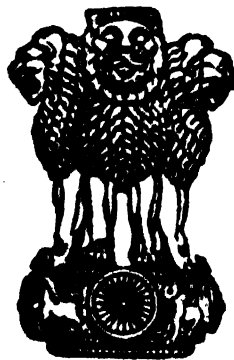


ESTIMATES COMMITTEE

FORTY-FOURTH REPORT (1956-57)

ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE FOURTH REPORT OF THE ESTIMATES COMMITTEE



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI
December, 1956

CORRIGENDA

Forty-Fourth Report of the Estimates Committee on Action taken by Government on the recommendations contained in the Fourth Report of the Estimates Committee.

Contents Page: for '102-109' against Appendix III, read '102-110'

Contents Page: for '110-111' against Appendix IV, read '111-112'.

Contents Page: for '112-113' against Appendix V, read '113-114'.

Page (iii), Para 1, line 1. for 'Committee' read 'Committee'.

Page 5, column 1, line 1. for '4' read '14'.

Page 5, S.No. 20, column 3, line 1 for 'Reference' read 'References'

Page 9, S.No. 53, column 3, line 1: for 'the' read 'one'.

Page 11, S.No. 82, column 3, line 2: for 'constructions' read
'construction'

Page 15, column 1: insert '2'.

Page 21, column 4, line 6: for 'servic_able' read 'serviceable'.

Page 33, column 4, line 2 from below: after 'as well' insert 'as'

Page 34, column 4, line 5: for 'orgainisations' read 'organisation'.

Page 35, column 4, lines 17-18: for 'accelarated' read 'accelerated'.

Page 37, column 4, line 6: for 'relevent' read 'relevant'.

Page 42, column 4, line 2 from below: after 'due' omit 'to'.

P.T.O.

Page 45, column 4, line 6: *for 'excessive' read 'excessive'.*

Page 48, column 4, line 15: *for 'areass' read 'areas'.*

Page 49, column 3, line 2 from below: *for '11' read '11'*

Page 54, column 5, line 7 *for 'previsouly' read 'previously'.*

Page 57, column 3, line 2 from below. *for 'officers' read 'offices'.*

Page 59, column 4, line 6: *for 'of the Headquartes' read 'or the Headquarters'.*

Page 63, column 4, line 6: *for 'Officers' read 'Offices'.*

Page 65, column 4, line 16: *for 'officers' read 'offices'.*

Page 67, column 4, below line 7 *add '(Statement laid on the Table on the 18th September, 1951)'.*

Page 72, column 4, line 6 from below: *for 'threatend' read 'threatened'*

Page 72, column 4, line 4 from below *for 'nove' read 'novo'.*

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MEMBERS OF THE ESTIMATES COMMITTEE, 1956-57

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3. Shrimati B. Khongmen
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SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary*

Shri A. R. Shirali—*Deputy Secretary*

Shri C. S. Swaminathan—*Under Secretary*

*Resigned on 20th November, 1956.

**Died on 6th October, 1956.

†Ceased to be a Member upon his election to Rajya Sabha on the 13th December, 1956.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Forty-fourth Report containing the comments of the Committee on the replies of the Government to the recommendations contained in the Fourth Report.

2. The Fourth Report of the Estimates Committee was presented to the House on the 24th March, 1951. Government laid a statement on the Table of the House showing the progress made in regard to the recommendations contained in that Report on the 8th June, 1951 and a statement showing further progress on the 18th September, 1951. Further replies were given in January, 1953. The replies were considered by the Sub-Committee of the Estimates Committee, 1955-56 during their sitting on the 16th October, 1955. The main Committee considered the views of the Sub-Committee on the replies by the Government on the 28th November, 1955 and 8th December, 1955. The views of the Committee have been communicated to Government. Further replies received from Government have also been included in this Report.

3. The Report has been divided into four Chapters:

- I. Report.
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

NEW DELHI,
The 21st December, 1956.

BALVANTRAY G. MEHTA,
*Chairman,
Estimates Committee.*

@ Since the finalisation of this Report a further reply was received from the Ministry with their O.M. No. E-5(20)/55, dated the 11th February, 1957. This is reproduced in Appendix VI.

CHAPTER I

REPORT

The Estimates Committee recommended in para 3 of their Fourth Report in 1951 that the then procedure of calling applications for allotment of houses from all the Government servants every six months should be abolished. They further recommended in that para that an application should be called for once, when accommodation is first sought by an eligible officer and a card opened for him, further applications being invited from him only when he became out of class or when there was any material change in the particulars furnished by him previously. Government have accepted these recommendations subject to the reservation that annual applications would be called for now. The Committee fail to see why even annual applications should be called for, and would therefore, reiterate their recommendation referred to above.

2. In para 4 of the Fourth Report, the Committee had recommended that the responsibility for collecting rent for accommodation allotted to Government servants should be cast on the Ministries since the existing procedure whereby the Estate Office assessed the rent of each individual allottee and issued the necessary rent bills was cumbersome and involved more expense than was justified. The Government replied that this could not be done as it would have resulted in a corresponding increase of staff in the various Ministries but that a revised rent procedure had been introduced, under which a bound register called 'Allotment *cum* Assessment Register' had been maintained and the accounts were kept building-wise and not officer-wise. The Committee note, however, that the arrears of rent which are of the order of Rs. 670,960/- as on 1-12-55 in respect of rents pertaining to the years 1952-53 to 1954-55 continue to be fairly heavy despite the introduction of the revised procedure and despite the recommendation contained in para 33 of the Fifteenth Report of the Public Accounts Committee that special measures should be devised to liquidate heavy outstandings. The Committee recommend, therefore, that urgent steps should be taken to recover the arrears of rent.

3. In para 10 of the Fourth Report the Committee have recommended that Government should lay down rules to stop the evil practice of sub-letting of Government quarters without the permission of the Estate Officer and should suitably punish the defaulters by debarring them from further allotment. The Government have stated that the existing rules provide for this and the recommendation is already being acted upon. The Committee feel that the rules should be more strictly enforced in order to stop unauthorised sub-letting.

4. In para 11 of the Fourth Report the Committee had recommended that effective steps should be taken by the Estate Officer to recover from the unauthorised occupants concerned the amount representing the arrears of rent and damages. The Committee note that a considerable amount is still outstanding and recommend that special efforts should be made to wipe out the arrears.

5. In para 14 of the Report the Committee had recommended that Government should shift some of the Offices from Delhi in order to relieve the pressure both of office and residential accommodation and utilise all the available accommodation lying vacant in places outside Delhi for that purpose. The reply of the Ministry (Appendices III to V) shows that 7 Offices had moved out of Delhi since 1st April, 1950 as against 39 offices which were newly created or transferred to Delhi from 1-4-1950 to 31-3-1955, and also that 22 Offices which were selected by an *Ad Hoc* Committee of the Cabinet for moving out of Delhi were not shifted since none of the authorities concerned agreed to the shifting of these offices on one ground or other. The Committee would like to draw attention to the very slow progress made in the matter and to reiterate the need for a clear decision in the matter and satisfactory implementation of that decision. They note that the matter will again be examined in the light of the accommodation likely to be available in various towns as a result of the reorganisation of the States but would urge an earnest consideration of the matter.

9 II Effective steps should be taken by the Estate Officer to recover from the unauthorised occupants concerned the amount representing the arrears of rent and damages; suitable action should be taken by the Ministry of W.M.P. for removing difficulties if any in the way of realisation of these arrears.

Accepted.
(Statement laid on the Table on the 8th June 1951).

	Arrears of Rent	Amount
Balance on 1-4-52 Assessment	.	1,16,115 7 10
1952-53	.	50,272 9 0
1953-54	.	33,318 4 0
1954-55	.	11,574 5 0
TOTAL	.	95,165 2 0
Recovery		
1952-53	.	43,568 8 0
1953-54	.	41,811 2 0
1954-55	.	35,131 1 10
TOTAL	.	1,20,510 11 10

Against the sum of assessment of Rs. 95,165-2-0, a sum of Rs. 13,513-14-2 was written off or withdrawn during the year 1954-55. Thus net assessment is Rs. 81,651-3-10.

(Ministry of W.H. & S. O. M. No. B-5 (20)/55 dated

- 4 16 The existence of complaint books in the Estate Office should be circularised in all the Ministries so that the aggrieved persons may make use thereof. Complaint books together with the review of the Estate Officer in the case of each complaint should be examined by a senior officer in the Ministry of W.M.P. to see that suitable action has been taken in each case.
- 17 19 The work relating to catering should be looked after by the Joint Estate Officer and the post of Superintendent of Catering should be abolished. (Minus 1 Superintendent of Catering).
- 18 19 Candidates for appointment as Catering Inspectors for Government hostels should have sufficient knowledge of catering and these Inspectors should be entrusted with supervisory duties both in respect of accommodation and catering.
- 20 21 Reference made to the Ministry of Works, Mines and Power by the Estate Office should be disposed of by the officers of that Ministry directly and that three Branches in the Ministry dealing with matters relating to the Estate Office should be abolished.
- Accepted. (Statement laid on the Table on the 8th June, 1951).
- Accepted. (Statement laid on the Table on the 8th June, 1951).
- The recommendation has been accepted and the post of Superintendent of Catering has been abolished with effect from the 1st September, 1951. (Statement laid on the Table on the 18th September, 1951).
- Accepted. (Statement laid on the Table on the 8th June, 1951). This has been accepted. Orders to the Estate Officer have been issued accordingly. (Statement laid on the Table on the 18th September, 1951).
- Accepted in principle. It may not be possible to avoid in all cases some examination in the Secretariat office. The reorganisation mentioned against the earlier recommendations will in substance secure this recommendation. (Statement laid on the Table on the 8th June, 1951).

STATIONERY AND PRINTING DEPARTMENT

- 29 33 With the abolition of the Outside Printing Branch the remaining portion of the Controller's Office stationed at Simla should be shifted to Delhi, and necessary reduction in staff effected.
- 32 36 A regular procedure should be evolved whereby the Press Handbook containing rules and regulations for workers is revised periodically and brought up to date. As a preliminary step, Government should undertake to revise the rules at once and bring them in line with the current procedure and conditions.
- 33 37 Obsolete publications stocked in the Central Publications Branch should be weeded out or sold to the public at concessional rates and steps be taken to get the more important publications reprinted.
- Accepted and will be given effect as soon as accommodation is available in Delhi. An annual saving of Rs. 40.00. is likely to materialise on this account. (*Statement laid on the Table on the 8th June, 1951*)
- Accepted. A revised edition will be published. (*Statement laid on the Table on the 8th June, 1951*).
- About seven chapters of the Handbook have been revised by the Officer entrusted with the work of revision. The rest of the Book is still under revision. (*Ministry of Works, Housing and Supply O.M. No. B. 5(II)54 dated the 30th December, 1954*).
- The revised edition of the Press Handbook has not been published as yet. The major portion of the Handbook had been revised. The remaining portion is being revised on priority basis but it is likely to take a little more time before the Handbook is completely revised and printed. (*Ministry of W.H. & S. O.M. No. Budget—5(20)/55 dated the 25th June, 1956*.)
- Accepted. There are definite rules to provide for the disposal of obsolete publications. The more important publications are reprinted whenever there is demand for them. (*Statement laid on the Table on the 8th June, 1951*).

