by Government is also by no means insurmountable. The Committee see no reason why this alleged hurdle cannot be crossed by directing the concerned Ministries to furnish such certificates in time. In any case, under the present system, the responsibility for recovering rent from the emoluments of Government employees does not devolve on the Directorate of Estates but on the drawing and disbursing officers in the case of non-Gazetted Government servants and on the Accountants General and Pay & Accounts Officers in the case of Gazetted Government servants. The additional volume of work involved in the revision of rent on account of change in emoluments is not likely to be very large. The recovery of rent at enhanced rates can easily be ensured while authorising or drawing pay at the enhanced rates consequent upon the earning of increments by Government employees.

1.28. The Committee thus are unable to accept the contention of the Ministry in this regard and would reiterate their earlier recommendation that officers occupying Government accommodation of the type to which they are entitled should be required to pay 10 per cent of their emoluments as rent irrespective of the fact whether the standard licence fee works out lower or not. This will help to abolish the differential treatment that is presently meted out to employees allotted Government accommodation and those who have to hire private accommodation often at exorbitant rates.

Arrears of rent due from occupants of Government shops (paragraph 1.150—Sl. No. 22)

1.29. Commenting on the heavy arrears of rent due from occupants of Government markets, the Committee, in paragraph 1.150, had observed:

“The Committee are surprised to note that a sum of Rs. 15.43 lakhs was due as arrears of rent of markets as on 31-3-1974. The Committee are unhappy that though the Ministry ‘do agree that the arrears have been very heavy’ the steps taken by the Ministry for liquidation of the arrears have been utterly inadequate. Since realisation of arrears of rent from the various shopping centres has not been very significant in spite of the extension of time given to the owners from time to time, the Committee, would like the Government to take penal action under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 against all the occupants of Government shops who have failed to make payment of the licence fees for more than six months and responsibility should be fixed for appropriate action against the officials who were responsible for such a high accumulation of arrears.”

1.30. In their Action Taken Note dated 10th September, 1975, the Ministry of Works & Housing, Directorate of Estates, have replied:

“The recommendation of the Committee that penal action under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 should be taken against all the occupants of Government shops who have failed to make payment of the licence fee for more than six months is already being implemented.

As regards fixing of responsibility and taking appropriate action against the officials who were responsible for such high accumulation of arrears, it may be pointed out that accumulation of arrears is mainly due to the fact that proceedings against defaulting shopkeepers under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 are quasi-judicial in nature and are time-consuming. A large amount of arrears accumulated during the time when the Act had been invalidated by the Delhi High Court and no effective action against the defaulters

could be taken. After the new Act was enacted in 1971, all possible efforts have been made to pursue cases of recoveries. Even after the proceedings are completed and certificates of recoveries sent to the Collector for realising the dues as arrears of land revenue, the Collector takes some time to make recoveries and certify them to this Directorate. In the circumstances, it will be appreciated that it is not possible to fix responsibility for the accumulation of arrear on any individual officer."

1.31. In view of the reply furnished by Government, the Committee do not wish to pursue the question of fixation of responsibility for the heavy accumulation of arrears. The Committee would, however, like to be informed of the progress made in the recovery of the arrears of Rs. 15.43 lakhs which were pending realisation as on 31st March, 1974 and the specific steps taken by Government to ensure that heavy accumulations of arrears are avoided.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

The Committee note that the total number of units/residences in the General Pool as on 31st December, 1973 was only 49,233 as against the demand for 1,63,725 units/residences, i.e., the percentage of satisfaction was to the extent of 30.1 per cent. While the percentage of satisfaction for Delhi was 41 per cent for Bombay, Calcutta and Madras the percentage of satisfaction was as low as 10.9, 9.6 and 7.8 respectively. The net addition to the General Pool during the Fourth Plan period was 2879 quarters i.e., a yearly addition of only 576. The Secretary, Department of Works and Housing has informed the Committee during evidence that the major bottle-necks in the construction of additional quarters in the General Pool during the last two years i.e., 1972-73 and 1973-74 were financial stringency and scarcity in the supply of cement, steel and other building materials.

[S. N. 1 (Para 1.27) of Appendix IV to P.A.C.'s 168th Report
(5th Lok Sabha)].

Action taken

This is only factual statement and no further action is to be taken by Government on this specific recommendation.

[Ministry of Works and Housing O.M. No. G-25015/2/75-Bt
dated 8-9-75].

Recommendation

The Committee are constrained to observe that the performance of the Department of Works and Housing in the matter of construction of residential units for the Government servants is anything but satisfactory. It cannot be denied that there is a crying demand for accommodation from low-paid Government employees those entitled to types I to III quarters. These categories constitute the largest number of Government employees. But strangely enough in Delhi itself, only 40.0 per cent of these employees have been provided with accommodation. The total allocation of funds for the con-

struction of new quarters for Central Government employees during the Fourth Plan period in Delhi, Bombay and Madras was Rs. 1048.06 lakhs, 341.50 lakhs and 200.50 lakhs respectively. For Calcutta, the allocation was as low as Rs. 83.44 lakhs. The glaring disparity between the four major cities should not be allowed to continue. Considering the present overall shortages with reference to total demands, the allocations are disappointingly low. The Committee expect that allocations during the Fifth Five Year Plan period will be suitably enhanced so as to provide increased percentage of satisfaction, specially for types I to III which are meant for low paid employees.

[Sl. No. 2 (Para 1.28) of Appendix IV to P.A.C.'s 168th Report (5th Lok Sabha)].

Action taken

The recommendations of the Committee that disparity between the four major cities in the matter of allocation of funds for construction of quarters should not be allowed to continue, have been noted. Subject to the limitations of the overall budget, steps have also been taken, during the current year, to allocate relatively higher funds for construction of houses at Calcutta and Bombay. Steps for acquiring or developing more land at these places, where land is scarce, have also been initiated. The plan for the current year's construction has a definite bias in favour of the low paid employees, inasmuch as, the houses proposed to be constructed, are mainly of types I, II and III. The total number of houses to be built, for these or other classes, will, however, depend on the funds made available to this Ministry, and as the Committee itself has noted, the allocations are disappointingly low. The recommendations have been brought to the notice of the Planning Commission and Ministry of Finance for taking suitable steps to step up allocation of funds from next year onwards.

[Ministry of Works and Housing O.M. No. G-25015/2/75/Bt. dt. 8-9-1975].

Recommendation

The Committee have noted the present variations in providing Government accommodation in Delhi and other places. The Committee desire that a phased programme for the construction of residential quarters for Government employees at various regional stations should be drawn up and implemented.

[Sl. No. 4 (Para 1.30) of Appendix-IV to P.A.C.'s 168th Report (5th Lok Sabha)].

Action taken

The recommendations of the Committee have been noted by this Ministry for further necessary action, in future.

[Ministry of Works and Housing O.M. No. G-25015|2|75/Bt.
dt. 8-9-1975].

Recommendation

The Committee note that there are already rules in force in respect of sharing of accommodation allotted to Government servants. Under S.R.317-B, an allottee of the general pool accommodation can share his residence with Central Government employees, staff of semi-Government organisations, staff of public undertakings, retired Government servants etc. No permission is required to be taken for sharing such accommodation but the particulars of sharers are required to be sent to the Directorate of Estates within two months from the commencement of the date of sharing. The Committee note that under rule S.R.317-B.21 Government can take action against any person who sublets his accommodation at rates which are considered excessive by the Directorate or utilises any portion of his residence for other than the purpose for which it is meant. The Committee have been informed that during 1973-74, there were as many as 74 instances where due to unauthorised subletting, allotments of individuals were cancelled and there were also 67 cases where Government officers were debarred from sharing Government accommodation for a specified period.

The Committee note that such cases are indeed very few.

[Sl. No. 9 (Para 1.60) of Appendix IV of the 168 Report
(5th Lok Sabha)].

Action taken

The observations of the Committee have been noted. It may, however, be pointed out that, in case of sharing accommodation with a Central Government employee eligible for allotment of accommodation from the general pool, no intimation is required to be sent to the Directorate of Estates.

[Ministry of Works and Housing O.M. No. G-25015|2|75-Bt
dt. 12-8-1975].

Recommendation

The Committee are surprised that 4,646 Government servants who have constructed their own houses in New Delhi either with or with-

out Government loans have been allotted Government quarters of various types upto December, 1972. It is astonishing that the Government policy in this regard is vacillating. Prior to 1950 there was no restriction to such allotment. In 1950 restriction was first introduced and such Government servants who had houses at the station of their posting were declared ineligible. In 1962, there was another change and by virtue of that Government servants having their own houses became eligible for Government quarters but they had to pay higher rents for the same. In 1966, that restriction was withdrawn and it was decided that there should be no distinction between Government servants possessing houses in the station of posting and those not possessing houses. In this connection, the Committee note that in reply to a Parliamentary question on the 20th August, 1973, it was stated that Government was reviewing the present policy of allowing those Central Government employees to retain Government quarters who have constructed their own houses or purchased ready-built flats from the Delhi Development Authority with the advances granted by Government. The Committee regret to note that although 20 months have elapsed since the Government reply was given no final decision has yet been taken by the Department in this matter. All that the Committee have been informed is that "a note is likely to be ready in consultation with the Ministry of Finance in about a month's time" for the consideration of the Cabinet. The Committee have not yet been informed as to what decision has been taken by the Cabinet in the matter. The Committee would like the Government to examine the matter in depth keeping in view the imperative necessity of providing accommodation to those Government Servants who have neither their own houses in Delhi nor have been provided with any Government accommodation so far from the General Pool.

[Serial No. 10, Para 1.69 of Appendix IV of the 168th Report
(Fifth Lok Sabha)].

Action taken

It has since been decided—

- (1) that those Government servants who build houses in future with or without Government assistance would be required to vacate Government accommodation in their occupation in three months' time from the date the accommodation is fit for occupation.
- (2) those who have already built houses—whether or without Government assistance—would be given three months'

time to get them vacated and surrender Government accommodation;

- (3) if they do not vacate Government accommodation after that period, they would be charged licence fee at the market rate;
- (4) where the private house of a Government servant does not have accommodation comparable to his entitlement under the Allotment Rules, he can retain Government accommodation and pay usual licence fee subject to the condition that he hands over his house to Government on lease for utilisation for Government requirements.

2. It has further been decided not to allot any Government residence in future to officers owning houses. The expressions 'house' and 'members of family' have been suitably defined.

[Ministry of Works and Housing O.M. No. 13011(1)/75-Pol-III
dt. 12/15-9-1975].

Recommendation

The Committee are surprised that the number of out-of-turn allotment has registered a sharp increase. In 1970, 625 such *ad hoc* allotments were made whereas in 1973 the number has swelled to 918. It has been admitted by the Secretary of the Department that the situation was worse in 1973. The Committee note that all cases of out-of-turn allotment are referred to a Committee presided over by the Joint Secretary who scrutinises and puts up the cases to the Minister himself. The Committee do not consider this procedure to be adequate. They would like that all cases of out-of-turn allotment made on medical grounds or special grounds should be scrutinised by a Committee of Joint Secretaries representing the Ministries/Departments of Personnel, Health, Finance and Works and Housing. The unanimous recommendations of this Committee should be put up to the Minister of Works and Housing for his orders. The Committee would also like that the guidelines for the allotment of quarters on medical or special grounds should be made known to the Government employees. The number of out-of-turn allotments made under each category during a year should be published in the Annual Reports of the Ministry of Works and Housing.