- 34 38 Government should explore the possibility of securing suitable advertisements for its popular journals on a commission basis.
- 35 38 Publications intended for circulation in foreign countries may be printed in a better style on good paper, but in case of publications meant for internal consumption high class binding and quality printing should not be insisted upon by the Ministries and Departments.
- 37 40 The shipping and clearing work should be transferred to the Directorate-General of Supplies and Disposals and the staff doing the shipping and clearing work in the Central Stationery Office dispensed with.
- 38 41 To minimise work in the Central Stationery Office, Calcutta, suitable procedure should be devised whereby the paper mills can despatch manufactured paper direct to the printing presses and other indentors on receipt of consignment instructions. Similarly, the producers and manufacturers should despatch other stationery goods direct to the indentors.
- Accepted. There is an Advertising Agent for the Government of India publications to attend to this work.
(Statement laid on the Table on the 8th June, 1951).
- Accepted.
(Statement laid on the Table on the 8th June, 1951).
- Accepted.
(Statement laid on the Table on the 8th June, 1951).
- The shipping and clearing work has been transferred to Directorate General of Supplies and Disposals and some posts have been abolished with consequent saving of about Rs. 8,000 a year.
(Statement laid on the Table on the 18th September, 1951.)
- The recommendation in regard to the despatch of paper is accepted. As regards the despatch of stationery stores there are certain difficulties in accepting the recommendation in entirety. The number of indentors for these articles exceeds 5000 and it is doubtful whether the suppliers would agree to deal directly with such a large number of officers. Further there would be no control on the quality of the stores supplied by the contractors. The

43 With a view to getting all the parliamentary work printed expeditiously, the unit of the Press earmarked for printing this work, should be enlarged, and augmented further as and when demands arise. The unit may be under the administrative control of the Controller of Printing and Stationery, but for purposes of work, it should receive instructions direct from the Parliament Secretariat and act according to them.

recommendation will, however, be implemented in the case of specialised type of stores and in other cases wherever feasible.
(*Statement laid on the Table on the 8th June, 1951*).

Accepted. Steps are being taken to enlarge this unit of the press.
(*Statement laid on the Table on the 8th June, 1951*).

Enlargement of the Parliamentary Wing of the Press will be completed by March 1952. The procedure of control suggested has been given effect to.
(*Statement laid on the Table on the 18th September, 1951*).

The Parliament Wing of the Press was completed and started functioning from October, 1952. The procedure of control suggested is already being followed. No further action is called for on this recommendation.

(*Ministry of W.H. & S. O.M. No. B-5(11)/54 dated the 30th December, 1954*).

44 Steps should be taken to ensure that the machinery purchased after 1920 is properly handled and that purchased prior to 1920 only considered for condemnation. Procurement of new machinery should be expedited.

Accepted.
(*Statement laid on the Table on the 8th June, 1951*).

The procurement of new machines is being expedited. It may be stated that the Heads of Presses follow the

replacement programme based on the life of each machine and strict adherence to the declaration to the machinery purchased before 1920 as unserviceable, cannot be guaranteed. It is possible that the machinery purchased before 1920 may still be in serviceable condition. The general principles outlined in the recommendations of the Estimates Committee are, however, being followed.

(Ministry of W.H. & S. O.M. No. Budget-5(20)/55 dated the 25th June, 1956).

45 46 A training centre for imparting necessary technical training to workers should be established. In case it is not feasible to set up such a centre in the near future for lack of funds, private agencies should be encouraged to start the centre pending establishment of one by the Government.

Accepted.

(Statement laid on the Table on the 8th June, 1951).

Technical Training to the workers has been very recently started in the Govt. of India Press, New Delhi, under the Training Classes Scheme with a view to improve their knowledge. It has for the time being been started as an experimental measure in that Press. If this scheme proves successful, it will be extended to the other Govt. of India Presses also. 120 trainees are at present partaking of the benefits of this scheme.

(Ministry of W.H. & S. O. M. No. Budget-5(20)/55 dated the 25th June, 1956).

53 53 Statistical printing should be confined to the press where special arrangements can be made for the purpose.

Accepted. The statistical publications will be printed at the Calcutta Press and will be done at other presses only to the extent the Calcutta Press is unable to handle.

(Statement laid on the Table on the 8th June, 1951).

55 Steps should be taken to reorganise the departmental machinery so as to secure effective coordination amongst the various units of the organisation.

Accepted.
(Statement laid on the Table on the 8th June, 1951).

To secure effective coordination between the different units of the Organisation, the Headquarters Office of the Printing & Stationery Department has been placed under the charge of a very senior officer designated as the Chief Controller of Printing & Stationery, who will be assisted by a Controller of Printing, a senior Technical Officer in the Deptt. and by a Controller of Stationery, a senior officer well experienced in the purchase, storage and stores accounting of materials. An inspecting team which will periodically inspect the different units of the Department, is also being constituted.

(Ministry of W.H. & S. O.M. No. Budget—5(20)/55 dated the 25th June, 1956).

57 Other things being equal, printing machines should ordinarily be purchased from and through local agents and firms so that the machinery in Government presses is installed free and also free service for a limited period and regular supply of spare parts guaranteed.

Accepted.

(Statement laid on the Table on the 8th June, 1951).

Printing machinery is normally purchased through local agents and firms. The only deviation was made in respect of the requirement of the Director of Archives for one hand stylus tool (gold lettering pallet press) for which an indent was placed with Director General, India Stores Department, London, as the item was not available locally.

(Ministry of W.H. & S. O.M. No. Budget—5(20)55 dated the 25th June 1956).

58 58

The supervisory posts in the Government of India presses should be declared as selection posts and appointments to them made on the basis of merit alone. The U.P. S.C. should be associated with selection for such appointments.

Appointments are already made in consultation with the U.P.S.C. (Statement laid on the Table on the 8th June 1951).

Supervisory posts which are not filled by direct recruitment are already treated as Selection Posts and are filled on the basis of merit with due regard to seniority. Class I supervisory posts are filled on the basis of selections made by a Departmental Promotion Committee with which a representative of the U.P.S.C. is associated. In regard to Class II and Class III posts it is not obligatory to consult the Commission under the Union Public Service Commission Consultation Rules. There has been no change in the Rules.

(Ministry of W.H. & S. O.M. No. Budget—5(20)55 dated the 25th June 1956).

CENTRAL PUBLIC WORKS DEPARTMENT

82 85

The powers to incur expenditure on petty repairs, maintenance and petty constructions works up to a certain maximum limit should be delegated to the Heads of Departments and Ministries so that there is no delay in the execution of petty works.

Accepted. Orders have been issued enhancing the existing financial limits within which expenditure on petty works and repairs can be incurred by the Heads of Departments and Ministries. (Statement laid on the Table on the 18th September 1951).

The powers of Heads of Departments of Ministries (other than the Ministry of Defence and formations

thereunder) to incur expenditure on petty works and maintenance of public buildings have been increased to Rs. 5 000/-. The increased limit will not however apply to such works in stations where an office of the C.P.W.D. is located.

(Ministry of W.H. & S. O.M. No. Budget—5(20)55 dated the 24th April 1956).

GEOLOGICAL SURVEY OF INDIA

12

- 88 95 Private enterprise should be encouraged to take up the work of developing and discovering the sources of wealth to supplement the work done departmentally. In granting mining licences to private agencies royalties should be fixed at adequate rates. Accepted. (Statement laid on the Table on the 18th September 1951).
- 89 96 A mining cess may be levied on the lines of that imposed on sugar, tea, coffee, etc. and the proceeds utilised in establishing a special branch in the Geological Survey for rendering technical advice to private concerns. Technical advice is given on the results of the researches carried out in the Geological Survey Department. The expenditure on research is relatively small and can be financed from General Revenues. It is therefore hardly worthwhile levying a special cess on minerals at present.

(Statement laid on the Table on the 18th September 1951).

CENTRAL ELECTRICITY COMMISSION

Please see S. No. 90 (Chapter III).

93 102 Government should explore the possibility of combining the Central Electricity Authority with the Central Electricity Commission.

Further to the acceptance by Government of the main recommendation in regard to the abolition of the Hydro-electric Branch, the Government have also decided to amalgamate the Central Electricity Commission with the CWINC and redesignating the combined authority as the Central Water and Power Commission. The amalgamation has resulted in the reduction of one Member. In addition to this another Member of the Commission is now effectively functioning as the Chief Engineer of the Hirakud Dam Project. Though this arrangement is an interim one, the result is that for the present yet another post of Member of the CWPC is non-effective.

(Ministry of Finance D.O. No. 1-EC/53, dated the 9th January, 1953).

94 103 Steps should be taken to recover the outstanding amount on account of the sale of the Electrical Generating Plant to the various parties. In such cases accounts should be maintained on commercial lines and accounts with the parties concerned settled promptly so as to avoid any loss to the Exchequer.

Accepted.

(Statement laid on the Table on the 18th September, 1951).

95 104 The parties who have taken the plant on hire should be persuaded to purchase it. Pending that, recovery of hire charges should be effected and in the case of defaulting parties Government may consider the question of recovering interest on the basis of commercial practices.

Accepted.

(Statement laid on the Table on the 18th September, 1951).

- 96 105 In regard to the officers and staff of the Central Electricity Commission lent to the Damodar Valley Corporation, the recoveries made from the latter should include leave salary and pension contributions on the rates obtaining in the case of staff lent on foreign service. Accepted.
(Statement laid on the Table on the 18th September, 1951).
- 97 105 Provisional payments should be finalised urgently; bills for recoveries from the D.V.C. should be prepared quarterly and recoveries effected through the Accounts Officer concerned. Accepted.
(Statement laid on the Table on the 18th September, 1951).
- 98 106 In order to enforce speedy clearance of bills the accounts of a work should not be kept open beyond three months of the date of its completion. Accepted.
(Statement laid on the Table on the 18th September, 1951).

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

*S. No.	Ref. to para No. of the Report	Summary of Recommendations	Reply of the Government
I	2		
	3		
	4		

ESTATE OFFICE

4 The responsibility for collecting rent should be cast on the Ministries and the Accounts Officers concerned. Soon after a house is allotted to an officer, the first rent bill may be prepared by the Estate Officer and sent to the Ministry and the Accounts Officer concerned. The Ministry and the Accounts Officer should thereafter be responsible for the collection of rent at the specified rate until further advice from the Estate Office. In case of changes in the emoluments of officers, the Ministries concerned should provisionally recover rent at revised rates until confirmed by the Estate Office.

S. Nos. 2 and 3.

The practicability is under discussion with the Audit Officers concerned. In the meanwhile the rent collecting procedure in the Estate Office has been revised.
(Statement laid on the Table on the 8th June, 1951).

S. No. 2.

On further examination it was found that this proposal would not result in any advantage and might result in greater arrears and possible loss of rent. Alternative methods to secure simplicity in procedure and promptness in the matter of rent collections are under consideration.

*NOTE:—S. No. indicates the S. No. of the recommendation as in the Appendix to the Fourth Report.

3 5 Periodical inspection should be conducted to ensure that the rent cards are maintained properly in the Estate Office and in case of losses severe action should be taken against the persons responsible for such losses.

S. No. 3.
Necessary instructions have been issued to the Estate Officer in this regard.

(Statement laid on the Table on the 18th September, 1951).

In connection with the recommendation of the Economy Committee also the question was considered whether the work of collecting rent should be entrusted to the various Ministries and offices and the Audit Officers concerned. This could not be done as it would have resulted in a corresponding increase of staff in the various Ministries etc. A revised rent procedure has, however, been introduced. Under this procedure the old method of maintaining loose rent cards which were liable to be lost has been replaced by the maintenance of a bound register called "Allotment-cum-Assessment Register". The rent accounts in that Register are now kept building-wise and not officer-wise. This enables correlation and comparison of accounts and avoids omissions which are likely if separate registers for allotment and assessment of rent are maintained. The revised procedure also enables constant checking of accounts by appointing internal checkers, avoids omissions of rent and enables detection of unrecovered rents.

(Ministry of Finance D.O. No. 1-EC/53, dated the 9th January, 1953).

All action called for on the part of this Ministry was completed with the introduction of the Revised Rent Procedure sanctioned in April, 1951.

(Ministry of Works, Housing and Supply O.M., No. Gen. 5(2)/54, dated the 4th May, 1954).

The amount of rents outstanding for the years 1952-53 to 1954-55 is given below :—

Year	Amount of rents outstanding on 1-12-55
1952-53	. . . . . 1,37,748 15 0
1953-54	. . . . . 1,70,257 14 6
1954-55	. . . . . 3,62,952 14 6

(Ministry of Works, Housing and Supply O.M. No. B-5(20)/55, dated the 23rd August, 1956).

Urgent steps should be taken to revise the rent for accommodation provided in Government hostels and to improve the quality of food and standard of service therein. The question of making messing optional in Government hostels should also be considered by Government.

5 7

Accepted.
(Statement laid on the Table on the 8th June, 1951).

- (a) Messing is compulsory in the following hostels:—
- I. Central Government Hostel, Alipore, Calcutta.
(For allottee and all members of his family and guests).

- | | | | |
|---|---|---------|---------------------|
| 2. Western Court
New Delhi. | } | Hostel, | For allottee or one |
| 3. Kotah House, New
Delhi (12 hutments). | } | Delhi | adult member of |
| 4. Constitution House, New
Delhi. | } | Delhi. | his family. |

Exemption from compulsory messing can be granted on medical grounds upto a limit of 7½% of the total accommodation in the case of hostels Nos. 1, 2 and 3 and upto a limit of 10% in respect of item 4.

(b) Messing is optional in the following cases :—

1. Kitchenette in the Constitution House.
2. Raisina Road Hostel.
3. Kotah House (35 hutments).

(c) There is no messing arrangement in Pataudi House Hostel, New Delhi.

(d) Provision for the supply of hot water, tea, etc. exists even where messing is optional and the allottee does not avail himself of the messing arrangements.

(Ministry of W. H. & S. O. M. No. Budget-5(20), 55,
dated the 2nd May, 1956).

In future Government should not incur any expenditure for the purchase of additional refrigerators, etc. for private use, and the existing ones should be maintained on a no-loss basis. Efforts should also be made to recover the loss already incurred on the maintenance of these units.

Accepted.

(Statement laid on the Table on the 8th June, 1951).

In March, 1951, the rents of the various types of refrigerators were pooled and the following rates were fixed :—

Grade I (Machine of over 7 cft. capacity) Rs. 40/- p.m.

Grade II (Machine of over 5 cft. but not over 7 cft.) Rs. 34/-p.m.

Grade III (Machine of over 4 cft. and not over 5 cft.) Rs. 20½/- p.m.

Grade IV (Machine of 4 cft. and below) Rs. 12½/- p.m.

The above rates were to be continued upto the end of March 1953. In the meantime complaints were received against these rates and were examined, with a view to bringing them down if possible, and worked out as follows :—

Grade I Rs. 37 7 0 p.m.

Grade II Rs. 25 0 0 p.m.

Grade III Rs. 23 7 0 p.m.

Grade IV Rs. 12 11 0 p.m.

With a view to recover the loss which the Government was incurring on the maintenance of the refrigerators, the position was again reviewed and the following rates were fixed in January 1954, and remained in force upto 30-11-55.

<i>Grade of Machine</i>	<i>Under F.R. 45-A</i>	<i>Under F.R. 45-B</i>
Grade I	Rs. 40 0 0 p.m.	Rs. 54 0 0 p.m.
Grade II	Rs. 28 0 0 p.m.	Rs. 38 0 0 p.m.
Grade III	Rs. 25 0 0 p.m.	Rs. 27 0 0 p.m.
Grade IV	Rs. 15 0 0 p.m.	Rs. 16 8 0 p.m.

On the basis of the actual expenditure incurred on the maintenance of the refrigerators for the last 3 years i.e., 1951-52, 1952-53 and 1953-54 the rents were again revised with effect from the 1st December, 1955 as follows :—

<i>Grade of Machine</i>	<i>Under F.R. 45-A</i>	<i>Under F.R. 45-B</i>
Grade I	Rs. 44 0 0 p.m.	Rs. 57 0 0 p.m.
Grade II	Rs. 30 0 0 p.m.	Rs. 39 0 0 p.m.
Grade III	Rs. 29 8 0 p.m.	Rs. 38 0 0 p.m.
Grade IV	Rs. 15 0 0 p.m.	Rs. 19 0 0 p.m.

2. The rents, it will be noticed, are being revised from time to time and recoveries are being made accordingly. But it is not possible from the point of view of equity to recover increased charges with retrospective effect for periods previous to revision. This factor, however, of increased expenditure to Government is taken into consideration while revising the rents from time to time.

In this connection it may however be mentioned that no fresh refrigerators for use of Government Officers are being purchased since 14th November, 1953. Allotment of machines is continued to the officers who already had them and is further limited to the number of servicable refrigerators available from time to time.

3. The position with regard to purchase of refrigerators for the use of eligible officers is given below:—

(i) 20 Nos. of 4.5 cft. D.C. and 2 Nos. of 7 cft.

A.C. sealed refrigerators were purchased on 12-11-52. These were reserved for use of Ministers.

(ii) 13 Nos. of D.C. 6 cft. refrigerators were purchased in August, 1955. These were also purchased for use of the Ministers.

(iii) A further quota of 50 Nos. of sealed unit refrigerators has been ordered for. These would be reserved for use of Members of Parliament.

4. The existing rents of refrigerators are proposed to be reviewed on the basis of actual expenditure for 1954-55 by the Additional Chief Engineer, C.P.W.D.

(Ministry of W.H. & S. O.M. No. Budget-5(20)/55,
dated the 23rd April, 1956).

15 An Assistant in the Estate Office should attend to the work of at least 800 quarters. The staff of the Rent Section should be reduced by 50 per cent. After re-organisation, two out of four Estate Sections dealing with allotment of residential accommodation and two out of four Rent Sections dealing with Establishment and Budget should be merged into one and necessary reduction in staff effected. The strength of the remaining Sections should be assessed on the basis of 15 receipts a day for an assistant and the superfluous staff reduced. (Minus 139 ministerial staff and 35 Class IV servants).

The extent to which higher standards could be fixed for different categories of staff is being examined following the Estimates Committee's recommendations in its Second Report.

(Statement laid on the Table on the 8th June, 1951).

Subject to the remarks against Sl. No. 2, the organisation in the Office and the Secretariat dealing with the Estate work has been reorganised and an economy of Rs. 25,000 per annum has already been secured. This represents the maximum economy that could for the present be secured.

(Statement laid on the Table on the 18th September, 1951).

The question of fixing the strength of the Estate Office (in respect of both Assistants and Assistant Estate Officers) is still under consideration in the Ministry of Finance. That Ministry are awaiting the report of the Reorganisation unit before fixing the strength of the Estate Office on the basis of a prescribed yardstick.

(Ministry of W.H. & S. O. M. No. B-5(11)/54, dated the 30th December, 1954).

(i) Because of the increase in work arising out of new constructions, reclassification of quarters

drive for clearing arrears ect., no staff could be reduced nor could any section be abolished.

(ii) The Assistants in the Estate Office have also not been able to attend to 800 quarters each.

The question of prescribing a yard-stick of work and determining the strength of the Estate Office on the basis of the yard-stick was recently considered by the Special Reorganisation Unit of the Ministries of Finance and Home Affairs. The S.R.U. have recommended that each clerk should deal with 500 quarters. The S.R.U.'s recommendations are under further consideration in consultation with Finance.

(Ministry of W. H. & S. O.M. No. Budget-5(20)/55, dated the 14th February, 1956).

16 **18** **18** **18** **18** **18**

Consequent on the reorganisation of the Estate Office, the number of Assistant Estate Officers should be reduced from seven to four. (Minus 3 Assistant Estate Officers). :

The question has been examined very carefully but no reduction is at the moment feasible particularly because of the additional accommodation which has been constructed during the last two years and is under construction at present but when decision on recommendations at serial No. 2, 12 and 15 are reached the scope for reduction will be further examined.

(Statement laid on the Table on the 8th June, 1951).

The question of fixing the strength of the Assistant Estate Officers in the Estate Office has also been considered by the S.R.U. and their recommendations are under consideration.

(Ministry of W.H. & S. O.M. No. Budget-5(20)/55, dated the 14th February, 1956).

19 20 Consequent on the reorganisation of its functions, the Estate Office should be merged as a separate unit in the C.P.W.D and the post of the Estate Officer abolished. A senior Officer in the C.P.W.D. should hold charge of the post of Estate Officer in addition to his own duties.

(Minus 1 Estate Officer).

After careful consideration it is felt that amalgamating the Estate Office with the C.P.W.D. will neither lead to efficiency nor economy. Instead, steps are being taken to integrate the Estate Office and the Secretariat.

(Statement laid on the Table on the 8th June, 1951).

The Estate Office has now been integrated with the Secretariat. This integration has resulted in an economy of about Rs. 20,000 per year. In this connection please see remarks against Serial Nos. 15 and 16.

(Statement laid on the Table on the 18th September, 1951).

The Estate Office formed part of the C.P.W.D. till 1944 when it was separated from C.P.W.D. The circumstances which caused its separation were :—

- (i) Outbreak of the Second World War;
- (ii) Increase in the pressure of work regarding housing due to creation of more Departments;
- (iii) Construction of more buildings;
- (iv) Need for efficient running of the Estate Office on business lines.

2. Since the Estate Office was separated from the C.P.W.D., the work of the Estate Office has increased

manyfold. The following figures of accommodation will show the work handled by the Estate Office :—

Year	1944	1947	1948	1949	1954
No. of quarters on the books of Estate Office.	7,000	12,450	15,404	16,779	21,700

3. During the year 1955-56 (upto March, 1956), another 6,000 quarters will be handed over to the Estate Officer for allotment (some quarters have already been handed over to him). In view of the heavy construction programme during the coming year, both for residential and office purposes, the work in the Estate Office will increase still further.

4. The amalgamation of the Estate Office with C.P.W.D. has been considered in the past and it has been felt that it will not be conducive to efficiency.

5. Even from the economy point of view, nothing will be gained merely by amalgamating the Estate Office with the C.P.W.D. for no reduction in the number of the staff is possible. The same staff will have to be retained. As regards the abolition of the post of the Estate Officer in the event of the Estate Office's amalgamation with the C.P.W.D. no senior officer of the C.P.W.D. will be able to look after the duties of the Estate Office *in addition to his own*. At present, there are about 16 Sections in the Estate Office. More Sections are likely to be created as and when new buildings are given to the Estate Office for allotment.

6. The question of retention of the Estate Office as a separate office was also considered by the Special Reorganisation Unit of the Ministries of Finance and Home Affairs and they have recommended that this Organisation should be retained on a permanent footing and its status should be that of an Attached Office.

7. As a result of the Estimates Committee's recommendations, two Sections in the Secretariat, dealing with the Estate Office work, were abolished and the work transferred to the Estate office and the Estate Officer granted *ex-officio* Under Secretary's status to deal with the cases direct (excepting policy cases). The possibility of further integration of work between the Estate Office and the Secretariat is under examination. At the moment, though on an informal basis the work is carried on by close and frequent personal consultations between Joint Secretary and Deputy Secretary in the Ministry and the Estate Officer and Joint Estate Officer.

(Ministry of W. H. & S. O. M. No. Budget-5(20)/55, dated the 14th February, 1956.

The Secretariat has not taken over the executive functions of the Estate Office. To integrate work in the Estate Office and the Secretariat in the direction indicated by the Estimates Committee, two sections

24 For printing of Standard forms which run into
 28 hundreds of thousands annual rate contracts
 should be entered into on the basis of lowest
 tenders. After printing, the forms as also
 the bills therefor should be despatched by the
 press direct to the respective Ministries and
 Departments for payment. Consequently
 suitable reduction in staff in the office of the
 Controller of Printing and Stationery should
 be effected.

25 The Ministries should send the overflow of
 29 their miscellaneous printing work direct to
 the approved private printers and also arrange
 for direct payments therefor according to
 the schedule of rates drawn up by the Con-
 troller's office. The Controller should, how-
 ever be kept informed of the orders placed
 and the rates accepted by the Ministries
 concerned.

as a rule printed through private presses after obtain-
 ing competitive rates. It is true that there is a
 schedule of rates for making payment to private
 presses for work done by them for Government.
 These rates, however, are not acceptable to all the
 presses all over the country. It would not be desirable
 to give out large orders on scheduled rates. There
 has also been an enormous increase in printing work
 on account of merger of States and taking over of the
 State Railways and State army forces. It will, there-
 fore, be difficult to alter the present system immedi-
 ately.