[Serial No. 11 (Para 1.75) of Appendix IV of the 168th Report
(5th Lok Sabha)].

Action Taken

The recommendation has been examined by Government. It has been decided to form a Committee on the lines recommended by the Public Accounts Committee to scrutinise all applications for out-of-turn allotments on medical grounds. Out-of-turn allotments on special grounds include cases of allotment to personal staff of Ministers, etc., to dependent sons, daughters, etc., of deceased|retiring|transferred officers. Instructions regarding such allotments were issued in the past from time to time and circulated to all concerned Ministries|Departments. These cases are decided in accordance with those instructions. It would be difficult to lay down guide-lines for other cases of out-of-turn allotments in special circumstances, as the grounds for these allotments vary from case to case and each case is to be examined on its merits. In the matter of out-of-turn allotments made on medical grounds, Government is guided by the advice of the Ministry of Health. On the basis of discussions in the National Council (JCM), it has now been decided that out-of-turn allotments on medical grounds should be considered only in cases of T.B. and Cancer. No guide-lines are, therefore, considered necessary.

It has been decided to accept the recommendation regarding publishing of the figures of out-of-turn allotments made under each category during a year in the annual report of the Ministry of Works and Housing.

[Ministry of Works and Housing O.M. No. 13011(I)/75-Pol.III
dated 12/15-9-1975].

Recommendation

The Committee note that the actual expenditure on maintenance and special repairs has been more in respect of quarter in Types V to VIII than in respect of quarters in Types II to IV which were occupied by employees in lower salary ranges. The Committee are not convinced with the argument advanced by the Ministry that "although the permissible percentage fixed for maintenance and special repairs varies with the age of the building, the fact is that these percentages have been laid down as limits for general guidance, but in actual practice some variation takes place." The Committee would like that the expenditure on maintenance and special repairs to houses should be made on fixed norms and not at the behest of the individual occupants of the houses.

[S.L. No. 18. (Para 1.133) Appendix IV of the 168th Report
(5th Lok Sabha)].

Action Taken

The recommendation of the Committee have been noted. The maintenance and the special repairs of the houses are not done even at present at the behest of the individual occupant of the house but on the basis of prescribed norms and in the interest of keeping the houses in good living conditions.

[Ministry of Works and Housing O.M. No. G-25015|2|75/Bt.
dated 11-9-75].

Recommendation

The Committee note that according to the findings conducted by C.P.W.D., the revised economic licence-fees under the 1969 formula in respect of shops in different Government markets would be much higher in some cases even 10 times. The Committee also note that the question whether the 1969 formula would need any review for the fixation of licence-fee has been under consideration in consultation with the Ministry of Finance. The Committee regret to note that so far no positive action has been taken to revise the licence fee which was fixed in 1964 although the question of revising the rent in the market was mooted out as far back as 1969. The Committee desire that steps should be taken for the upward revision of the licence fees in the markets as early as possible.

[Sl. No. 20, Para 1.148 of Appendix IV of the 168th Report)
(5th Lok Sabha)].

Action Taken

The recommendation of the Committee has been accepted by Government. Orders revising the licence fees have issued on 8th August, 1975 (copy enclosed).

[Ministry of Works and Housing O.M. No. G-25015|2|75/Bt.
dated 12-9-1975].

No. 18011 (4) | 66-Pol. I

Government of India

Ministry of Works and Housing

Directorate of Estates

(Policy Cell)

New Delhi, the 8th August 1973.

To

The Engineer-in-Chief,
Central Public Works Department,
New Delhi.

Sub:—Fixation of market licence fees for shops and fuel depots in Government owned shopping centres.

Sir,

I am directed to state that the President is pleased to decide that until further orders, licence fees for shops in Government owned markets will be determined as follows:—

(I) *Licence fee for building and installations*

Licence fee for the building, including common accommodation facilities attached to shopping centres, and installations will be worked out according to the provisions of Fundamental Rule 45-B subject to the following conditions:

- (a) Interest and maintenance on the cost of building and development of land will be computed at the rate prescribed from time to time.
- (b) Interest|depreciation and maintenance on cost of water supply and|sanitary installations will be computed at a rate fixed from time to time.
- (c) Interest|depreciation and maintenance on cost of electric installation will be computed at the rate as prescribed from time to time.
- (d) Departmental charges will be applied uniformly on the capital cost of building and installation at the rate prescribed from time to time.

- (e) Only 25 per cent of the area of the loft should be taken into account, irrespective of its height.

(II) *Licence fee for land (shops)*

- (a) Area of land for the purpose of calculation of licence fees should be that much as, under the building by-laws, is appurtenant to the structures of the shops concerned.
- (b) The value of land will be calculated on the basis of land rates, applicable as on the date when the rents are fixed or revised, in the locality or in its neighbourhood.
- (c) The land value of the building shall be fixed by Government and it will be apportioned as shown below:—
- | | |
|--------------------------------|--|
| (i) Single storeyed | Full value of land 2:1. |
| (ii) Double storeyed | For 2nd floor and for each additional floor land cost will be taken at 50 per cent of the cost of land assessed for first floor. |
| (iii) Three storeyed and more. | |
- (d) The licence fee on account of the value of land so determined will be at the rate fixed from time to time. Maintenance and departmental charges will not be leviable on this item.

(III) *Coal Depot*

- (a) The area of land for Coal Depots will be taken as actually allotted for the purpose, including the built-up area.
- (b) For open land in the Coal Depots, licence fee will be calculated at the value and at the rate as may be prevalent at the time of fixation|revision of rent. Departmental Charges will not be leviable on this account. For built-up area, licence fee will be calculated as per para (I).

(IV) *Other taxes|service charges*

To the licence fee calculated for the shops and fuel (coal) depots, as laid down in paras I, II and III above, will be added the municipal taxes at the rates normally levied by the local bodies from time to time, including the water tax, fire tax, etc. where so applicable. On the total licence fee so calculated 5 per cent addition will be made as collection charges. The licence fee so arrived at will be rounded off to the nearest rupee.

Charges for electricity, water, power consumption, conservancy and care-taking will be payable in addition to the licence fee either direct by the shopkeepers to the local bodies or to the agency of the CPWD at flat rates fixed from time to time by Government, if provided by the Department on common basis.

2. These orders supersede the orders contained in this Directorate letter No. 18011(4)/66-Pol.I dated 15-12-69.

3. These orders will take effect from the date of issue in all cases where licence fees are to be calculated for the first time or to be revised for any reason.

Yours faithfully,

Sd.

(H. R. Goel)

Dy. Director of Estates.

Recommendation

The Committee have been informed that research is undertaken by the Central Building Research Institute, Roorkee, and the Structural Engineering Research Centre, Madras, in building materials, structures etc. The National Buildings Organisation disseminates the results of research. As a result of research, it has been suggested that fly ash which has binding properties, can be used as replacement of cement to the extent of twenty per cent in mortars and concrete, improving the properties and reducing the cost.

[Sl. No. 23 (Para No. 1.167) Appendix IV of 168th Report]

Action Taken

Noted.

[Ministry of Works and Housing O.M. No. G25015/2/75-Bt. dated 12-9-1975].

Recommendation

By use of proper quality bricks, single brick thick walls can be adopted for four-storeyed residential buildings instead of R.C.C. framed structures, resulting in saving of cost and materials which are greatly in short supply. The Committee suggest that a conference of engineers, representing Public Works Department, Public Undertakings, the Railway Ministry and the Municipalities

may be convened for the purpose of acceptance of this specification at the earliest. The specification should be made applicable to all Government and non-government constructions throughout the country to relieve the acute shortage of housing. The Municipal bodies should also follow this specifications. The action taken by the Department in this regard should be intimated to the Committee and also reflected in the Annual Reports of the Ministry.

[S. No. 24 (Para No. 1.168) Appendix IV of the 168th Report.]

Action Taken

The Chief Secretaries of all State Governments and Union Territories have been addressed requesting them to widely circulate to all Construction authorities including Municipal bodies, recommending adoption of the above specifications vide letter No. G-25020/6/73-PS (Vol. II) dated 29-7-1975 (copy enclosed). Copy of the said letter has also been endorsed to Central Construction Departments including the Ministry of Railways for necessary action.

2. Utilisation of single brick thick walls for four-storied residential buildings has been included in the National Building Code. All State Governments and Union Territories have been requested to take steps to get the National Building Code adopted by their PWDs and other Government Departments, State Housing Boards, Corporation, Municipalities and other local bodies and Construction agencies vide letter No. N-16016/1/73-PS dated 16-4-73 copy enclosed) which was also endorsed to Bureau of Public Enterprises for suitably instructing all Public Sector Undertakings in the matter.

3. The engineers, architects, etc., of the PWDs, Public sector Undertakings and Ministry of Railways and Municipalities have already at several places adopted single brick thick walls for four storied residential buildings instead of RCC structures.

4. As advised by the Committee, National Buildings Organisation will also call a meeting of engineers of public and private sectors.

[Ministry of Works and Housing O.M. No. G-25015/2/75-Bt dt. 12-9-1975].

No. G25020|6|73-PS (Vol. II)
Government of India
Ministry of Works and Housing
(Nirman aur Awas Mantralaya)

New Delhi, dated the 29th July, 1975.

To

**Chief Secretaries of all State Governments and
 Union Territories Administrations (by name)**

Subject—Adoption of new techniques and materials in building construction—Implementation of Recommendations (1) contained in the 168th Report of the Public Accounts Committee of the Lok Sabha.

Sir,

The Government of India have had under consideration measures to effect maximum economy in the cost of construction and also to reduce the requirements of scarce building materials like cement and steel. With a view to achieving these objectives, the Public Accounts Committee of the Lok Sabha have, in their 168th Report, recommended the adoption of the techniques sponsored by the National Buildings Organisation in large scale Experimental Housing Construction Projects. The techniques are—

- (i) Construction with single brick thick load bearing walls by use of proper quality bricks and rationalised designs for four-storeyed buildings, which effect 20 per cent reduction in brick work and 5 per cent saving in cost, compared to reinforced cement concrete framed buildings which are conventionally adopted.
- (ii) Use of high strength deformed bars in reinforced concrete structures and adoption of "Ultimate Load theory" in designing, resulting in saving upto 30 per cent in consumption of steel and saving of 10 per cent in the cost of construction.
- (iii) Use of waffle shells (precast furnicular shells) of square, rectangular or any other suitable shape for roofs and floors of residential and industrial buildings, which may effect saving in consumption of steel upto 30 per cent depending on the size and shape of buildings. Because of the structurally efficient shape, the shells do not require re-inforcement in their body.

2. You are requested to widely circulate the above mentioned building techniques|materials recommending their adoption by all

construction authorities in your State|Union Territory including Municipal bodies. Any further information that may be required by the Construction authorities in the matter will be readily furnished by the Director, National Buildings Organisation, New Delhi. If the Construction authorities require any guidance in the adoption of the above techniques|materials, the Director of that organisation would be glad to depute an officer for the purpose.

3. The action taken by you in the matter may please be intimated to this Ministry as early as possible.

Yours faithfully,
Sd/-
(Y. V. Naranje).

Under Secretary to the Govt. of India.

Copy forwarded for necessary action to:—

1. Engineer-in-Chief, Central P.W.D., New Delhi.
2. Engineer-in-Chief, Army Headquarters, New Delhi.
3. Ministry of Railways (Railway Board) (Works Division), New Delhi.
4. P&T Board (Works Division) Dak Tar Bhawan, New Delhi.
5. Chief Engineer, DDA, Vikas Bhavan, New Delhi.
6. Managing Director, National Buildings Construction Corporation Limited, New Delhi.

Sd/-
(Y. V. Naranje).

Under Secretary to the Govt. of India.

Copy forwarded:—

1. Director, NBO, New Delhi.
2. Budget Section in the Ministry for Information.

Sd/-
(Y.V. Naranje).

Under Secretary to the Govt. of India.

Government of India
Ministry of Works and Housing
(Nirman aur Awas Mantralaya)

No. N-16016/1/73-PS

New Delhi, dated April 16, 1973.

To

All State Governments and Union Territories.

SUBJECT: National Buildings Code of India—Implementation of.

Sir,

I am directed to say that an outlay of Rs. 6000 crores was estimated in the Fourth Five Year Plan on buildings including residential, commercial, industrial, offices, hospitals and schools; Anticipating a larger outlay in the succeeding plans, a panel of experts was set up by the Planning Commission in the year 1966 to review the various aspects of building activities so that economies could be achieved in construction costs. The Panel have found that wherever building codes or handbooks/byelaws are available, they are either out-dated or quite restrictive. At the instance of the Government of India, the Indian Standards Institution have prepared the National Building Code. The Code contains in one single document all the information that is required by an architect/designer construction agencies from the time of conceiving the building through the preparation of plans, approval of local bodies, design and construction of building and installation of all the services. The code also unifies various diversing practices now in vogue in the country. It has been estimated that the implementation of the code also unifies various diversing parctices now in vogue in the extent of 5 per cent.

2. The National Buildings Organisation of the Ministry is actively collaborating with I.S.I. in promoting implementation of the Code. Some construction departments have started adopting some provisions of the Code. There is, however, need to adopt the Code in totality. It is, therefore, requested that steps may kindly be taken to get the Code adopted in totality by your P.W.D. and other Government Departments, State Housing Boards, Corporations, Municipalities and other local bodies and construction agencies.

3. It is also necessary that the existing building byelaws of the various local bodies are expeditiously reviewed and suitably amended in conformity with the National Building Code. It is felt that the modification of byelaws on the model of the National Building Code may take some time, as it is an involved procedure requiring approval of local authorities and State Governments, etc. I am, therefore, to suggest that the local bodies, Municipal Corporations etc., may be instructed that without waiting for the actual modifications in their byelaws, they may relax their byelaws, as a special case, for those who submit their designs in accordance with the provisions given in the National Building Code of India.

The price of "National Building Code of India 1970" is Rs. 80 and is available with the Indian Standards Institution, Manak Bhavan, 9, Bahadur Shah Zafar Marg, New Delhi.

Your faithfully,

Sd/- P. Prabhakar Rao,

Joint Secretary to the Govt. of India.

Copy forwarded to:—

- | | | |
|--|---|--|
| <ol style="list-style-type: none"> 1. Ministry of Finance (Department of Rev. and Insurance). 2. Min. of Finance (Deptt. of Banking) | } | <p>It is requested that so far as the LIC and Nationalised Banks are concerned, they may be asked to adopt the N.B. Code for sanctioning schemes submitted by various authorities.</p> |
|--|---|--|

Copy forwarded for similar action to:—

1. M.D., HUDCO, New Delhi.
2. E-in-C. CPWD, New Delhi.

Copy also forwarded to the Bureau of Public Enterprises with a request that all Public Sector Undertakings may be suitably instructed in the matter.

Copy to Information Officer (Shri Chaturvedi).

Copy to Director, National Buildings Organisation, with reference to his u.o. No. 1(80)ISF, dated 2-2-1973.

Sd/- P. Prabhakar Rao,

Joint Secretary to the Govt. of India.

Recommendation

Use of high strength deformed bars, which material however is at present in short supply, results in saving of 30 per cent in steel consumption and 10 per cent in cost of construction. Use of Waffle shells for roofs and floors results in saving in steel upto 30 per cent depending on the size and shape of buildings. The possibility of the use of these materials in building construction should be explored.

[S. No. 25 (Para No. 1.169) Appendix IV of the 168th Report]

Action taken

For the use of high strength deformed bars and waffle shells in building construction, a circular has been issued to all State Governments and Union Territories for bringing it to the notice of all construction authorities and Municipal bodies *vide* letter No. G-25020/6/73-PS (Vol. II) dated 29-7-1975 (copy enclosed).

[Ministry of Works and Housing O.M. No. 25015/2/75-Bt dt. 12-9-1975].

Recommendation

The Committee regret that the Department did not take any significant steps to implement the recommendations of the National Buildings Organisation for the use of fly ash instead of cement in the construction of residential quarters. So far only seven Experimental Construction Projects sponsored by the various Construction agencies like Central P.W.D., M.E.S.; Delhi Development Authority and Tamil Nadu Housing Board have been undertaken under the N.B.O's Experimental Housing Scheme in which use of fly ash in concrete and mortar as partial replacement of cement upto 20 per cent has been recommended. The Committee have also been informed that some research work is taking place for using fly ash with gypsum and lime to make building blocks which would be as good as bricks or even better than bricks. The Committee would like that result of research should be publicised and specifications laid down for the use of fly ash along with cement for building constructions.

[S. No. 26 (Para No. 1.170), Appendix IV of the 168th Report (5th Lok Sabha)].

Action taken

Detailed circular regarding utilisation of fly ash in building construction has been issued to all State Governments, Union Territories, concerned Central Ministries. Engineer-in-Chief, Central

P.W.D., vide letter No. 16012|1|75-PS, dated 4-3-1975 (copy enclosed) for necessary action. A Standing Committee has been constituted with Secretary of this Ministry as Chairman and representatives of concerned Ministries as members and Director, National Building Organisation as Member-Secretary to review follow-up action on greater utilisation of fly ash in engineering construction.

[Ministry of Works and Housing O.M. No. 25015|2|75-Bt dt. 12-9-1975].

GOVERNMENT OF INDIA

MINISTRY OF WORKS AND HOUSING

(NIRMAN AUR AWAS MANTRALAYA)

No. N-16012|1|75-PS

New Delhi, dated 4-3-1975.

To

The Chief Secretaries of all State

Governments and Union Territory Administrations

SUBJECT:—*Utilisation of Fly Ash in Building Construction.*

Sir,

I am directed to say that the question of the use of Fly Ash in building construction as part replacement of cement or as cementing medium in combination with lime has been under consideration of the Government of India for some time past. The Fly Ash is an industrial waste from thermal power stations using pulverised coal as boiler fuel. At present, about 6-7 million tonnes of Fly Ash is produced annually in the country and this figure is expected to rise to over 12 million tonnes in the next ten years. Disposal of this huge quantity of Fly Ash which gets easily air-borne and can create pollution and other health hazards, has grown into a pressing problem. On the other hand, research in India and abroad over the last two decades has established that this waste material can be profitably employed in building work as part replacement of cement or as a cementing medium in combination with lime leading to economy in construction costs besides reduction in the consumption of cement. The Indian Standards Institution has already laid down quality requirements of Fly Ash for such uses vide its Standards:

- (i) IS : 3812 (Part I) : Specification for Fly Ash for use as pozzolana.
- (ii) IS : 3812 (Part II) : Specification for Fly Ash for use as Admixtures for concrete.
- (iii) IS : 3812 (Part III) : Specification for Fly Ash for use as Fine Aggregate for Mortar and concrete.

2. In spite of its known merits, utilisation of Fly Ash in this country has been very limited. This has been attributed to two main reasons, namely (i) non-availability of Fly Ash of assured quality, among other factors due to the mixing of Fly Ash with coarse bottom ash at the extraction stage in power plants, and (ii) virtual absence of a marketing system assuring to the consumers supply of Fly Ash as per ISI specifications. For overcoming these deficiencies, simultaneous action is being initiated to collect Fly Ash in an unmixed form and to market it under assurance for quality.

3. With the above measures coming into operation, it is felt that there should be no difficulty in wider utilisation of Fly Ash. In the present context of the need to curtail cement consumption, it has been decided by the Committee of Economic Secretaries that, for all future building work within the economic orbit of thermal power stations where fly ash of requisite quality is marketed:

- (i) Fly Ash should be compulsorily used for partial replacement of cement to the extent of 10—20 per cent in cement mortar/plaster and plain cement concrete, provided the cement used is other than portland pozzolana cement conforming to IS:1489;
- (ii) Fly Ash should be compulsorily used as a partial replacement of cement to the extent of 20 per cent in reinforced concrete and prestressed concrete; and
- (iii) the requirements in (i) and (ii) above should be duly incorporated in the tender documents.

4. Light-weight cellular blocks, panels and roof/floor slabs manufactured using Fly Ash have wide scope for use in building constructions in urban areas and industrial centres. Two plants manufacturing such blocks are already in operation, one at Ennore, Madras, and the other at Poona. For multi-storeyed buildings it has been estimated that economies upto 20—30 per cent in cement, 39—40 per cent in steel and 50 per cent in construction time could be achieved by the use of cellular concrete products. It is recommended that more such plants be set up around localities where a concentrated demand for pre-fabricated blocks, panels and roof/floor slabs exists, e.g. around metropolitan towns.

5. As an added step to save cement for more essential purposes, it has been decided that where quality lime conforming to ISI

specification is available with economic leads, lime-fly ash and lime-cement-fly ash mixes for foundation concrete and ash mortar for masonry should be increasingly used in place of equivalent mixes formed with cement.

6. For utilising Fly Ash on specific jobs, it would be necessary to work out mix proportions through laboratory tests in each case corresponding to the quality of cement/lime and Fly Ash available. In this connection, State Government laboratories as also the organisations like the National Buildings Organisation, Central Building Research Institute, Roorkee, Central Road Research Institute, and Cement Research Institute who are actively promoting the Fly Ash technology have been asked to render all possible technical assistance to users of Fly Ash. These organisations could be consulted direct as necessary.

7. The State Government are requested to note the contents of this letter for compliance and to also bring it to the notice of all subordinate offices, construction organisations and Public Sector Undertakings under their administrative control for necessary action.

8. The State Government are also requested to periodically assess the precise impact of these steps as regards actual utilisation of Fly Ash on building works under their control.

Yours faithfully,

Sd/- (R. Gopaldaswamy),

Joint Secretary to the Govt. of India.

Copy forwarded to:

1. Bureau of Public Enterprises, Mayur Bhawan, New Delhi, with the request that the contents of the letter may be noted and brought to the notice of all Public Sector Undertakings for action.
 2. Ministry of Defence,
(E-in-C's Branch, Army. Hqrs.)
 3. Ministry of Railways,
(Railway Board).
 4. Ministry of Communications,
(P&T Board)
- } with the request that the contents of the letter may be noted for compliance and brought to the notice of all subordinate offices and construction organisations under their administrative control for necessary action.
5. Department of Industrial Development, with the request that the contents of the letter may be noted for compliance and that, while allotting cement to the manufacturers of precast cement products, that Department may consider issuing instructions for the use of Fly Ash as a partial replacement of cement in the manufacture of precast concrete products.