(Statement laid on the Table on the 8th June, 1951).

Scheduled Rates are for ordinary printing work and
 are not acceptable to Presses for doing high quality
 work. In any case orders are placed on scheduled
 rates normally only where the work is of such an
 urgent nature that there is no time for calling for
 tenders and deciding them if the publication is to be
 available by the time required or where the total

order is too small to make a tender call worth while. All other orders are placed on the result of tenders. The quotations against tenders are compared with the scheduled rates which thus afford criteria for evaluation of the tenders. Special types of work—art printing etc.—cannot be covered by a schedule which was what was intended by the statement that uniform schedules cannot be prepared.

(Ministry of W.H.&S. O.M. No. Budget-5(20)/55, dated the 25th June, 1956).

30 The strength of Ministerial staff should be fixed on the basis of one Assistant for 15 receipts per day and one Superintendent for every 10 Assistants and 5 Clerks. The expenditure under postage, telegrams, telephones, travelling allowances of Officers and miscellaneous charges should be reduced considerably. (Minus 27 ministerial staff and 3 class IV servants and 25 per cent. reduction in miscellaneous expenditure).

Please see remarks against S. No. 5 to 9 of the Thirty-fifth Report. Also see S. No. 36 below.

(Statement laid on the Table on the 8th June, 1951).

31 In future persons possessing necessary technical qualifications and administrative experience should be considered for the post of Controller. Technically qualified personnel should be recruited for technical posts in this Department.

For posts other than those of the Controller which need technical qualifications technically qualified men will be appointed in future. The post of Controller, however, is essentially an administrative post and as in the case of His Majesty's Stationery Office in the United Kingdom, a good administrator with a working knowledge of printing and purchase is considered more useful than a technician.

(Statement laid on the Table on the 8th June, 1951).

36 39 Strength of officers and staff should be fixed in accordance with the Committee's earlier recommendations regarding work-load and reduction in staff and other expenditure effected.

Please see remarks against Serial Nos. 5 to 9 of the Thirty-fifth Report.

(Statement laid on the Table on the 8th June, 1951).

In the last statement it was stated that the Government intended to institute an objective examination of the strength of the various Ministries. This examination has been started.

(Statement laid on the Table on the 18th September, 1951.

As stated previously a team of Officers was set up to carry out an objective examination of the staff requirements of various Ministries. This team has so far examined the Ministry of Food & Agriculture and the Ministry of Irrigation & Power and their attached and subordinate offices scattered all over India. Their recommendations envisage certain organisational changes and reduction in staff. Those recommendations are being actively progressed with the Ministries concerned.

(Ministry of Finance D.O. No. 1 E.C. 53, dated the 9th January, 1953).

42 44 The Inter-departmental Priorities Committee envisaged in para. 26 should regulate the proper flow of work to the various printing presses.

Accepted.

(Statement laid on the Table on the 8th June, 1951).

(Also please see reply to S.No. 22).

46 47 The proposal of setting up a new printing press at Nasik may be abandoned and instead the Press should be installed at Aligarh as this will lead to economy in expenditure on transport and overhead charges.

47 48 As the machinery obtained for the new Press is lying idle in the boxes at Nasik, Government should take urgent steps to instal the press at Aligarh. In the event of any delay in the acquisition of land or the construction of the building, the machinery already received should be distributed between two or three presses where it can be profitably used pending its final installation.

S. No. 46-47.

The matter is under consideration of the Government.

(Statement laid on the Table on the 8th June, 1951).

On a detailed examination of the matter it was found that the location of the press at Aligarh would not lead to any saving. There are also certain other considerations e. g., the desirability of a regional distribution of Government undertakings, etc. Considering everything, it has been decided that the advantage clearly lies in favour of location of the Press at Nasik.

(Statement laid on the Table on the 18th September, 1951).

The recommendation of the Estimates Committee was brought to the notice of the Standing Committee of Parliament and a note examining the relative merits of Aligarh versus Nasik was placed before them. The Standing Committee expressed the view that the new Press should be located at Nasik in preference to Aligarh and further approved the scheme as worked out, subject to financial scrutiny. Thereafter, the scheme was submitted to the S.F.C. in September 1951, who gave the final approval to it. Pending construction of the permanent Press building, the machinery that had been received at Nasik was installed in certain rented sheds and a nucleus Press was started there in February 1951. This was considered to be the best possible course keeping public interest in mind.

The Press has since been completed and formal opening ceremony of this Press was performed by the Minister for Works, Housing and Supply on 31-10-1955.

(Ministry of W. H. & S. O. M. No. Budget-5(20)'55, dated the 25th June, 1956).

49 An enquiry should be instituted with a view to fixing responsibility on individuals who have defaulted for bad planning and inordinate delay in making use of the machinery kept idle in closed boxes, and suitable action taken against the officers concerned.

The machinery was ordered in July 1947 as it was considered as a result of partition the printing capacity of the Government of India Presses would be seriously reduced. Soon after the machinery started arriving in 1949, Government decided to appoint an Expert Committee to go into all aspects of Government printing. The report of the Committee is still due, but one of its advance recommendations is that a new press should be set up at Nasik. A skeleton press has therefore been set up and is working in temporary accommodation. Meanwhile the Estimates Committee have recommended that the press should be set up at Aligarh and not at Nasik. The issue has, therefore, had to be examined afresh by Government. No officer is responsible for the delay in setting up the press. Meanwhile such machinery is still in boxes and is periodically inspected and kept in good condition. The facts of the matter are well known and no useful purpose will be served by appointing a Committee of Enquiry.

The Officer on Special Duty appointed to investigate the case with a view to fix the responsibility on the officers concerned for the payment of heavy warfage submitted his report and on that basis necessary disciplinary action against those concerned has been taken.

(Statement laid on the Table on the 8th June, 1951).

All the machinery received for the Nasik Press have been opened up and installed in the permanent press building.

(Ministry of W. H. S. & O. M. No. Budget-5(20)/55, dated the 25th June, 1956).

50 The installation of offset printing machine in the proposed new press is not necessary. The Administrative Intelligence Room press under the control of the Ministry of Commerce which has offset printing machines should be handed over to the Ministry of Works, Mines and Power and an offset printing press be put on a commercial basis so that it is utilised to the fullest capacity.

Additional offset machinery was ordered since the capacity of the offset press now run by the Commerce and Industry Ministry is limited. It was the intention to set up an offset press in the area now within Pakistan but following partition it was decided to retain this machinery for increasing the capacity of the presses of the Government of India.

(Statement laid on the Table on the 8th June, 1951).

CENTRAL PUBLIC WORKS DEPARTMENT

(S. Nos. 60 to 68, 72 & 75)

The recommendations of the Committee in these paragraphs affect certain important and longstanding procedure of work, as well criteria for determining staff in the C.P.W.D. organisation. It is not possible

to make these changes without a detailed examination and their implications in all respects. Government have, therefore, decided to conduct a critical review of the standards of work obtaining in other works organisations, in the light of the recommendations of the Estimates Committee. Necessary action will be taken after the review has been completed.

(Statement laid on the Table on the 18th September, 1951.)

34

A committee was set up under the chairmanship of Shri Kasturbhai Lalbhai to go into the question of the organisational set-up and efficiency check in the Central Public Works Department. The Committee has recently submitted its report.

(Ministry of Finance D. O. No. 1-EC/53, dated the 9th January, 1953).

A statement showing the present position of action taken on the recommendations of the Kasturbhai Lalbhai Committee Report relating to the C.P.W.D. is placed below (Appendix I).

(Ministry of W.H. & S. O. M. No. Budget-5(20) 55, dated the 7th March, 1956).

62 The cadre of Superintending Engineers is not necessary and should be abolished gradually. (Minus 10 Supdt. Engineers).

(Please see S. No. 8 of the statement at Appendix I. Extracts of the relevant portion of the report of Kaurbhai Lalbhai Committee and the action taken by Government which have a bearing on this item have been reproduced below for ready reference).

“The Estimates Committee has recommended that the cadre of Superintending Engineers should be gradually abolished. We are aware that in practice the Superintending Engineers have tended to become more and more mere post offices, transmitting proposals from the Executive Engineers to the Chief Engineer and orders in the reverse direction. It is also perhaps correct to say that the actual ‘supervisory technical check’ they do on works is more nominal than real. Nevertheless, we do not consider that in the present state of things, it is wise to do away with this cadre completely. Owing to accelerated promotions resulting out of special circumstances, quite a number of Executive Engineers today, have not the requisite maturity or experience, which they would ordinarily have had, and consequently need guidance from more experienced officers. The abolition of this cadre will also result in opportunities not being available for developing any higher supervisory talent, and it would be difficult to secure the right type of officers for posts of Chief Engineer. We do not, however, intend that Superintending Engineers should continue on the present basis. Officers of this grade should be required to shoulder greater and definite responsibilities, and they should function effectively as deputies to the Chief Engineer. They should

be required to function more as "Works managers" and have a thorough and complete grasp on the financial side in respect of major works. They should keep a close watch over the progress, both in regard to quality and quantity of works, and also over the control of the expenditure. For this purpose, Executive Engineers should be required to send them monthly descriptive reports on each project, supported by full cost statements. The Central Public Works Department Code should be amended accordingly. Even with these better defined functions, we do not consider that there is sufficient justification for retaining the present number of Superintending Engineers employed in the Central Public Works Department. We are suggesting later on in this report that arbitration work should be taken away from the Superintending Engineers, and this arrangement, if given effect to, would relieve Superintending Engineers, of a considerable portion of the work, which they have to do now in connection with the settlement of contractors' claims. Under these circumstances it should not be difficult for Superintending Engineers to supervise the work of more Executive Engineers than they do at present, and we suggest that in future, Superintending Engineers should ordinarily be required to be in charge of 6 Construction-cum-Maintenance Divisions, instead ordinarily of 4 as at present".

(Para 10 Report of the Kasturbhai Lalbhai Committee).

“These recommendations have already been implemented.”

(Action taken by Government)].

61 A committee consisting of the representatives of the Ministries of Works, Mines and Power and Finance should be set up to consider the feasibility of the works being executed by the C.P.W.D. departmentally with a view to saving some margin of profit now availed of by the contractors.

[Please see S. No. 14(iv) of the Statement at Appendix 1. Extracts of the relevant portion of the report of the Kasturbhai Lalbhai Committee and the action taken by Government which have a bearing on this item have been reproduced below for ready reference.

“Our view is that departmental execution except in respect of works of small size, is not likely to be economical. The present procedure, under which all important construction work is given out on contract should therefore, continue. We consider it, however, very important that contracts should more and more be awarded only to contractors, who have the requisite qualified staff for supervising the work and who employ such staff on a permanent basis.”

(Para 16, Report of the Kasturbhai Lalbhai Committee).

“This recommendation of the Committee has been implemented and necessary provision to this effect has been made in the Enlistment Rules.” (Action taken by Government)].

62 After the report of the Committee consisting of the Chief Engineer, C.P.W.D., Member Engineer, Railway Board and Engineer-in-Chief, Defence Ministry is made available, the schedule of rates formulated by the C. P. W.D. should be revised in the light of observations of the said Committee.

[Please see S. No. 14 (ii) of the statement at Appendix I. Extracts of the relevant portion of the report of Kasturbhai Lalbhai Committee and the action taken by Government which have a bearing on this item have been reproduced below for ready reference:

“We also agree that a National Buildings Organisation on the lines recommended by the Chief Engineer should be set up.”

(Para 16. Report of the Kasturbhai Lalbhai Committee)

“The National Buildings Organisation has already been set up.” (Action taken by Government).

63 The schedule of rates must be different for different areas, and should be revised every quarter. The result of the revision of the rates should be communicated to the Ministry of Finance.

[Please see S. No. 14 (iii) of the statement at Appendix I. Extracts of the relevant portion of the report of the Kasturbhai Lalbhai Committee and the action taken by Government which have a bearing on this item have been reproduced below for ready reference.