6. Director, NBO, New Delhi
 7. Director, Central Building Research Institute, Roorkee.
 8. Director, Central Road Research Institute.
 9. Director, Cement Research Institute of India.
10. Engineer-in-Chief, CPWD, New Delhi.
 11. Managing Director, HHF Ltd., New Delhi.
 12. Managing Director, NBCC Ltd., New Delhi.
 13. Chief Engineer, Delhi Development Authority, New Delhi.
14. Managing Director, HUDCO, New Delhi.
15. Works Division, Ministry of Works and Housing.
16. Cabinet Secretariat (Department of Cabinet Affairs), New Delhi, for information with reference to their Memo No. 93/3/2/74-EC, dated January 13, 1975. This covers the recommendations contained in paras 3.2., 3.2.2 and 3.2.3 of the Technical Group. Insofar as recommendation No. 3.7 is concerned, it may be stated that the National Buildings Organisation has already brought out a publication about the various uses of Fly Ash in construction and this was widely circulated. The N.B.O. is at present also engaged in preparing a technical note for the use of engineers and architects and others engaged in construction for the proper utilisation of Fly Ash and this is likely to be ready shortly.

} with the request that, as contemplated in para 5 of the letter, all possible technical assistance may be rendered to users of Fly Ash.

} For compliance.

} with the request that, while granting loans to Housing Boards, it be stipulated that the contents of para 3 of the letter should be complied with.

sd/- (TIRATH RAM)

Under Secretary to the Govt. of India.

Recommendation

The Committee note that the question of conserving scarce building materials was considered at a meeting under the Chairmanship of the Secretary, Ministry of Works and Housing, on the 26th July, 1974. At this meeting, the Director, N.B.O., explained that the use of cement and steel for construction of various types of buildings could be reduced if more economic specifications were followed. A sub-Committee submitted draft specifications for buildings intended to be used for the purpose of residence. The Committee would like that the specifications should be finalised expeditiously and released for adoption by the Construction authorities. The Committee would also like to be informed about the findings of the TECHNICAL Committee which was set up by the Ministry on the 8th July, 1974, for examining the present P.W.D. codes and specifications with reference to the National Building Code and for making recommendations to achieve economy and efficiency in Public Construction activity.

[S. No. 27 (Para No. 1.171) Appendix IV of the 168th Report (5th Lok Sabha)].

Action Taken

The Technical Committee under the Chairmanship of Engineer-in-Chief, CPWD, on "Economy in the use of Cement and Steel in building construction" has submitted its report. A summary of the recommendations contained in the report is enclosed. Copy of the Report has been supplied to all the State Governments and the Central Ministries concerned, including Ministry of Railways, Ministry of Defence and Ministry of Communications for taking action. A summary of the recommendations was also circulated to Chief Engineers of Central and State PWDs, MES, Railways and Municipal Corporations by NBO for initiating action to implement the recommendations. A copy of Appendix 'B' in the Report containing alternative specifications of principal items of building construction which should be adopted is enclosed.

[Ministry of Works and Housing O. M. No. 25015/2/75-Bt. dt.
12-9-1975]

SUMMARY OF RECOMMENDATIONS

S. No.	Recommendation
1	2
	<ol style="list-style-type: none"> 1. Architectural concepts should be such as to give the most economical structure; maximum use of local materials should be made in the construction; non-functional elements should not be provided; use of expensive materials and rich specifications for finishes should be avoided as far as possible. 2. Efficiency in site planning and design of individual building unit can considerably add to economy. The recommendations contained in COPP Reports viz 'Report on Multistoreyed Buildings' and 'Report on Residential Buildings' should be adopted with such modification as may be necessary. N.B.O. should update these recommendations as early as possible. 3. Upto three storeys, load bearing structures should be adopted; where bricks of higher crushing strength are available load bearing structures upto five storeys may be constructed. If higher structures are unavoidable in metropolitan cities, 7-8 storeyed construction would generally be economical.....

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4. Number and size of doors and windows should be kept to the minimum consistent with functional requirements. Area of windows may vary from 10 to 20 per cent of floor area depending upon the climate. Use of steel and aluminium windows should be avoided as far as possible. Simple window grills for security may be provided.....
 5. Principles of standardisation and modular coordination should be followed while planning and designing of buildings. Wherever a large number of units of any particular type of building are to be constructed a prototype may first be constructed to decide upon the most suitable design and details.
 6. Adoption of minimum floor areas prescribed in the National Building Code, subject to modification suggested in para 6.2 in low cost housing, will result in economy. For non-residential buildings, areas should be as per prescribed norms where available or should be based on the analysis of activities to be performed so as to avoid provision of unnecessary space. Width of corridors and staircases should be decided with reference to the occupancy of the building.
 7. Floor heights in buildings may be limited generally to 2.75 metres (floor to ceiling). For buildings where central air-conditioning is to be provided the height may be such as to obtain clear headroom of 2.25 metres below false ceiling in corridor and 2.4, in rooms. Where there are deep beams, a clearance of 2.25, below the soffit of the beam should be provided.
 8. Load bearing masonry structures should be designed according to National Building Code. Such buildings should be carefully planned so as to utilise the strength of all walls to the best advantage.....
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9. Ultimate strength design method should be adopted for RCC members and yield line theory should be adopted for design of two RCC slabs.....
 10. High strength deformed bars should be used as main reinforcement in RCC structures except for slabs of small span where mild steel bars should be used.
 11. Use of richer mix of concrete for members carrying predominantly compressive loads, will lead to economy. In large projects, it is desirable to go in for controlled concrete.
 12. Precast prestressed beams may be used in RCC framed structures where it is feasible and found economical.
 13. Steel structures should be adopted only where other types of construction is technically not feasible.
 14. Design aids in the form of charts, monograms etc. for the latest methods of design should be published by NBO/ISI in consultation with S.E.R.C. and made available to all Construction Agencies and private designers. N.B.O. should Organise more workshops in various parts of the country for acquainting the engineers with the new design methods.
 15. Pending revision of the relevant Codes, I.S.I. should consider making some immediate modifications to the prescribed Superimposed Loads and Load Factors in the existing Codes.
 16. Government should issue directives to the various Power House authorities to the effect that they should take special steps to make available to Construction Agencies Fly ash of specified and uniform quality.
 17. Measures should be taken to produce more quantity of Pozzolana cement using flyash. Ready-mixed concrete plants should be set up in large cities where flyash is available within reasonable distance.
 18. National Buildings Organisation should collect, collate and disseminate technical knowhow regarding the use of flyash in building industry by publishing a detailed technical note.
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19. Alternative specifications for principal items of building construction as given in Appendix-B should be adopted with a view to reduce using of cement & steel.
 20. Wherever the existing Departmental Rules do not provide for large scale manufacture/procurement of building materials like bricks, lime, surkhi, timber etc. necessary amendments to the Rules and Procedures should be made.
 21. Longer periods of construction have to be allowed for in contracts where use of lime in place of cement for mortars and lean concrete is stipulated.
 22. Important recommendations of the "Committee on Economy in consumption of Steel in the Country" in so far they relate to building construction have been examined and endorsed.
 23. The production of high strength deformed bars in the country should be increased.
 24. Precast floor/roof components may be used wherever found economical.
 25. To get the maximum advantage by use of precast units. building plans should be based on standardised units and with modular co-ordination.
 26. Indian Standards Institution should prepare codes of Practice for performance standards of various types of precast units.
 27. The minimum size of kitchen specified in the National Building Code should be reduced from 5.5 sq. m. to 4 sq. m. with a width not less than 1.5 m. For bathroom, the minimum area should be reduced from 1.8 sq. m. to 1.5 sq. m. with a width not less than 1.1 m.
 28. Wherever the bye-laws of local bodies are different from provisions of the National Building Code (subject to amendment as proposed above) in respect of minimum room sizes, wall thicknesses, floor heights and plumbing systems, suitable amendments should be made immediately.
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29. State Governments should prepare Model Building Bye-laws in simple and statutory language incorporating essential provisions of the National Building Code.
 30. State Governments may consider the desirability of enacting a Law empowering the State Government to notify that provisions of the Model Building Bye-laws as may be prepared, shall be applicable to all or any Municipalities forthwith and to that extent the existing Bye-laws shall stand superseded.
 31. Technical provisions should not form part of Corporation/ Municipal Act. Such provisions should form part of the Bye-laws/Schedules so that these could be amended whenever necessary without procedural delays.
 32. No amendment is required in the National Building Code for making greater use of local materials.
 33. Building Bye-laws of Local Bodies should provide for construction of buildings with semi-permanent specifications in specified areas in towns and cities.
 34. For increasing the production and improving the quality of bricks the Committee recommends that:
 - (a) the brick industry should be recognised as an organised industry.
 - (b) Urgent consideration should be given for the problem of supply and movement of quality local for this industry.
 - (c) In urban areas, local town planning authorities should set apart and allocate adequate areas of land for brick kilns.
 - (d) Land should be leased out on long terms basis.
 - (e) State Governments should set up pilot projects with the help of N.B.O. for training and demonstration in production of improved quality of bricks.
 - (f) If there is need, production of bricks may be supplemented through public enterprises.
 35. For increasing the production and improving the quality of lime, the Committee recommends that:
 - (a) Government should allocate sufficient quantity of coal of proper quality for this industry.
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- (b) N.B.O. should set up Training-cum-Demonstration plants at various places in the country.
- (c) Large Construction Agencies like P.W.Ds., Housing Boards, Development authorities etc. should establish lime manufacturing plants of their own to supplement the supply from open market.
- (d) Government may consider advancing loans through HUDCO or such other financial institutions to private entrepreneurs for setting up modernised lime manufacturing plants.
36. The Committee recommends that:
- (a) Construction Agencies should conduct proper tests on surkhi produced from grinding of bricksbats before using the same as a Pozzolana in lime mortar.
- (b) The technique of manufacture of Reactive Surkhi from burnt clay should be popularised through setting up of Pilot-cum-Demonstration plants with the help of N.B.O.
- (c) Large Construction Agencies like P.W.Ds., Housing Boards, Development Authorities etc. should make arrangements for manufacture of Reactive Surkhi with the technical knowhow of N.B.O.
37. The Committee recommends that large Construction Agencies should, in their future schemes, provide for joinery using secondary species of timber and should obtain their requirements of joinery from wood-working plants already existing in the country. If need arises, more such plants could be set up later in the public sector.
38. In places where it is economical to use stone slabs in place of RCC and Construction Agencies have large-scale programme of such construction, they should make advance arrangements for procurement of this material.
39. The Ministry of Works & Housing should set up a Unit under a technical officer in the Ministry for monitoring the progress of implementation of the various recommendations. State Governments should also set up similar Units.
40. Construction Agencies should have suitable set up for ensuring effective implementation of the recommendations contained in this Report.
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41.	Civil Supply offices controlling issue of cement for private construction should be assisted by technical officers who could lay down norms for consumption of cement for various types of building in different areas.
42.	State Governments should associate technical officers having adequate experience and knowledge of brick technology with the task of regulatory control on manufacture of bricks.
43.	Ministry of Works & Housing should give wide publicity to this Report and make arrangements for supply of copies of the Report to all concerned.

APPENDIX B

PROPOSED SPECIFICATIONS TO MINIMISE USE OF CEMENT, STEEL AND OTHER CRITICAL MATERIALS IN BUILDINGS

Items	Specifications
1	2
1. Foundation Concrete	Lime concrete using surkhi, sand, cinder or suitable mixture of these depending on availability and quality of the materials, coarse aggregate to be brick or stone ballast according to availability and local costs. (Please see Notes 1, 2 and 3 below)

NOTES:—

1. In areas where soil is poor (e.g. black cotton soil) plain or reinforced cement concrete may be used in foundation if it is unavoidable on structural considerations.
2. Lime mortars are subject to attack by sulphate action which may arise if bricks contain soluble sulphates, or if soil contains soluble sulphates, which would find way into the masonry, concrete, in foundation and plinth in localities of high water table (14).
3. Mix proportions of lime concrete for foundation may be decided to suit local conditions after conducting tests.

1	2
2. Mortar for Masonry in Foundation, Plinth and Superstructure.	Mud Mortar (For single storey construction where suitable soil is available). Lime: Sand 1:3 to 1:2 Lime: Flyash: Sand 1:1:2 to 1:1:1 Lime: Surkhi: Sand 1:1:2 to 1:1:1 Cement: Lime: Sand 1:3 12 to 1:1:6 Please see Notes 2, 4, 5 and 6)
3. Lintels	(i) Flat or segmental arches in brick work upto 1 metre span. (ii) Precast RCC Lintels designed on the principle of composite action between lintel and brick work (15) (iii) RCC lintels based on conventional design to be used where (i) and (ii) above are not feasible.
4. Floors/Roofs	(i) Stone slabs on timber or precast RCC joists (16)

NOTES:—

4. Proportion of mix for lime mortar should be decided after taking into consideration quality of lime and fine aggregate and design strength of mortar/masonry.

5. Generally lime mortar without any cement should be used in all masonry walls of buildings upto two storeys and also in non load-bearing walls like partitions, or filler walls. For load-bearing walls of buildings of more than two storeys, composite cement-lime mortar may be used, the proportion being determined according to the strength required.

6. When for structural reasons, brick walls are reinforced, the mortar used may be composite cement-lime mortar.

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- (ii) Brick Tiles on RCC or timber joists (17)
 - (iii) Timber Floors
 - (iv) Jack arches with RCC joists (18)
 - (v) Brick-cum-Concrete composite (Madras Terrace) floor or roof (19)
 - (vi) Reinforced brick or reinforced brick concrete slabs (20)
 - (vii) Various types of precast units such as channel units, cored units cellular units with RCC joists, hollow concrete/clay blocks with precast RCC pre-stressed joists, doubly curved shells and waffle units for span more than 6 m.
 - (viii) Sloping roofs using Mangalore tiles, Allahabad tiles, slates or shingles over wooden trusses.
 - (iv) CGI/AC sheet roofs over wooden trusses.
- (Please see Notes 7, 8 and 9)

7. For floor and roofs, stone slabs or Tiles on timber/RCC joists, Jack arches, Madras terrace or other specification which require only small quantity of cement and steel should be preferred where suitable materials are available. Sloping roofs with tiles, slates or shingles should be adopted in regions where these materials are economically available and where their use is suitable for local climatic conditions.
8. Where precast RCC units are functionally and structurally suitable and where their use will result in economy of cement/steel, they should be preferred to cast in situ R.C.C. constructions.
9. Where local materials mentioned above are not economically available, and do not meet the functional requirement of any particular building R.C.C. construction may be adopted.

1	2
5. Flooring	
(a) Base for Ground floor.	Lime concrete as in item 1.
(b) Wearing Course	<p>(i) Flat brick tiles laid with 12 mm thick joints grouted with mortar and finished with 12 mm thick plaster of cement mortar (1:4) in ground floor or low cost housing (Not suitable in areas like W.C. bath and Kitchen).</p> <p>(ii) Burut clay flooring tiles (IS: 1478-1969).</p> <p>(iii) Stone slabs as locally available.</p> <p>(iv) Timber flooring.</p> <p>(v) Cement concrete/mosaic/terrazo tiles flooring to be provided when it is not possible to adopt any of the above alternative specifications on functional and cost considerations.</p>
6. Plaster	
(a) External	<p>Cement lime mortar 1:2:9 to 1:1:6 depending on intensity of rainfall and quality of bricks. (Please see Notes 10 and 11 below)</p>
(b) Internal	<p>(i) Lime: Sand 1:3 to 1:2 (ii) Lime: Surkhi: Sand:1:1:2 to 1:1:1</p>

NOTES:—

10. External plastering need not normally be provided on stone work and only pointing shall be provided with lime or cement lime mortar.
11. In regions of low rainfall, if the bricks are of reasonably good quality, only pointing may be done externally with lime or cement lime mortar.

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(iii) Lime: Flyash: Sand: 1:1:2 to 1:1:1

(iv) Lime: Surkhi 1:2

(v) Where good lime is **not** available and where **functionally**, needed, **cement** lime mortar 1:1:6 to 1:2:9 may be used.

(Please see Note 10)

7. Doors and Windows:

(a) Frames and shutters To be made on recognised secondary species of timber, seasoned and treated.
(Please see Note 13 below).

(b) Fittings For purpose of economy, costly fittings such as Brass/Aluminium should be avoided.

8. Drive ways and Courtyards Any specification based on the use of stones, bricks lime etc., avoiding use of cement.

9. Plumbing (i) Plastic pipes may be used for low cost Housing Schemes.

NOTES:—

12. In areas subject to continuous wetting such as bathrooms and kitchens, mortar for plaster used should be of comparatively greater strength.

13. Where soil is infested with termites, soil and timber should be to Anti-termite treatment.

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10. Electrical Installations

(ii) Single stack system of plumbing, where Building By-laws permit.

(i) Surface wiring on wooden battens shall be provided as far as possible.

(ii) When conduit wiring is essential PVC conduits may be used.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF GOVERNMENT

Recommendation

The Committee note that the Department have undertaken a programme of demolition of quarters in areas such as Minto Road, BIZ Areas in New Delhi for construction of new colonies in accordance with the Master Plan. It has also been stated that the demolition of the existing quarters is done only when they come in the way of development of colonies or re-construction of new quarters after their demolition. The Secretary, Department of Works and Housing, has informed the Committee during evidence that normally the work (of construction) starts soon after demolition but certain hurdles come up which delay the work. He has also informed the Committee: 'I do not feel very happy about it and I have been conducting some studies'. The Committee would like that the formalities regarding the acquisition of sites, procurement of building materials, preparation of lay-out plans, etc. should be completed well in advance and there should be proper synchronisation of demolition and construction works. The Committee would like the Department to conduct detailed studies in regard to the delays in the demolition of houses and construction of new ones in their places so as to take remedial measures. Care should also be taken to see that demolition of quarters should not be resorted to unless they are unsafe.

[S. No. 3 (Para 1.29) of Appendix IV to P.A.C's 168th Report
(5th Lok Sabha)]

Action taken

The Chief Engineer, New Delhi, Zone, C.P.W.D. has been asked to conduct detailed studies in regard to the delays in the demolition of houses and construction of new ones and send a report to Government, after which remedial measures will be taken, where considered necessary. This Ministry accepts that there should be synchronisation of demolition of old quarters and construction of new ones in their places. While ordinarily demolition of quarters

will not be resorted to unless they are unsafe, old quarters may have to be demolished for the purpose of re-development and construction of new quarters, if the localities where the old quarters are situated have become ripe for such re-development. However, shifting of the people from the houses proposed to be demolished will have to be done, in advance, and since vacancies in the existing stock of houses do not occur, all at once, or in large numbers, the shifting and vacation of the houses may have to be planned and commenced in a phased manner, as and when a vacancy arises, well before the commencement of the work or of the storage of materials at site.

[Ministry of Works and Housing O.M. No. G-25015.2/75/Bt.
dt. 8-9-1975]

Recommendation

The Committee are also distressed to note from the sample study conducted by Audit that the average rate of return on capital for all types of Government residences in Delhi was only about 3 per cent in 1971-72. It is also significant from the study that the rates of return are the highest for residences of types II (meant for low paid employees) and IV which was respectively 3.43 per cent and 4.19 per cent in 1971-72 and are the lowest for types III, VI & VII. While the Committee can appreciate the low return of 2.33 per cent in respect of type III residences; the Committee can see no justification for the low return of 2.46 per cent and 2.29 per cent respectively in the case of type VI and type VII residences (for highly paid officers). It is an admitted fact that better facilities are provided in the higher type of quarters and the unit cost of construction of type VI & VII residences is also much higher than the lower types. As such, the return on these residences should be adequate enough to absorb the higher cost of construction. The Committee desire that the reasons for the lower return on the capital cost of higher type of residences should be investigated into immediately and it should be ensured that the return from better type residences is improved. This examination should be completed expeditiously and the action taken on the basis of the examination reported to the Committee within three months.

[Sl. No. 13 (Para 1.118) of the Appendix IV, to 168th Report]

Action taken

The matter has been examined in the Ministry. A statement showing type-wise average cost of construction is attached. A com-

comparison of the unit cost of construction of types VI & VII as compared to those of the other types reveals that practically the difference in the unit rates is only nominal. In fact, the average cost of construction per sq. metre for types III and V is higher than the average cost of construction per sq. metre for type VII. It may be stated that even this average cost of construction per sq. metre is not going to affect the actual rate of return because the licence-fee in Delhi is pooled as under in accordance with the provisions of F.R. 45-A IV—(C) (i):—

(i) Types II to IV.

(ii) Types V to VIII.

2. The system of pooling was evolved in early 1950's in order to ensure recovery of similar rates of licence fee for similar types of accommodation even though they were constructed in different periods and with different costs of construction. It is true that better facilities are provided in residences of higher types, but the variation in the unit cost of construction between all types of residences is not much, for the unit cost of construction in lower types of quarters gets equated to that of higher types of quarters, as the sizes of rooms in the former types of quarters are small.

3. Secondly, it has been reported by the CPWD that there is not much variation in the figure of expenditure incurred on maintenance between one type and another.

4. Thirdly, there is no difference in the method of fixation of licence fee between the lower types and the higher types.

5. In view of these factors, namely, (a) method of fixation of licence fee; (b) cost of construction of accommodation; and (c) expenditure on maintenance, it will be observed that none of the three factors contributes to the low or differential rates of return. One of the main reasons for the lower rate of return on the capital cost of higher types of residences is that a number of these residences have been allotted free licence fee or on nominal/concessional licence fee, such as, to Ministers, Members of the Planning Commission, Judges of the Supreme Court, Members of Parliament, etc.

[Ministry of Works and Housing O.M. No. G-25015/2/75/Bt.
dated 12-9-1975].