“We do not, however, consider that quarterly revision is feasible or desirable. Since during normal times, rates will not vary considerably, even during the course of 2 to 3 years, an annual review ordinarily, and a special review when conditions warrant, should be adequate.”

(Para 16. Report of the Kasturbhai Lalbhai Committee-
1cc.)

"This recommendation has been accepted."
(Action taken by Government.)].

64 Immediate steps should be taken to reduce the overhead charges, and in any case they should not exceed 10 per cent of the cost of the project.

[Please see S. No. 2 of the statement at Appendix 1).
Extracts of the relevant portion of the Report of Kasturbhai Lalbhai Committee and the action taken by Government which have a bearing on this item have been reproduced below for ready reference.

39
"According to the present practice, a Division of the Central Public Works Department is considered to be justified, if it would have a maintenance load of Rs. 8.3 lakhs per annum plus Rs. 14 lakhs of construction, or Rs. 41 lakhs of construction work exclusively. We understand that sanctions of Divisions are given from time to time on this basis and that the strength of the entire department itself is more or less built up on the basis of this yardstick. We have scrutinised the actual work loads of the Divisions in Delhi and outside and we find that in actual practice, there are several Construction Divisions, which are in point of fact shouldering a load of as much as Rs. 60 to 70 lakhs of construction (this being the case particularly with the Rehabilitation Division in Delhi), while at the same time there are several Divisions (particularly those outside Delhi and Divisions in the Civil Aviation Wing), whose works load is considerably below the prescribed yardstick. This would indicate that there is no great sanctity about the yardstick that has been laid

down. While we would have no objection to this yardstick being utilised as a rough-and-ready measure for assessing the need for a new Division, for the purpose of according financial sanction, we do not consider that this yardstick should be taken as the sole basis for judging the adequacy or excessiveness of the establishment expenditure of the Central Public Works Department. That, in our opinion, should be determined by a periodical review of the actual establishment and tools and plant expenditure, in comparison to the expenditure on works and it should be ensured from time to time, that the expenditure on establishment and tools and plant is not allowed to exceed certain fixed percentages. Having regard to the expenditure incurred in recent years and the prospective works load during the next five years, we feel that the 'departmental charges' of the Central Public Works Department taken as a whole, including planning, designing and construction, should not exceed the following percentages:—

	<i>Building side</i>	<i>Electric side</i>
For construction	5 to 6%	7 to 8%
For maintenance	10 to 12%	12 to 15%

'These figures will have to be reviewed and fresh percentages fixed by 1957 or earlier, if there is any material change in the works load.'

(Para 4, Report of the Kasturbhai Lalbhai Committee).

"Instructions have been issued revising scales of staff of these Offices on the basis of the recommendations of the Committee in consultation with the Ministry of Finance."

(Action taken by Government)]

65 All schemes for construction works should first be carefully considered by a board consisting of the representatives of the Ministries of Finance, Works, Mines and Power and the Administrative Ministry concerned. Necessary budget provision should be made only after the detailed plans have been drawn up and the priority of the scheme settled. The amount included in the budget should be to the extent to which it is anticipated would be spent on the particular scheme.

[Please see S. Nos. 23 and 25 (i) of the statement at Appendix 1. Extracts of the relevant portions of the Kasturbhai Lalbhai Committee Report and the action taken by Government which have a bearing on this item are reproduced below for ready reference.

"We understand that at present considerable delays take place in giving decisions at Government level on matters concerning Public Works, and that such delays are due mostly to cases having to pass through the hands of a number of officers of different ranks, in more than one Ministry of the Secretariat. It is desirable to cut such delays, particularly when large schemes entailing considerable expenditure of Government money are involved, and we recommend that for this purpose a high level Committee should be set up in the Administrative Ministry, which can deal with major problems expeditiously and give on-the-spot decisions. For example, there is at present

in the Central Public Works Department, a Central Works Advisory Board with the Chief Engineer as Chairman and a Deputy Secretary of each of the Ministry of Works, Housing and Supply and the Ministry of Finance as Members, for dealing with the selection of contractors and the acceptance of tenders. This Committee might, with advantage, be reorganised on a broader basis to deal with not only appointment of contractors and acceptance of tender, but also generally with all questions connected with the execution of works such as the issue of administrative approval and expenditure sanctioned for major schemes, including provision for such schemes in the Budget, watching the progress of the schemes, etc.

(Para 25, Report of the Kasturbhai Lalbhai Committee).

“We understand that over-budgeting is a fairly normal feature in the Central Public Works Department and that at the end of every financial year, appreciable sums are surrendered, either owing to the works provided for in the budget not having been commenced, or the works not proceeding according to schedule. We are told that this was due to mostly to sanctions for work not being given by the concerned Administrative Ministries

in time to enable the Central Public Works Department to utilise the allotted funds before the end of the financial year and also in some cases due to delays in the acquisition of land required for construction purposes. In order to avoid such lapses of funds, we would suggest that, as far as possible no budget provision should be made in respect of a scheme, unless it has already been administratively approved by Government, and that even in respect of such approved schemes only such amounts as the Central Public Works Department certifies can be actually spent during the financial year, should be provided for in the budget."

(Para 27, Report of the Kasturbhai Lalbhai Committee)

43

"Appointment of a high level Committee in the Sectt.

This is under consideration in consultation with Finance Ministry.

Over Budgeting.

This recommendation has been accepted."
(Action taken by Govt.).]

66 The post of the Additional Chief Engineer, Eastern Zone should be abolished and the circles under him placed under the charge of the Chief Engineer, Western Zone and the

68 [(Please see S. nos. 7 and 9 of the statement at Appendix I. Extracts of the relevant portions of the Report of the Kasturbhai Lalbhai Committee and the action taken by the Government which have a

Chief Engineer, Civil Aviation Wing by making necessary readjustments.

(*Minus*—1 Additional Chief Engineer).

bearing on this item are reproduced below for ready reference.

"We have examined very carefully whether it is at all necessary to maintain as at present a separate Wing of the Central Public Works Department for the execution and maintenance of Civil Aviation Works. We must confess that we have not at all been impressed by the arguments that have been advanced before us, by the representatives of the Central Public Works Department, in support of maintaining a separate Wing in respect of these works. The main burden of these arguments was that engineering work connected with Civil Aviation is of specialised nature, and that consequently it is necessary to have separate staff to deal with these works exclusively, as distinct from other civil works. We are not, however, convinced that the engineering work on the Civil Aviation side is in any way more specialised or peculiar than the ordinary engineering works of the Central Public Works Department. In fact, even under the present arrangement, we understand that officers and staff employed on the Civil Aviation side are transferable to the non-Aviation side, and that the same contractors also work for both the sides.

This would, in itself, indicate that there is no great

specialisation involved in the work on the Civil Aviation side.

X X X

The works load on the Civil Aviation side hardly justifies the staff which is now employed on the side, and it is our considered opinion that there is no justification for the employment of such excessive staff, for the maintenance and execution of Civil Aviation works. We, therefore, recommend that this distinction between Aviation and non-Aviation work should be done away with, and that there should be a more rational distribution of work over the entire Central Public Works Department."

(Para 9, report of the Kasurbhai Lalbhai Committee).

"These recommendations have already been implemented." (Action taken by Govt).

"At present there are two Chief Engineers of the same rank, pay and status, with an additional Chief Engineer, with approximately the same rank and status, but on a slightly lower rate of pay which of course is applicable only to new entrants and not to the present incumbents. We do not consider this position, under which the Department is administered at the head by a multiplicity of officers, of more or less the same status, as conducive to efficiency. The administration of the Department, in our opinion should be vested in one and only one officer, and we recommend, therefore that one of the Chief Engineers should be declared as Chief Engineer and others designated as Additional Chief Engineers. The Officer who is designated as Chief

Engineer will be practically an administrative officer, with no direct responsibility for works or their execution and will be in sole charge of the administration of the Department and liaison with Government. Those designated as Additional Chief Engineers, will be subordinate to the Chief Engineer in respect of administrative matters, but will have complete responsibility in respect of execution of works and exercise the full powers of the Chief Engineer for that purpose. The officer who is designated as Chief Engineer should in our opinion, be on a slightly higher rate of pay than the Additional Chief Engineers, and in our view, the difference in pay should be Rs. 250 for I. S. E. Officers.

As regards the number of Additional Chief Engineers, in view of our recommendations in para 9 in respect of the Civil Aviation Wing and the recommendations in the preceding paragraph (*vide S. No. 60*), in respect of the number of Superintending Engineers which the Central Public Works Department should have, it is obvious that there can be only two Additional Chief Engineers, for the present works load, and we recommend that the number be fixed accordingly."

(*para 11, Report of the Kasturbhai Lalbhai Committee*);

"This recommendation has already been implemented."
(*Action taken by Government*)).

S. Nos. 67-68.
Please see S. No. 64 and S. No. 66.

67 The work-load for a division should be increased to at least Rs. 10 lakhs of maintenance works plus Rs. 15 lakhs of fresh construction work or if the division undertakes construction work only, it should be entrusted with fresh work to the value of at least Rs. 50 lakhs in a year. The staff should be sanctioned only after the estimates have been finally approved and budget provision sanctioned.

68 There is considerable scope for effecting economy by regrouping the existing circles and divisions on a more rational basis, which should secure a reduction of at least 30 per cent of posts in all ranks of the engineering staff. (30 per cent reduction in gazetted Engineering staff).

69 70 71 72 Minor works and maintenance works at places away from the headquarters offices should be entrusted to the local P.W.D. of the State Government or the M.E.S. authorities, as the case may be.

[Please see S. No. 5 of the statement at Appendix 1. Extracts of the relevant portions of the Report of the Kasturbhai Lalbahai Committee and the action taken by Government which have a bearing on this item are reproduced below for ready reference:

“We now turn to the excessive establishment expenditure on works outside Delhi, Bombay and Calcutta, to which we have already referred. We understand that upto the year 1940, Central Works in most of the States were being carried out by the State Governments, as agents of the Government of India

and that this arrangement was discontinued, partly because it was found that the charges levied by the State Governments for the performance of the agency functions were excessive, and partly because of the delay that used to occur owing to the Central Departments having had to route their correspondence through two governmental machineries. We nevertheless feel that in respect of the outlying areas, where the nature and extent of the Central Works are so very insignificant, as to make it really uneconomical for the Central Public Works Department to maintain an organisation for their execution, it would be advisable to make some other arrangements. We would suggest, therefore, that the works in such outlying areas, on which excessive establishment expenditure is at present being incurred should be entrusted either to private architects or to the Military Engineering Service (if the Military Engineering Service has an organisation on the spot). If any such alternative is not feasible, then the Local Central Public Works Department authorities should be given enhanced powers, so that they could take decisions on the spot without reference to 'higher authority' stationed far off."

(Para 7, Report of the Kasurbarhai Lalbhai Committee)

"These recommendations have not been accepted as each case is to be decided on its merits."

(Action taken by Government)

75 Consequent on the abolition of the posts of
77 Superintending Engineers the 12 posts of Personal Assistants in the rank of Assistant Engineers attached to them should be abolished.
(Minus 12 P.As. to Superintending Engineers).

GEOLOGICAL SURVEY OF INDIA

87 The existence of fresh mines and the possibility of expansion of the diamond production industry should be explored.
93 As the Geological survey has more important matters on hand at present, the expansion of diamond production, could only be allowed a low priority.
(Statement laid on the Table on the 18th September 1951).

CENTRAL ELECTRICITY COMMISSION

90 The work relating to hydro-electricity which is at present carried on in the CW INC should be transferred to the Central Electricity Commission, and consequently the Hydro-Electric Branch under the CWINC should be abolished.
(Minus 17 officers and 11 members of ministerial staff).
99 The main recommendation in regard to the abolition of the Hydro-electric Branch of the CWINC has already been accepted and necessary action taken.
It is the intention to subject the various organisations connected with the Engineering activities undertaken by the Central Government to a critical examination with the object of securing the maximum of economy consistent with efficiency as well as avoiding any duplication of work.
The requirements for staff would also fall within the scope of the examination referred to above.
(Statement laid on the Table on the 18th September, 1951).

S. Nos. 90, 91 and 93,---

Further to the acceptance by Government of the main recommendation in regard to the abolition of the Hydro-

electric Branch, the Government have also decided to amalgamate the Central Electricity Commission with the CWINC and redesignate the combined authority as the Central Water and Power Commission. The amalgamation has resulted in the reduction of one Member. In addition to this another Member of the Commission is now effectively functioning as the Chief Engineer of the Hirakud Dam Project. Though this arrangement is an interim one, the result is that for the present yet another post of Member of the C.W.P.C. is non-effective.

A special team of Officers drawn from the Finance and Home Affairs has recently examined the staff set-up of the Central Water and Power Commission. The recommendations made by this team are under the consideration of Government.

Regarding the Estimates Committee's recommendation that Government should explore the possibility of combining the Central Electricity Authority with the Central Electricity Commission, the position is that the Central Electricity Authority exercise quasi-judicial functions and as such it has to be maintained as a separate entity. However economy which is the dominant consideration behind the Committee's recommendation in this regard is achieved by providing the Secretariat and technical staff for the Authority from the C.W.P.C. Moreover the Members of the Authority will draw only out

of pocket expenses for attending meetings and pay.

(Ministry of Finance D. O. No. 1-EC/53, dated the 9th January, 1953).

With the transfer of the Hydro-electric Section with a reduced staff as recommended by the Special Reorganisation Unit, from the Water Wing (formerly Central Water Ways, Irrigation and Navigation Commission) to the Power Wing (formerly Central Electricity Commission) of the Central Water and Power Commission, the recommendation of the Estimates Committee has been implemented.

(Ministry of Irrigation and Power O. M. No. G. 82 (32)/54, dated the 10th June, 1954).

Please see remarks against S. No. 90 above. Meantime the following changes have been made straightaway.

- (a) Holding in abeyance 1 post of Chief Engineer.
- (b) Downgrading of 3 posts of Senior Project Officers to Project Officers.
(Statement laid on the Table on the 18th September, 1951).

Please see remarks against S. No. 7 of the Second Report (Vide Chapter III of the Thirty Sixth Report).

91 100 Two posts of Chief Engineers and one post of Deputy Chief Engineer should be abolished and two posts of Engineers created in lieu thereof. The designation 'Senior Project Officer' should be replaced by 'Project Officer' and 3 posts in this cadre abolished. The present cadres of 'Project Officers' and 'Assistant Engineers' may be amalgamated into one cadre viz, 'Assistant Engineers' and consequently 20 posts of Project Officers/Assistant Engineers abolished.
(Minus 24 officers).

92 101 Normally a Stenographer should be allotted to a senior Officer and pool of stenographers formed for a group of junior officers. Suitable reduction in clerical staff should also be effected.

(Minus 4 Stenographers and 20 clerks).

SECRETARIAT OF THE MINISTRY OF W.M.P.

99 The strength of the officers, ministerial and Class IV staff of the Ministry should be fixed in the light of the earlier recommendations made by the Committee regarding the workload of officers and staff, the system of disposal of files, etc. The expenditure on tours of officers, telephones, telegrams and postage charges and contingencies should also be regulated in accordance with the recommendations made in this regard in the earlier reports (Reduction 25 per cent) .

Apart from the fact that the Ministry of Works, Mines & Power, in respect of which the commendation was made, has undergone several changes and the strength of each of the successor Ministries has been fixed in consultation with the Ministry of Finance by the Ministries concerned, in so far as the Secretariat of the Ministry of Works, Housing and Supply is concerned, the strength of officers and staff was reviewed only recently in consultation with the Ministry of Finance and it has been fixed taking into account the work-load of the Ministry and a more systematic distribution of work in various Branches. Apart from that, the Special Reorganisation Unit of the Ministries of Home and Finance is at present examining the working of the Secretariat of this Ministry and the strength of officers and staff will be fixed again on the basis of recommendations of the unit. As regards expenditure on telephones etc., the expenditure is watched in order that the Budget limits are not exceeded without adequate justification.

(Statement laid on the Table on the 18th September, 1951).

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE AND ARE BEING PURSUED.

*Sl. No.	Ref. to. para No. of the Report	Summary of Recommendations	Reply of the Government	Comments of the Committee.
1	2	3	4	5

ESTATE OFFICE

1 3 The present procedure of calling applications for allotment from all the Government servants every six months should be abolished. An application should be called for once at the initial stage from an eligible officer and a card opened for him. A further application should be invited from him only when he becomes out of class or when there is any material change in the particulars furnished by him previously.

The Ministry have been asked to state the reasons for calling annual applications. The Committee fail to see any justification why annual applications should be asked for, since the same grounds on which half-yearly applications were considered inadvisable operated equally well in the case of annual applications. The Committee would like to reiterate the recommendation

fourth Report.

* Since the finalisation of this Report a further reply was received from the Ministry with their O.M. No. D.E/601/FF-3, dated 11.11.51.

that further applications should be invited only when the Government Servant becomes out of class or when there is any material change in the particulars furnished by him previously.

4 6 Out-of-turn allotments should be made rarely, and according to certain well-defined principles which may be laid down by the W.M.P. Ministry in consultation with the Standing Advisory Committee of Parliament attached to that Ministry.

Accepted.

(Statement laid on the Table on the 8th June, 1951.)

The Ministry have been asked to state the principle which governs the out of turn allotment at present and the present agency for consultation, as well as the composition of that agency.

7 9 Top-most priority in the allotment of accommodation provided by the Rehabilitation Ministry for displaced persons should be given to the unauthorised occupants of Government residences so that Government quarters released by them become available for allotment to Government servants. The Estate Officer should effectively use his power of eviction, in cases where

Accepted.

(Statement laid on the Table on the 8th June, 1951.)

The Ministry have been asked to state the present position regarding the number of cases of unauthorised occupation.

alternative accommodation has been provided to non-authorised occupants of Government quarters.

10 12 Government should make it a rule that accommodation intended for a particular class of officers is utilised for that section of Government servants only and is not allotted to any one else.

11 13 Government must fix a time-limit within which the Estate Officer should make necessary changes in order that officers occupy the houses of their class and do not indefinitely continue to occupy houses which are not appropriate to their class.

S. Nos. 10-11.

S. No. 10.

Accepted in principle, but certain exceptions, have to be made; for example, in the case of Hon'ble Ministers, Auditor General, lady clerks; and certain hard cases.

S. No. 13.

Accepted, though in view of the hardships involved in large-scale movements some time may be taken to implement.

(Statement laid on the Table on the 8th June, 1951).

The Ministry have been asked to state the present procedure for examination of such cases. The Committee suggest that a Committee of non-officials should be formed for consultation in these cases.

It is regretted that it has not been possible to find out the number of officers who were occupying accommodation not appropriate to their class prior to 1953. The number of such officers as on

1st April, 1953, 1954 and 1955
is, however, given below:

New Delhi

Class of officers	1953	1954	1955
A . . .	37	49	56
B . . .	73	80	83
C I . . .	81	88	92
C II . . .	368	393	344
D I . . .	312	351	339
D II . . .*	431	472	430
E . . .	908	1192	2476
F . . .	649	629	712
G . . .	970	967	279

Old Delhi

Class of Officers	1953	1954	1955
A . . .	..	..	..
B . . .	3	2	3
C . . .	2	3	3
D . . .	25	28 .	34
E . . .	1	1	9
F . . .	67	51	82
G . . .	97	91	131

(Ministry of W., H. and S. O. M.
No. B-5(20)/55, dated the 23rd
August, 1956).

A Committee should be appointed to consider the question of accommodation available at other places so as to enable a decision for shifting offices out of Delhi being taken soon. Time limits for the submission of report by the Committee and for the implementation of its recommendations should be laid down. Government should decide and draw up a plan of construction of adequate office accommodation for such officers as have to remain in Delhi.

A committee of Cabinet is already examining this question.

Please see remarks in para 5 of this Report (Chapter I).

(Statement laid on the Table on the 8th June, 1951).

A preliminary examination of this matter has been completed and reveals that

(i) there is a paucity of accommodation everywhere, so that it is difficult to find office as well as residential accommodation outside Delhi which will meet the requirements of the staff which has to be moved out from Delhi;

(ii) considerable fresh construction will be necessary outside Delhi in order to house the staff that has to be moved out of the Capital.

The question whether this additional construction should be centred at one station or spread out over a number of towns in the country together with its

financial implications is under consideration.

(Statement laid on the Table on the 18th September, 1951)

The availability of accommodation at various stations has been surveyed more than once and 5 offices have already moved out of Delhi so far. Construction of adequate office accommodation for such of the Government Offices as will remain in Delhi has already been sanctioned. It is hoped that within two to three years the shortage of Office accommodation will be removed to a considerable extent.

(Ministry of W., H. & S. O. M. No. B-5 (11)/54, dated the 30th December, 1954)

A list showing accommodation available at various stations is enclosed (Appendix II). The information contained therein is based on spot survey made in 1954 and the position may in all

likelihood have changed by now. Decisions on the S.R.C. Report may also have repercussions on availability of accommodation in other places which are the capitals of the Headquarters of State Governments now.

(Ministry of W., H. and S., O.M. No. Budget-5(20)/55, dated the 29th March, 1956).

A memorandum furnished by the Ministry of W., H. and S. under their O. M. No. EV-23(7)/55, dated the 24th September, 1955 is placed below at Appendix III. Lists of Government Departments, autonomous bodies, statutory Organisations etc. moved out of Delhi and of those that were newly created or transferred to Delhi during the period from 1-4-50 to 31-3-1955, are placed below at Appendices IV and V.

STATIONERY AND PRINTING DEPARTMENT

21 25 Each Ministry should have a separate budget provision for their printing work and stationery

A note has been called for from the Ministry regarding:
(i) Whether any final decision

supplies. To begin with each Ministry should be allowed a budget provision of two-third of the average expenditure incurred during the past three years. If the budget provision is exceeded, the Ministries concerned should approach for fresh allotments.

while some results are sought to be obtained by fixing monetary allotments for stationery and for printing for each Ministry. Orders to enforce the necessary economy have been issued to the following effect:

“(i) The monetary allotment of Ministries and offices for Stationery for 1950-51 should be reduced by 20 per cent. and the modified figure adopted as the monetary allotment for the current financial year. As the prices of stationery stores and paper have increased over last year's prices, the issues of these articles will be reduced by 30 per cent. of the supplies to which they were eligible last year. No increase over the reduced allotment will be made under any circumstances.

(ii) As in the case of stationery, the printing requirements of the Ministries and offices

on the question of a separate budget provision for each Ministry has been reached;

(ii) the actual expenditure incurred in respect of stationery, printing requirements, publications etc. in respect of each year from 1950-51 as against the monetary allotment made; and

(iii) Whether the powers delegated to local authorities have been increased, and if so, to what extent.

will also be reduced by 20 per cent. The monetary allotments in respect of printing are being worked out by the Controller of Printing and Stationery, India, and will be communicated to the Ministries/Offices direct, shortly. In the meantime, they should reduce their printing work and try to effect economy wherever possible so as to remain within the allotment placed at their disposal. No printing work in excess of the monetary allotment will be permitted. An inter-Ministerial Printing Priorities Committee, is being appointed to secure economy in printing work.

(iii) *Publications* : The quinquennial monetary allotment of Ministries/Offices will be reduced by 20 per cent and the modified allotment will be intimated to them by the Manager, Government of India Publications, Delhi. No excess, over their *pro rata* allotments for the

remaining portion of the quinquennium will be allowed under any circumstances.

(iv) The number of copies of the Gazette of India and other periodical publications issued free to the Ministries etc. will be cut by 20 per cent. The cut in respect of Gazette of India is subject to the concurrence of the Ministry of Home Affairs.

(v) All demands for new typewriters should be submitted to W.,M. and P. Ministry for approval before acceptance by the Controller of Printing and Stationery. (This does not apply to the paying departments in whose case the cost of new typewriter is debited to the respective budget heads). The existing procedure regarding replacements of existing typewriters will continue to be followed.