Annexure

Type	Capital cost of construction	Living area in Sq. metre	Average cost of construction per Sq. metre	Remark
I	2	3	4	5
	Rs.		Rs.	
II	9,95,50,600	5,94,540	167.45	
III	4,61,63,200	2,48,520	186.75	
IV	5,48,29,200	3,20,220	171.25	
V	5,06,20,000	2,66,290	190.00	
VI	2,70,73,600	1,11,400	243.05	
VII	99,65,000	56,960	174.95	
VIII	93,28,000	68,940	135.30	

Recommendation

"The Committee observe that the pooling of different types of accommodation for the calculation of rent has also resulted in disparities, particularly among the lower paid categories of employees. For instance, the Committee are unable to appreciate the logic of pooling quarters of types II, III and IV. Since better specification was adopted for the construction of type IV quarters than in type II quarters, the unit cost of construction of the higher type of quarter (type IV) is more than that of the lower type (type II). Consequently, the inclusion of type IV quarters with type II quarters in the same group results in the transfer of a part of the higher unit cost of construction of the higher type of quarters to the lower type of quarters. It would appear that this is not a sound and equitable method of determining the licence fees. Even though F.R. 45-A IV-C(i) provides for the grouping of residences for the purpose of calculation of licence fee, the Committee feel that it is necessary to calculate the unit rate for each type of accommodation separately instead of different categories of residences. In the opinion of the Committee this would be a more realistic method of calculating the unit rate."

[Sl. No. 14, Para 1.119 of Appendix IV of the 168th Report (5th Lok Sabha)]

Action taken

Grouping of residential buildings of different types in Delhi for assessment of licence fee was first done from 1.11.1952. Thereafter, revision took place in 1958, 1965, 1970 and 1975. Types II to IV quarters are in one group and types V to VIII. quarters in another. Type I quarters are in a separate category and licence fee for this type is not fixed on pooled basis.

2. Pooling is done in accordance with the provisions of F.R. 45-A IV-C(i) and factors like living area, amenities available, location, type of construction and demand in each type are taken into consideration. The size of accommodation provided within the same type quite often differs and, to achieve uniformity of accommodation in the same type of residences, reclassification, upgradation|down-gradation of residences is resorted to, whenever considered necessary. The main objective of pooling is to equalise licence fee of residences of the same type having similar areas, irrespective of old or new construction.

3. It is true that there are slight variations in the specifications of lower types and higher types of quarters, but the effect of this variation is balanced in regard to the unit cost of construction by other factors, like smaller room sizes in lower types, etc., and is absorbed within the plinth area itself, which is worked out on an average basis. From Annexure I, it would be observed that the average cost of construction per sq. metre of type II quarters is Rs. 167.45 whereas that of type IV is Rs. 171.25; the difference being Rs. 3.75 per sq. metre, which is quite negligible. There is a variation of nearly Rs. 55/- per sq. metre between the average cost of construction of type V and type VIII quarters. Pooling of these types together actually benefits allottees of type V as the higher cost of construction of this type is actually shared by allottees of higher types (VII & VIII). The various figures in Annexure I show the justification for the grouping of the quarters.

4. A statement showing the typewise pooled unit rates and groupwise pooled unit rates is at Annexure II. This shows that, if typewise pooled unit rates are taken into account, then those living in types VII and type VIII quarters would be paying less than what they are paying under groupwise pooled licence fee. Moreover, if separate unit rate for each type is to be worked out, avoidable confusion is likely to be created, inasmuch as, instead of having two unit pooled rates as at present, there would be seven pooled unit rates. And the upgradation|down-gradation of a quarter will make it necessary to recalculate its rent.

5. In view of what has been explained above, it is felt that *status quo* should be allowed to continue.

[Min. of Works and Housing O.M. No. 13011 (1)/75-Pol. III dated 12.15.9.1975 dated 27.10.1975]

ANNEXURE I

TYPEWISE AVERAGE COST OF CONSTRUCTION

Type	Capital cost of construction	Living area in sq. metre	Average cost of construction per sq. metre.	Remarks
I	2	3	4	5
II	9,95,50,600	5,94,540	167.45	
III	4,61,63,200	2,48,520	185.75	
IV	5,48,29,200	3,20,220	171.25	
V	5,06,20,000	2,66,290	190.10	
VI	2,70,73,600	1,11,400	243.05	
VII	99,65,000	56,960	174.95	
VIII	93,28,000	68,940	135.30	

ANNEXURE II

ABSTRACT SHOWING SEPARATELY THE UNIT RATE PER SQ. MT. PER MONTH WHEN THE RESIDENCES AREA POOLED TYPE-WISE AND GROUP-WISE.

Type of accommodation	Type-wise unit rate	Group-wise unit rate
II	00-94	00-99
III	1-08	
IV	00-99	
V	1-04	
VI	1-88	1-02
VII	00-88	
VIII	00-76	

Recommendation

The Committee note that between 1968-69 to 1972-73, the expenditure on additions and alterations to 182 type VIII residence was Rs. 13.52 lakhs against Rs. 9.72 lakhs spent on 25,406 residences in type II to IV. The Committee are surprised at the disparities in so far as the expenditure on additions/alterations to residence is concerned. The Committee would like the Government to examine whether costs for all alterations and additions in type VIII quarters should not be borne by the occupants themselves as mere augmentation of the rent due to such alterations is not enough. The Committee would also like the Government to see that uniform facilities and amenities are provided to all houses in the same group in so far as lower types of accommodation are concerned.

[Sl. No. 19, (Para 1.134) Appendix IV of the 168th Report (5th Lok Sabha)].

Action taken

Most of the type VIII quarters are occupied by Ministers, Supreme Court Judges, etc., who are entitled to rent free accommodation, and who in keeping with offices they hold, have to be provided with additional facilities like offices, space for visitors, security arrangements, guard rooms, etc. These houses were not built with these things in view. Some of these houses are also occupied by senior Secretaries, Judges of High Court, M.Ps., etc. Additions and alterations have been made from time to time to meet the requirements of the occupants, mostly consistent with their status and responsibilities. It is not practicable to make recoveries from occupants of these houses as they cannot be expected to incur expenditure on facilities for which they are otherwise entitled. Besides they stay in these houses for a short duration where additions/alterations add to facilities which can be used by the subsequent tenants. This will cause unreasonable hardship. The present arrangement of recovering additional licence fee from occupants of all types (including type VIII) for additions/alterations is considered reasonable and adequate.

Uniform facilities and amenities are already being provided in each types of houses at the time of construction of each project. Efforts are made to improve the facilities and amenities each time a project is undertaken. Individual requests for additional facilities and amenities in case of officers occupying lower types of accom-

modation are also considered as and when required by them and provided on payment of additional licence fee.

[Ministry of Works and Housing O.M. No. G-25015|2|75/Bt. dated 11-9-1975].

Recommendation

"The Committee have been informed that during the last five years, i.e. from 1969 to 1973, 625 shops had changed hands and that the licence fees of shops which have changed hands have been revised at the time of change-over except in certain specified cases. The Committee would like the Government to examine whether any legal action can be taken to evict those occupants who were not the original allottees or compel them to execute proper lease deeds providing for increase in licence fee."

[Sl. No. 21, Para 1.149 of Appendix IV of the 168th Report (5th Lok Sabha)]

Action taken

Occupants of shops, who are not original allottees, are required to execute proper licences|lease deeds providing for payment of increased licence|lease fee|rent. In the case of the following two three categories, however, although fresh licence|lease deed is obtained, the licence fee|lease rent is not increased:—

- (i) when a shop is allotted to an allottee of another shop which he is required to vacate in the public interest; and
- (ii) when a shop is allotted in favour of an institution rendering public utility service, such as, banks, cooperative societies, post offices, etc.

[Ministry of Works and Housing O.M. No. G-25015|2|75-Bt. dated 12-9-1975].

Recommendation

"The Committee are surprised to note that a sum of Rs. 15.43 lakhs was due as arrears of rent of markets as on 31.3.74. The Committee are unhappy that though the Ministry "do agree that the arrears have been very heavy," the steps taken by the Ministry for liquidation of the arrears have been utterly inadequate. Since realisation of arrears of rent from the various shopping centres has not been significant in spite of the extension of time given to the owners from time to time, the Committee would like the Govern-

ment to take penal action under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 against all the occupants of Government shops who have failed to make payment of the licence fee for more than six months and responsibility should be fixed for appropriate action against the officials who were responsible for such a high accumulation of arrears."

[Sl. No. 22, (Para No. 1.150) of Appendix IV of the 168th Report
(5th Lok Sabha)]

Action taken

The recommendation of the Committee that penal action under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 should be taken against all the occupants of Government shops who have failed to make payment of the licence fee for more than six months is already being implemented.

2. As regards fixing of responsibility and taking appropriate action against the officials who were responsible for such high accumulation of arrears, it may be pointed out that accumulation of arrears is mainly due to the fact that proceedings against defaulting shopkeepers under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 are quasi-judicial in nature and are time-consuming. A large amount of arrears accumulated during the time when the Act had been invalidated by the Delhi High Court and no effective action against the defaulters could be taken. After the new Act was enacted in 1971, all possible efforts have been made to pursue cases of recoveries. Even after the proceedings are completed and certificates of recoveries sent to the Collector for realising the dues as arrears of land revenue, the Collector takes some time to make recoveries and certify them to this Directorate. In the circumstances, it will be appreciated that it is not possible to fix responsibility for the accumulation of arrears on any individual officer.

[Ministry of Works and Housing O.M. No. G-25015|2|75-Bt.
dated 12-9-1975].

CHAPTER IV

RECOMMENDATIONS|OBSERVATIONS REPLIES TO WHICH HAVE NOT BEEN' ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation

The Committee are surprised to find that as many as 3,016 employees who were entitled to type II accommodation have not been provided with quarters despite their putting in as long as 20 years of service. There are 815 more Government employees who have rendered service more than 20 years and are without Government accommodation. Similarly in regard to type III quarters as many as 352 persons who have rendered service for more than 22 years and upto 24 years, are without accommodation. In regard to type IV accommodation, there are as many as 1670 employees who have put in more than 24 years and upto 30 years of service but have not got the Government accommodation. There may be a good number of Government employees who could not get accommodation during their entire period of service. This indeed is a most unsatisfactory position. The Committee are not satisfied with the laconic reply given by the Secretary, Department of Works and Housing that proliferation in the lower categories has been a little too rapid. The Committee fail to understand why the Department of Works and Housing did not consider it necessary to provide accommodation to low paid Government employees who have not been provided accommodation for more than 20 years or so. It was for the Department to take up the matter of providing finances for construction of quarters with the Ministry of Finance or with the Planning Commission so that the percentage satisfaction of the above categories could have shown some positive improvement. If there is shortage of fund the Government should consider to borrow money from institutions like L.I.C., etc. High priority should be given to provide Government accommodation to low paid employees as best as possible.

[Sl. No. 5 (Para 1.39) of Appendix IV to P.A.C.'s 168th Report
(5th Lok Sabha)]

Action taken

This Ministry fully agrees with the recommendation of the Committee that Government employees who have not put in longer

years of service should be provided with Government accommodation. With a view to constructing more houses, this Ministry had formulated proposals for construction of general pool accommodation in various cities involving an outlay of Rs. 183.00 crores during the Fifth Five Year Plan period. The Draft Fifth Five Year Plan issued by the Planning Commission however contains a provision of only Rs. 100 crores. On this basis for the first year of the Fifth Plan i.e., 1974-75 this Ministry had formulated proposals and sought an allocation of Rs. 21.93 crores for construction of both office and residential accommodation. However, in August, 1973 as a measure of economy the Government imposed a ban on construction of non-functional buildings according to which works which had not been taken up on that date or which had not crossed plinth level, could not be taken up for construction till the ban is lifted. In view of the changed circumstances only a sum of Rs. 6.30 crores was made available for construction of general pool accommodation during the first year of the Fifth Five Year Plan. For the second year, though the Ministry of Finance|Planning Commission indicated that the allocation will be more or less of the order as that of first year, yet taking into account the need for providing residential accommodation to the low-paid employees, this Ministry formulated proposals involving an outlay of Rs. 15.00 crores against which a sum of Rs. 7 crores has been made available for the current year (1975-76). It will, therefore, be seen that this Ministry had been regularly taking up the question of making available more funds with the Ministry of Finance|Planning Commission.