(vi) The Controller of Printing and Stationery is being authorised to withdraw duplicating machines and stocks of duplicating paper and ink from Ministries and Officers located at Delhi, except where full justification for retention for reasons of security etc. are given and where need for their retention is certified by the Secretary of the Ministry/Head of the Department concerned with the concurrence of associated Finance. All duplicating work will be done in a single spacing, except where double spacing is authorised for special reasons accepted by a Joint Secretary in the Ministry concerned."

While every effort is being made to achieve the necessary economy it may not be possible to achieve the target set by the Estimates Committee on account, both of increased prices of stores and increased activity following merger of States and Railways and other Government work in the case of

commercial concerns like the Railways and Posts and Telegraphs.

(Statement laid on the Table on the 8th June, 1951)

It is agreed that a greater check is necessary on the printing work and consumption of stationery stores and that this should be secured by fixing definite monetary limits which should be adhered to in normal circumstances and any excess over which should need special sanction. The proposal to achieve this by making separate budget provision for each Ministry is already in force in respect of paying departments whose budget constitutes more than half of the gross budget of Stationery and Printing Department. In regard to the non-paying departments the proposal is

fraught with practical difficulties. In the first instance the Stationery and Printing Department is a service department and not a commercial department and therefore it cannot make any recoveries for services rendered and supplies made to departments other than commercial departments. Further if the suggestion is accepted it will be necessary to make separate provisions under the three heads printing, stationery and publications for over 2,000 indenting officers and under over about 50 major heads of account. The maintenance of these accounts in various offices, the compilation of these figures by the Ministries and the transfer of the provision to the heads "56-Stationery and Printing" would involve a considerable amount of labour. Controller of Printing and Stationery will also have to keep a watch on the recovery of these amounts from over 2,000 indenting offices. Instead of this procedure, it is

considered that it would be simpler to give fixed monetary allotments to each Ministry, Department or indenting Officer in respect of printing, stationery and publications and to insist that this allotment will not be exceeded without proper financial sanction of the associated Finance of the Ministry concerned. These allotments will be made from within the budget provision under "56-Stationery and Printing". Thus all work will be centralised in the Stationery and Printing Department and Departments concerned will be informed when the monetary allotment is about to be exhausted. The procedure has already been adopted from the current year and allotments have been fixed on the basis of 80 per cent of the allotment sanctioned

for them during the year 1950-51. This procedure in effect amounts to giving separate budget grants and therefore meets the idea underlying the recommendations of the Committee.

(S. Nos. 26-28 and 40)—
(S. Nos. 26-28)

26 30 Consequent upon the adoption of suggestions made in paras. 27, 28 and 29 the posts of two Assistant Controllers and the Ministerial staff created for outside printing work should be abolished.

(Minus 2 officers, 56 ministerial staff and 6 class IV servants)

27 31 As the Ministries would deal directly with the private presses, the post of 'Inspector of Printing' created in the Controller's office to expedite the printing work should be done away with.

(Minus 1 Inspector of Printing)

A departmental committee is being set up to examine to what extent staff in the office of the Controller, Printing and Stationery can be reduced by transferring the work to the different Ministries consequent upon the adoption of the suggestions contained in S. Nos. 21-25. Such reductions as may be possible will be given effect to in the next year's budget.

(S. No. 40)—

The whole question of the methods of purchases has recently been examined by the Eastern Bedaux Co. As a first step towards the implementation of these recom-

The Committee realise that the reductions recommended previously might not hold good to-day in view of increased work in the various offices but urge that due consideration should be paid to the principles underlying the recommendations. For example, as recommended at S. No. 40, the procedure of amalgamating the functions of purchase, supply and inspection of stores in the Central Stationery Office should be tried and the resultant economy and efficiency assessed.

28 32 The Ministries themselves should be alive to the need for economy in the use of stationery stores and the two posts of Inspectors in the Stationery and Printing Department should be abolished.

(Minus 2 Inspectors of Stationery)

recommendations one godown is in the process of being vacated in Calcutta by bulking of stores, with a consequent economy of Rs. 1,10,000 per year. The other recommendations are being examined and it is hoped that the total economy so secured will be near to what the Committee has recommended.

(Statement laid on the Table on the 8th June, 1951)

40 42 Some of the functions, such as drawing up of specifications, etc. can as well be performed by the Deputy Controller of Stationery, and as such the post of Deputy Controller of Inspection in the Central Stationery Office should be abolished. Similarly on the stationery side all the three functions of purchase, supply and

S. Nos. 26-28—

The Committee has been set up and it is examining the question.

S. No. 40—

The Departmental Committee referred to above against Sl. Nos. 26-28 is also examining the question of the actual staff required for the Stationery Office.

inspection of stores should be rolled into one, and two posts of Assistant Controller abolished and suitable reduction in other staff may also be effected.

(Minus 1 Deputy Controller, 2 Assistant Controllers, 147 ministerial staff and 63 class IV servants)

Pending this scrutiny a saving of Rs. 1,10,000 per year has been achieved.

(Statement laid on the Table on the 18th September, 1951)

The Departmental Committee for the Stationery and Printing Department examined in detail the working of the headquarters office of the Controller of Printing and Stationery, (including the Outside Printing Branch, Calcutta) as well as the Government of India Stationery Office, Calcutta. The Committee has made various recommendations about reorganisation of the existing procedure in these offices and reduction of posts, expected to yield a net annual saving of Rs. 2,78,439. The recommendations include *inter alia*

retention of the posts of Assistant Controller, Printing and the Inspector of Printing, and abolition of the posts of Inspector of Stationery after one year. All the recommendations of the Committee were accepted by Government in March, 1952 and the C. P. and S. was asked to implement them expeditiously.

Retrenchment of the staff was completed by 1-7-52 except in the case of 33 junior clerks of the Stationery Office who refused to accept the jobs in slightly lower grades in other offices. They have filed a suit against Government and the matter is still *sub judice* in the Calcutta High Court. The reorganisation has been completed in the headquarters office of the C. P. & S. As regards the Stationery Office, the reorganisation has been given effect

to except in the Accounts, Stores and Supply Branches where it is likely to be completed shortly. Regarding the Simla portion of the Headquarters office of the C.P. and S., this has been shifted to Delhi and necessary reshuffling of Branches has been effected.

The recommendations of the Departmental Committee were put into effect resulting in a total saving of Rs. 1,62,210/- annually. The question of abolition of the posts of Inspectors of Stationery recommended by the Committee is still under consideration, and in this connection reports from various Ministries and their attached and Subordinate Offices showing what measures they have adopted to effect economy in the use of stationery are under examination. Pending final decision in the matter, the Ministry of Finance have agreed to the continuance of the posts of Inspectors of Stationery for a period of 3 months beyond 28-2-54.

2. The case of 32 junior clerks (and not 33 as mentioned in the Report) has been decided recently by the High Court of Judicature, Calcutta against them. The men are being served with notices of discharge. Action in this respect is proceeding.

(Ministry of W. H. and S, O.M. No. Gen. 5(2)/54 dated the 4th May, 1954).

The reorganisation of the Stationery Office, Calcutta, was carried out in accordance with the recommendations of the Departmental Committee. In actual working, the reduction in staff on the basis of the recommendations of the Committee resulted in heavy accumulation of arrears in the sections concerned. The smooth working of the Organisation was threatened. The staff requirements were therefore examined *de novo* keeping in view the steadily increasing obligations of the Stationery Office consequent on the expansion in the

activities of the Government of India and additional staff sanctioned from time to time to meet the exigencies. In view of the increasing importance of the Stationery Office as a Central Supplying Organisation for Stationery and other stores, the Government of India recently created a post of Controller of Stationery of the status of the Regional Directors of the Directorate General of Supplies and Disposals. It would thus be seen that, although initially a saving was effected on the basis of the recommendations of the Departmental Committee such savings proved more or less illusory and instead additional expenditure had to be incurred to run the Stationery Office on efficient lines.

The two posts of Inspector of Stationery at Calcutta and Delhi in the Stationery and Printing Department were abolished with effect from 1-8-54 and 16-9-54 respectively.

The case of the Junior Clerks referred to was dismissed by the

offices. Consequently, the staff of the Forms Store, Calcutta, should be reduced by about 50 per cent.

(Minus 153 ministerial staff and 35 Class IV servants).

dentors according to their requirements. It also endeavours to carry a reserve.

The work of collecting indents, placing orders and bulking them even if done by the Forms Press itself will require approximately the same staff and no economy is possible by enforcing this. Attempt will, however, be made to secure accommodation for the forms depot, near the Forms Presses so as to avoid transport charges as far as possible.

the increase, if any, in the cost of rent with the saving in transport charges.

48. Government should devise means to ensure that the accounts relating to the purchase of printing machines received during the last two years, as also similar other accounts, are settled quickly and are not carried over from year to year.

Accepted and endeavours are being made to close the accounts as quickly as possible.

(Statement laid on the Table on the 8th June, 1951.)

The High Commissioner has intimated that accounts for 1949-50 have been closed. Further report of the High Commissioner is awaited.

(Statement laid on the Table on the 18th September, 1951.)

The Ministry has been asked to state whether the A.G.C.R. has since completed verification and whether the accounts have all been satisfactorily settled.

The Accountant General, Central Revenues is verifying individual transactions and hopes finally to settle the matter shortly.

The High Commissioner for India, London has been requested to follow the correct procedure in respect of budgeting and adjustment of expenditure on account of purchase of printing machinery for the Government of India Presses and to pass on the necessary debits through India account to the Accountant General, Central Revenues, in time.

(*Ministry of Works, Housing & Supply O. M. No. Gen-5(2)/54 dated the 4th May, 1954.*)

51. The cost of production in Government presses *vis-a-vis* that obtaining in private presses should be examined thoroughly and conclusions arrived at on sufficient data to determine the rates payable to private presses for Government work done by them.

Accepted. Even now the rates paid by Government to private presses are lower than those paid by the public.

(*Statement laid on the Table on the 8th June, 1951.*)

The question at issue is rates in the Govt. press *vis-a-vis* the private press and not rates paid to private press by the public *vis-a-vis* the Govt. The Ministry has been asked to elucidate and give detailed information.

52 52 A Committee consisting of an expert Cost Accountant and a Master Printer should be formed to evolve a uniform and modern costing system for Government presses on the lines obtaining in the U.K. and U.S.A.

Accepted.

(Statement laid on the Table on the 8th June, 1951.)

The Committee recommend that the matter be expedited.

The Comptroller and Auditor General's advice was sought in regard to the revision of the present costing system. The recommendations sent by him were unfortunately not received in the S. and P. Deptt. A copy thereof is being obtained and the matter further pursued.

(Ministry of Works, Housing and Supply O.M. No. Budget-5(20)/55 dated the 25th June, 1956.)

54 54 Enquiries for taking departmental action against the officials responsible for not clearing in time some paper from the Calcutta Port Trust godowns resulting in a loss of several lakhs of rupees to Government by way of demurrage should be speeded up, and the defaulters brought to book. Suitable steps should be taken to avoid recurrence of such cases in future.

Detailed departmental enquiries have been completed both by the Ministry and by the Comptroller and Auditor General. It is intended to frame charges against those responsible for the loss.

A copy of the Report of the Officer on Special Duty has been called for.

(Statement laid on the Table on the 8th June, 1951.)

The enquiry has been entrusted to a Senior Officer with instructions to report by October, 1951.

(Statement laid on the Table on the 18th September, 1951.)

The Officer on Special Duty appointed to investigate the case with a view to fixing responsibility of the officers concerned for the payment of heavy wharfage has submitted his report. The report has been carefully considered and the Ministry of Works, Housing and Supply has agreed to take disciplinary action against the Officers concerned.

(Ministry of Finance D.O. 1-EC-53, dated the 9th January, 1953.)

Taking into account the circumstances of the case, it was decided by Government that no penalty under the rules should formally be imposed on the officer concerned, Shri A. A. Whitley, and that it would be adequate if Government's displeasure was communicated to him at the manner in which he had dealt with this case.