As regards borrowing money from the institutions like L.I.C., this matter was considered in the year 1971. However the proposal of this Ministry for obtaining loan from the L.I.C. for construction of general pool office accommodation was not found acceptable to the Government for the following reasons:

- (i) L.I.C.'s contribution towards schemes which are legitimately the responsibility of Governmental budgets, has necessarily to be in the form of its support to the market borrowings of the Governments concerned.
- (ii) If the proposal put forward by this Ministry is allowed to go through, there will be similar demands on the L.I.C. from the State Governments who will have no dearth of proposals relating to administrative buildings including police stations and housing for their employees etc., and such investment would be at expense of other socially desirable investments. However, the matter is, again, being taken up with the Finance Ministry;

It will be the endeavour of this Ministry to give high priority to the provision of accommodation to low paid employees within the funds made available and it will also do its best to move the Ministry of Finance and the Planning Commission to allocate more funds but to what extent they will be able to meet such demands will naturally depend upon what other demands they have on the Government's total resources.

[Ministry of Works and Housing O.M. No. G-25015/2/75-
dt. 8-9-1975)

Recommendation

According to the information furnished by Audit, 11,131 persons were in occupation of next below type of quarters as in December 1972, the largest number being in type III (4,967), followed by Type V (2,127) and Type IV (1,848). 2090 more persons were staying in quarters of types lower than the next below type. The Committee fail to appreciate the rationale of the decision of the Department that the officers who were satisfied with the lower types of accommodation and have not applied for their entitled types or when they did not want to move to their entitled types, should not be compelled to move to accommodation of their entitled types or to pay rent of entitled accommodations when offered, even if they continued in the lower type of accommodation. As a result of the intransigence on the part of officers to refuse to accept quarters of their entitled types when offered and to continue in lower types of accommodation, a large number of prospective employees are deprived of allotments entitled classes. The Committee would like that the desirability of continuing this rule should be examined on a priority basis so as to remove the existing anomaly.

[Serial No. 8 (Para 1.54) of Appendix IV of the 168th Report
(5th Lok Sabha)]

Action taken

According to the existing rules, an officer who is in occupation of a lower type residence is required to give his option, at the time of submitting his annual application, whether he wishes to continue in his existing residence or desires to be considered for allotment of a residence of his entitled type. In case the officer indicates that he is willing to retain the existing residence, no allotment of residence of his entitled type is made to him even if his turn for such an allotment is reached. In case, however, the officer wishes to be considered for allotment of his entitled type, an allotment of such a type is

made to him in his turn. If the officer fails to accept the allotment in his entitled type, he is not considered for another allotment of his entitled type for the remaining period of the allotment year and is allowed to retain his existing residence on payment of the same licence fee which he would have had to pay under F.R. 45-A in respect of the residence so allotted or offered or the licence fee payable in respect of the residence already in his occupation, whichever is higher. It is felt desirable to continue the existing pattern primarily because an officer, who is in occupation of a lower type accommodation for a number of years, may not like to move to his entitled type in a different locality for various reasons. For instance, after prolonged stay in a particular house, he finds it inconvenient to move to another in a different area. As Government accommodation is provided as an amenity to an officer, his personal inconveniences should not be overlooked and he should not be forced to move to accommodation which is not convenient for him. The proposition of allowing officers to remain in lower type residences may be financially advantageous to a certain extent, as it will not be necessary to construct more residential units in higher types, the cost of construction of which is much more than that of units of lower types. At present, Government is also considering the question of reducing the number of types of residences from the existing eight types. When this is implemented, it will be necessary to reclassify all the existing residences and, as a result, there is bound to be considerable change in the number of people at present occupying lower type residences.

Considering the position explained above, Government feel that there is enough justification for the continuance of the existing rule.

[Ministry of Works, and Housing O.M. No. 13011(1)|75-Pol. 111
dt. 12|15-9-1975].

Recommendation

The Committee are also surprised to find from the sample study conducted by Audit to ascertain what percentage of the emoluments was actually being paid as rent by allottees of types V to VIII residences that 66-2|3 per cent of the officers occupying type VII quarters, covered by the sample survey, were only paying rent above 5 per cent and upto 6 per cent of their pay. Similarly more than 50 per cent of the officers in occupation of type VI quarters pay rent only upto 7 per cent of their pay. In some cases, the Committee find that the amount paid as rent is only 4 per cent or less. In respect of officers of the All India Services also only about 31.25 per cent of the officers covered by the study pay rent above 7 per cent and upto ten per cent of their pay. What is more dis-

trussing to the Committee is the fact revealed by the sample study that about 50 per cent of the government servants occupying government residences of types V, VI and VII pay, as rent, a percentage of their emoluments which is less than that of those occupying Type I residences which are mostly occupied by class IV employees. That such a situation should prevail would indicate that the present method of recovering rent for Government quarters is heavily weighted in favour of those in the higher income brackets. This, in the opinion of the Committee, is a most unsatisfactory state of affairs.

[Sl. No. 15, Para 1.120 of Appendix IV of the 168th Report (5th Lok Sabha)]

Recommendation

The Committee see no reason why the basis of recovery of rent should not be changed to ensure that the recovery of rent corresponds to the percentage of his salary a government servant is expected to pay as rent. The Committee note that a similar recommendation had been made by the Cabinet Committee on Accommodation in 1968 and it is extremely distressing that this suggestion is being complied with only in the case of lower type of accommodation and no positive steps have been taken by the Ministry to implement this recommendation in the case of residences of types VI to VIII. This would only strengthen further the apprehension of the Committee that the Ministry of Works and Housing is only interested in safeguarding the interests of the better paid officers.

[Sl. No. 16 (Para No. 1.121) of Appendix IV of the 168th Report (5th Lok Sabha)]

Recommendation

Even though it has been expected that in the case of residences of types VI to VIII, where the recovery falls short of 10 per cent of the emoluments of the allottees, the target of 10 per cent would be reached with the subsequent upward quinquennial revision of licence fees, the Committee find that no proper study even has been conducted by the Ministry to see after how many quinquennial revisions, Government servants would have to pay 10 per cent of their emoluments toward licence fees. Therefore, the Committee must necessarily recommend that officers occupying accommodation of the type to which they are entitled to should be made to pay 10 per cent of their emoluments as rent irrespective of the fact whether the standard rent works out lower. In respect of officers occupying a lower type of accommodation, however, the rent may continue to

be recovered on the basis of the standard rent or 10 per cent of the emoluments, whichever is lower till they are offered entitled accommodations. In this context, the Committee consider it pertinent to mention that in the payment of House Rent allowance to employees not in occupation of Government accommodation, only the rent paid in excess of 10 per cent of the emoluments is reimbursed subject to prescribed ceilings which vary according to the class of cities. The Committee, therefore, find no justification for the differential treatment between employees allotted government accommodation and those who have to fend for themselves, in the context of the present hard times and rising prices. The Committee desire that the recommendation should be given effect to immediately and a report submitted to the Committee within three months. The outcome should be reflected in the Annual Report of the Ministry.

[Sl. No. 17, Para 1.122 of Appendix IV of the 168th Report (5th Lok Sabha)].

Action taken

F.R. 45-A IV(b) provides that an officer shall pay for the residence allotted to him standard licence fee, as defined in F.R. 45-A-III(b), or 10 per cent of his monthly emoluments, whichever is less. This rule was framed in the year 1924 and was made applicable to all the Central Govt. employees w.e.f. 1st April, 1929 at the recommendation of the Royal Commission (more commonly known as Lee Commission) which felt that recovery under F.R. 45-B, which was being effected from Central Govt. employees, operated harshly on them. It was a deliberate decision of the Government of India to accept the recommendation for affording relief to Central Government employees in the matter of providing Government accommodation to them. It is proposed not to accept the recommendation of the Public Accounts Committee on the following grounds and to avoid anomalies which may arise if the recommendation of the Public Accounts Committee is accepted:

- (i) The Cabinet Committee on Accommodation was informed on 19-12-69 that, so far as lower types of residences were concerned, the recovery of licence fee at 10 per cent of the emoluments had generally been reached and, in the case of types VI to VIII residences where the recovery fell short of 10 per cent of the emoluments of the allottees, it was expected that with subsequent upward quinquennial revisions of licence fee, the target of 10 per cent would be reached in their case also. After the information had been furnished to the Cabinet Committee on Accommodation, the next upward quinquennial revi-

sion of licence fee was held in 1970. The increase in licence fee for types II to IV was to the tune of 11 per cent and, in respect of types V to VIII, the increase was to the tune of 21 per cent. Another revision has been undertaken in the year 1975 and licence fees have been further increased to the tune of 11 per cent in the case of types II to IV and 5 per cent in the case of residences in types V to VIII. The booked licence fee in respect of types V to VIII has not increased to the same extent as in case of lower types mainly because there has been little new construction in the higher types. It is felt that, to enforce recovery at the rate of 10 per cent of the emoluments of the allottees of Government accommodation all at once and to call upon them to pay licence fee at a higher rate is not justifiable, particularly in view of the present hard times and the high prices. If this age long concession of paying licence fee at 10 per cent of one's emoluments or standard licence fee, whichever is less, is withdrawn at this stage when we have recently enhanced licence fee due to quinquennial revision, it is bound to cause hardship and may create a big stir amongst the Central Government employees.

- (ii) A senior officer staying in accommodation of a type lower than his entitlement would be paying a lesser amount as licence fee than a junior officer with lesser pay staying in an adjoining house of the same type but of his own entitlement. For instance, while an officer entitled to type V but staying in type IV would still be governed by the existing rule, an officer of junior rank eligible for type IV and living in type IV would, in the event of acceptance the Public Accounts Committee's recommendation, be governed by the revised rule of paying at least 10 per cent of his pay as licence fee. And this may be higher than what the officer occupying type V accommodation would pay.
- (iii) While the present rule has some relation and relevance to the plinth area of a house, under the recommendation of the Public Accounts Committee, this consideration would not be applicable in most of the cases.

2. In addition to the anomalies stated above which will arise if the Public Accounts Committee's recommendation is accepted, many more difficulties and anomalies are anticipated to crop up. For ins-

tance, in the matter of accounts, it has been the experience that, in whatever cases 10 per cent of emoluments is charged as licence fee, increment certificates are not received in time. This results in extra work and delay in recoveries. If the recommendation of the Public Accounts Committee is accepted, the volume of work relating to accounts will increase considerably as increment certificates will have to be called for, cards reviewed, and arrears assessed. Protests and agitations from the Central Government employees and their associations is also not ruled out, which would result in unnecessary and infructuous work. In the circumstances stated above, it is not proposed to accept the recommendation of the Public Accounts Committee, but to maintain *status-quo*.

[Ministry of Works and Housing O.M. No. 13011(1)/75-Pol. III
dt. IL/15-9-75]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

Recommendation

The Committee see no justification for having an exclusive 'Tenure Pool' accommodation only for the All India Services Officers who come to the Central Secretariat on deputation from the States for prescribed tenures. The argument of the Ministry for not extending the tenure pool accommodation to officers of other Central Services is not acceptable to the Committee. Though some of the Central Services Officers may be retained in Delhi itself on the completion of their tenure in the Central Secretariat, the Ministry cannot oversimplify this issue by such a generalisation. The Committee understand that not all the officers of the Central Services on deputation to the Secretariat or posted to other Central Government offices for a certain period are posted in Delhi on completion of their tenure and that, in fact, a large percentage of such officers are transferred out of Delhi. Considering the fact that officers will have to wait a long time for allotment of accommodation from the regular pool and that, in the process, many of them do not get allotment during their tenure in Delhi, the Committee recommend that the officers of the Central Services also should be eligible for the allotment of Tenure Pool accommodation and no distinction should be made in this regard between two classes of officers.

[Serial No. 6 (Para 1.47) of Appendix IV of the 168th Report
(5th Lok Sabha)]

The Committee have been informed that the Committee of Secretaries have already considered the question of extending this concession to other Central Services Officers who are required to be posted to Delhi for a fixed tenure, and that the magnitude of this problem is being assessed in the first instance, in consultation with various Ministries and Departments. The Committee desire that this should be examined expeditiously and the concession extended in the least possible time, so that there is no discrimination in the matter of allotment of accommodation from the Tenure Pool.

[Serial No. 7 (Para 1.48) Appendix IV of the 168th Report
(5th Lok Sabha)]

Action taken

The matter is being examined in detail in consultation with other Ministries/Departments of the Government of India, and would be placed before the Cabinet Committee on Accommodation for a final decision, if necessary.

[Ministry of Works and Housing O.M. No. 13011(1)|75-Pol.III
dt. 12/15-9-1975]

Recommendation

The Committee find that while calculating the standard licence fee of Government accommodation, under F. R.—45-A-II, the cost of land and expenditure on its preparation are not taken into consideration. Consequently the real cost of the Government accommodation is not reflected, Since land has a very high value in most of the major cities in the country, the Committee feel that the cost of land and the expenditure on its preparation should rightly be taken into account for the calculation of standard rent. The Committee desire that this should be examined immediately and the rules in force in this regard amended appropriately.

[Serial No. 12(Para 1.117) of Appendix IV of the 168th Report
(5th Lok Sabha)]

Action taken

The recommendation of the Public Accounts Committee to include the cost of land and the expenditure on its preparation in the calculation of standard licence fee is receiving active consideration. In case the recommendation of the Public Accounts Committee is accepted, it will involve amendment of F. R. 45-A and the matter will have to be referred to the Cabinet Committee on Accommodation which may take some time. The final out-come will be reported to the Public Accounts Committee as early as possible.

[Ministry of Works and Housing O.M. No. 13011(1)|75-Pol.III
dt. 1/3-10-1975]

NEW DELHI;
11th December, 1975.

Agrahayana 20, 1897/ (Saka).

H. N. MUKERJEE,
Chairman,
Public Accounts Committee,

APPENDIX

Summary of main conclusions/Recommendations

Sl. No.	Para No. of Report	Ministry/Department concerned	Conclusions/Recommendations
1	2	3	4
1.	1.4	Ministry of Works & Housing	The Committee hope that final replies in regard to those recommendations to which only interim replies have so far been furnished will be submitted to them expeditiously after getting them vetted by Audit.
2.	1.10	—do—	The Committee note that though the Ministry of Works and Housing had formulated proposals, for constructing more houses for Government employees in various cities, involving an outlay of Rs. 183 crores during the Fifth Five Year Plan period, the Planning Commission had provided only Rs. 100 crores in the said Plan. However, the Ministry had sought an allocation of Rs. 21.93 crores and Rs. 15 crores respectively for the first and second years (1974-75 and 1975-76) of the Plan. Against these requirements, the funds that could be made available for the purpose were only Rs. 6.30 crores and Rs. 7 crores respectively. The demand for Government residential accommodation at present far outstrips availability. A large number of employees, particularly in the lower income bracket, have gone without Government housing, a basic amenity that one legitimately expects the employer to provide, despite in many cases having served Government for as long as twenty years

and more. The Committee urge that the Planning Commission and the Ministry of Finance should pay more serious attention to this problem and accord it the priority that it so richly deserves. This pressing problem should be viewed not only on a restricted financial plane but on broad humanitarian grounds as well, and funds to the maximum extent possible should be provided for Government housing schemes.

3. 1.11

—do—

As regards the other recommendation that Government should consider borrowings from institutions such as the Life Insurance Corporation of India to overcome the problem of shortage of funds, the Committee are unable to accept the contention of Government that in that case similar demands might come also from the State Governments and that such investments would be at the expense of other 'socially desirable' objectives. This is not a valid ground for rejecting what is otherwise a sound and practicable proposition. The Committee note that this matter is again being taken up with the Finance Ministry and reiterate that this suggestion should be considered seriously so that investable funds available with such institutions can be utilised for meeting a crying need.

17

4. 1.14

—do—

The Committee cannot appreciate the delay in the Ministry in implementing a simple recommendation, namely, that officers of the Central Services should be eligible for the allotment of Tenure Pool accommodation and that no distinction should be made in this regard between two classes of officers. Since the question of ex-

tending this concession is stated to have been considered by the Committee of Secretaries in 1974 itself, the reasons for the delay are inexplicable. Reiterating what was set out in paragraph 1.47 of the 168th Report (Fifth Lok Sabha), the Committee urge that this recommendation should be implemented early, and the distinction, now subsisting, between two classes of officers in the matter of allotment of Government accommodation be removed.

5. 1.17

Ministry of Works &
Housing

The Committee are not convinced by the arguments advanced by the Ministry of Works and Housing for the continuance of the existing rule which permits Government servants to retain accommodation lower than their entitled types and to refuse to accept accommodation of the entitled types, when allotted, thereby conferring individual benefits to such employees. The Committee are of the view that it is not fair to let some officers continue in lower types of accommodation and pay lower rents without adequate justification. Pleas of 'personal convenience' could, perhaps, be justified in exceptional cases, and for a limited period. However, to accept this as a basis in all cases and for indefinite periods is a proposition which the Committee are unable to accept. Besides, from the table at page 24 of the 168th Report (Fifth Lok Sabha), the Committee find that this tendency of continuing to occupy lower type accommodation is more prevalent in the case of officers entitled to accommodation of type V and above. For instance, as many as

166 and 502 officers entitled to type V quarters were in occupation respectively of type II and type III quarters, in December 1972. What is even more surprising is the instance of an officer entitled to type VI accommodation remaining content with a mere type II quarter. Since such an arrangement obviously deprives better entitled and more deserving employees, especially in the lower income categories, the Committee would refer back to their earlier recommendation and urge examination by Government of the desirability of continuing what appears to be an unjustified concession.

6. 1.18

—do—

In exceptional cases where there might be extenuating circumstances to allow officers to continue in lower-type accommodation, even when accommodation of the entitled type is available, such officers should be required to pay the rent of the entitled accommodation if it is more than the rent paid for the lower type of accommodation in their occupation. In view of the fact that such a provision existed in the rules prior to their amendment in June 1972, it should not be difficult for Government to restore this practice.

23

7. 1.21

—do—

While the Committee note the decisions now taken by Government in pursuance of their recommendations relating to the allotment of Government accommodation to employees owning houses, the Committee would await a detailed report on the actual implementation of these decisions and the extent to which accommodation thereby released has helped in mitigating the hardships of those Government servants who neither have their own houses nor have been provided with Government accommodation so far.

8. 1.24 Ministry of Works &
Housing

In the opinion of the Committee, the reasons advanced and the difficulties enumerated by the Ministry of Works & Housing for not accepting their recommendation for the recovery of rent from the occupants of Government accommodation at the rate of 10 per cent of their emoluments, irrespective of the fact whether the standard rent works out lower or not, are not tenable. In view of the fact that the recovery of licence fee at 10 per cent of emoluments has generally been reached so far as lower types of accommodation are concerned, the Committee are unable to understand the reluctance on the part of Government to enforce recovery at the flat rate of 10 per cent of the emoluments from officials in the higher income brackets. This would only help to confirm the earlier impressions of the Committee that the present method of recovering rent for Government quarters is 'heavily weighted in favour of those in the higher income brackets' and that the Ministry of Works & Housing is 'only interested in safeguarding the interests of the better-paid officials'.

74

9. 1.25 —do—

Government's apprehension that the withdrawal of an age-old concession of paying licence fee at 10 per cent of one's emoluments or the standard licence fee, whichever is less, might create a 'big stir' of discontent and even of hardship to the Central Government employees, appears unfounded. On Government's own admis-

sion; most of the lower-paid employees are already contributing 10 per cent of their emoluments towards rent. Recovery of rent at this rate also from the better-paid officers should not normally cause any grievance, much less provoke any agitation on their part.

10. 1.26

—do—

Government's plea that an anomalous situation might arise, where a senior officer staying in accommodation of a type lower than his entitlement would be paying a lesser amount as licence fee than a junior officer with lesser pay staying in an adjoining house of the same type, but of his own entitlement, does not seem serious. This anomaly can be removed easily if the recommendation of the Committee relating to the retention by Government servants of a lower type of accommodation without paying any additional rent, even when they are allotted accommodation of their entitled type [vide paragraph 1.5 of their 168th Report (Fifth Lok Sabha) and reiterated in paragraph 1.17 of this Report] is implemented.

11. 1.27

—do—

The other difficulty regarding delays in the receipt of increment certificates visualised by Government is also by no means insurmountable. The Committee see no reason why this alleged hurdle cannot be crossed by directing the concerned Ministries to furnish such certificates in time. In any case, under the present system, the responsibility for recovering rent from the emoluments of Government employees does not devolve on the Directorate of Estates but on the drawing and disbursing officers in the case of non-Gazetted Government servants and on the Accountants General and Pay & Accounts Officers in the case of Gazetted Govern-

ment servants. The additional volume of work involved in the revision of rent on account of change in emoluments is not likely to be very large. The recovery of rent at enhanced rates can easily be ensured while authorising or drawing pay at the enhanced rates consequent upon the earning of increments by Government employees.

12. 1.28

Ministry of Works &
Housing

The Committee thus are unable to accept the contention of the Ministry in this regard and would reiterate their earlier recommendation that officers occupying Government accommodation of the type to which they are entitled should be required to pay 10 per cent of their emoluments as rent irrespective of the fact whether the standard licence fee works out lower or not. This will help to abolish the differential treatment that is presently meted out to employees allotted Government accommodation and those who have to hire private accommodation, often at exorbitant rates.

76

13. 1.31

—do—

In view of the reply furnished by Government, the Committee do not wish to pursue the question of fixation of responsibility for the heavy accumulation of arrears. The Committee would, however, like to be informed of the progress made in the recovery of the arrears of Rs. 15.43 lakhs which were pending realisation as on 31st March, 1974 and the specific steps taken by Government to ensure that heavy accumulations of arrears are avoided.