(Ministry of Works, Housing and Supply O.M. No. Budget 5-20/55 dated the 25th June, 1956.)

56 Government should reconsider the question of delegating more powers to Heads of offices for smooth and proper working of their offices.

Accepted. This is being done wherever necessary.

The Ministry have been asked to furnish a note on the details of action taken.

(Statement laid on the Table on the 18th September, 1951.)

CENTRAL PUBLIC WORKS DEPARTMENT

59 61 In addition to supervision and inspection during the progress of work by the Executive Engineer, final check should be made by the Superintending Engineer or Chief Engineer who passed the estimates and accepted the tender, and bill should be paid only after the officer who approved the estimates has certified that the work has been completed to approved plans, specifications and rates of tenders.

S. Nos. 59—81.

The recommendations of the Committee in these paragraphs affect certain important and long-standing procedure of work, as well as criteria for determining staff in the P.W.D. organisation. It is not possible to make these changes without a detailed examination and their implications in all respects. Government have therefore, decided to conduct a critical review of the standards of work obtaining in other works organisations, in the light of the recommendations of the Estimates Committee. Necessary action will be taken after the review has been completed.

(Statement laid on the Table on the 18th September, 1951.)

S. Nos. 59, 69, 70, 71, 73, 74 & 76-81.

These recommendations have not been covered by the statement furnished by the Ministry at Appendix I. The Ministry have therefore been asked to intimate the action taken on each of these recommendations specifically.

A committee was set up under the chairmanship of Shri Kasturbhai Lalbhai to go into the question of the organisational set-up and efficiency check in the Central Public Works Department. The Committee has recently submitted its report.

(*Ministry of Finance D.O. No. 1-EC/53, dated the 9th January, 1953.*)

The recommendations of the Committee set up under the chairmanship of Shri Kasturbhai Lalbhai are still under consideration.

(*Ministry of W. H. & S. O. M. No. Gen. 5(2)/54, dated the 4th May, 1954.*)

A statement showing the present position of action taken on the recommendations of the Kasturbhai Lalbhai Committee Report relating to the Central Public Works Department is placed below (Appendix I)

(*Ministry of W.H. & S. O. M. No., Budget-5(20)/55, dated the 7th March, 1956.*)

69. 71 The Air-conditioning and Mechanical and Workshop Divisions should be amalgamated into a single division. The posts of the Superintending Engineer and one Executive Engineer should be abolished, and suitable reduction in other staff effected.
(Minus 1 Superintending Engineer and 1 Executive Engineer).
70. 72 The incidental charges paid by the Rehabilitation Ministry for the maintenance of a Rehabilitation Circle should be treated as reduction of expenditure under the Central Office of the C.P.W.D., if it is not already being done.
71. 73 The Planning Circle and the Architectural Section should be amalgamated to form a single Organisation within the framework of the Central Office of the C.P.W.D. Consequently, on the architectural side, the posts of Senior Architects, Junior Architects, Assistant Architects should be reduced to 3, 7 and 8 respectively and a corresponding reduction in the non-gazetted establishment made.

1	2	3	4	5
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Similarly on the planning side one post of the Superintending Engineer should be reduced, and the number of Executive Engineers and Assistant Executive Engineers should be reduced to 2 and 8 respectively. Suitable reduction in the ancillary staff in the non-gazetted cadre should also be effected.

(Minus 1 Superintending Engineer, 2 Executive Engineers, 4 Assistant Executive Engineers, 3 Senior Architects, 5 Junior Architects and 6 Assistant Architects).

73. 75 Consequent on the regrouping of different circles, etc., one post of Assistant Administrative Officer should be abolished.

(Minus 1 Assistant Administrative Officer).

74. 76 The number of posts of Labour Officers should be reduced from 8 to 4 and a zonal system should be devised so that each

zone be placed under the charge of one officer.

(Minus 4 Labour Officers).

76. 78 The provision of Superintendents should be made on the basis of 1 Superintendent for 10 Assistants and 5 Clerks. Some reduction should be made in the number of Assistants-in-charge. The scale of work of ministerial staff should be 20 receipts a day. Stenographers should only be attached to the Chief Engineers, and a small pool of stenographers formed for all other officers. The strength of Class IV Servants should be reduced by 50 per cent. In the circle offices also revised scales of work should be laid down thereby effecting considerable economy in expenditure. Definite scales of work should be prescribed for Estimators, Draughtsmen and Computers; etc. and the possibility of effecting economy in these ranks explored.

(25 per cent. reduction in non-gazetted establishment.)

77. 79 The allottees should be made responsible for looking after the lawns in their bungalows and they should bear the entire cost of maintenance. At the time of allotment a condition should be stipulated that the allottee should maintain the gardens properly. Maintenance of public parks and lawns should be transferred to the Municipal authorities. A nucleus of the Horticultural Division need only be maintained for general supervision over the maintenance of parks, lawns, etc.
78. 81 In order that public funds are not wasted it is essential that before acquiring land from private persons or bodies at high prices Government should make full use of the existing buildings and waste lands.
79. 82 When any development schemes are formulated, expenditure on construction operations should

A time-limit for completion of work should be laid down and strictly adhered to. There should be periodical check by the Senior Officers on the work of the lower officers and quick action should be taken if anything irregular comes to their notice.

GEOLOGICAL SURVEY OF INDIA

S. Nos. 83-86

S. Nos. 83-86

83 90 While the necessity for strengthening the Geological Survey of India is realised it is desirable that there should be no wastage of man-power and money and to ensure this scales of work for each post in the organisation should be prescribed.

The principles underlying these recommendations are accepted and necessary action is being taken. *Statement laid on the Table on the 18th September, 1951.*

The Ministry of N. R. & S.R. have been asked to intimate the action that has been taken.

84 91 To augment the existing Geological staff and to produce better qualified personnel, a coordinated plan should be evolved in consultation with the Ministry of Education, the

Inter-University Board and the various State Governments to revise the curriculum of studies in Geology in the Indian Universities.

- 85 91 Urgent steps should be taken to obtain the services of specialists asked for under President Truman's Point Four Programme.
- 86 92 Effective steps should be taken to procure the drilling and other necessary equipment so that the work of the groundwater supply may be accelerated.

NEW DELHI;

The 21st December, 1956.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide S. Nos. 60-68, Chapter III)

Statement showing position in respect of the recommendations of the Kasturbhai Lalbhai Committee on General P.W.D.

Recom- menda- tion No.	Para No.	Recommendation	Action taken
I	2	3	4

3 Departmental Charges :

- (i) Departmental charges in respect of building construction work are excessive and should be brought down from the present figure of about 7 to 8% to at least 5%.
- (ii) To ensure proper architectural planning and with a view to permitting fresh and up-to-date ideas to play their role in this field the designing of particularly important Government buildings the individual cost of which is Rs. 10 lakhs or more, should be entrusted to prominent firms of architects. Type designs for smaller but repetitive types of construction may also be obtained from outside Architects.
- (iii) Departmental charges in respect of electrical construction are reasonable in Delhi, but are high in Bombay and Calcutta, where some reductions should be made.
- This recommendation has not been accepted. Government orders have, however, been issued to the C.E. to the effect that the question of entrusting designing work to private architects should ordinarily arise only when the C.P.W.D. architects are not in a position to handle them, and that each case should be considered on its own merits.
- This is still under consideration in consultation with the Ministry of Rehabilitation.

(iv) Departmental charges in respect of maintenance works on the buildings side are reasonable.

No action called for.

(v) As regards maintenance works on the electrical side, the Delhi percentage is reasonable, but in Calcutta and Bombay the percentage is very high, and steps should be taken to reduce the establishment expenditure in these town localities, so as to bring it down to about 15% of the cost of the works.

This is being considered by us in consultation with the Ministry of Rehabilitation.

2 4 Work load yardsticks :

The yardstick on the basis of which the staff strength of the C.P.W.D. is at present fixed is unsatisfactory. The adequacy of excessiveness of the establishment expenditure of the C.P.W.D. should be determined by the periodical review of the actual establishment and tools and plant expenditure, in comparison to the expenditure on works, and it should be ensured from time to time that the Departmental charges, including expenditure on planning, designing and construction does not exceed the following percentages:

Instructions have been issued revising scales of staff of these offices on basis of the recommendations of the Committee in consultation with the Ministry of Finance.

	<i>Building side</i>	<i>Electrical side</i>
For construction . . .	5 to 6%	7 to 8%
For maintenance . . .	10 to 12%	12 to 15%

3 *Tools and Plant charges:*

Miscellaneous items of expenditure which do not actually pertain to the head 'Tools & Plant' should not be charged to that head. The entire position should be reviewed and only expenditure legitimately debitable to that head should be shown under that head.

Even such legitimate expenditure debitable to that head should be recoverable almost entirely from contractors.

Accepted. Orders in respect of this recommendation are being issued in consultation with Finance and Audit.

4 *Maintenance Expenditure :*

The percentage which maintenance expenditure should bear to the capital cost of buildings should be definitely fixed by Government as follows:—

The matter is under consideration.

Office Buildings

I—*BUILDING MAINTENANCE*

Buildings con- Buildings constructed prior to 1946 and thereafter.

(a) Permanent and substantial buildings of the standard of the Secretariat buildings

$\frac{1}{2}$ % of capital cost. $\frac{1}{4}$ % of capital cost.

and Parliament House.

(b) Other permanent office buildings. 1% of capital cost.

(c) Temporary buildings. 2½% of capital cost.

Residential Buildings:

(a) Permanent buildings. 3% of capital cost.

(b) Temporary buildings. 5% of capital cost.

Works outside Delhi, Bombay & Calcutta:

As the establishment expenditure on works outside Delhi, Bombay and Calcutta is excessive, such works should be entrusted either to private architects or to the MES, if the M.E.S. has an organisation on the spot. Where such arrangements are not feasible, enhanced powers should be given to the local C.P.W.D. authorities in charge of the works.

Scope of Central Public Works Department's activities:

The planning of all Central Government building projects in the country should be done by the Central Public Works Department. As regards execution, the activities of the Department should be confined only to construction and maintenance of Govern-

These recommendations have not been accepted, as each case is to be decided on its merits.

ment buildings in Delhi, Bombay and Calcutta, Civil Aviation Works, and maintenance, and construction and maintenance outside Delhi, Bombay and Calcutta only where there is sufficiently large concentrated work to form at least a Division.

7 9 *Civil Aviation Wing :*

The distinction between Aviation & non-Aviation works should be done away with, and the work redistributed on a rational basis. 2 circles and 6 Divisions should be abolished on the Civil Aviation side and the works of these Circles and Divisions, taken over by the non-Aviation side.

8 10 *Superintending Engineers:*

The cadre of the S. E.'s should continue, but the S.Es. should be required to shoulder greater and definite responsibilities. They should be required to be in charge of 6 construction-cum-maintenance Divisions instead ordinarily of 4 as at present, and the total number of S.Es. should be reduced from 15 to 11.

9 11 *Chief Engineers:*

There should be only one Chief Engineer in sole charge of the administration, with two Additional Chief Engineers under him, on a slightly lower rate of pay.

These recommendations have already been implemented.

This recommendation has already been implemented.

Location and amalgamation of offices:

(i) Central Public Works Department offices in Delhi should all be located in the same building, and similar arrangements should also be made, as far as possible, in respect of the offices of Superintending Engineers and Executive Engineers in Bombay and Calcutta.

The position regarding location of C.P.W.D. offices in one building at Delhi/Bombay /Calcutta is as under.

Delhi: Due to acute shortage of accommodation it has not been possible to provide compact accommodation for all the C.P.W.D. offices. Efforts are being made to find out compact accommodation for all as far as possible.

The possibility of accommodating all CPWD offices in one building is remote unless a separate building is set up for them.

Calcutta: There is no single building capable of accommodating all CPWD offices. With the exception of 2 Dn. all CPWD offices are located in two contiguous buildings. It will be possible to provide compact accommodation after the construction of Income Tax Building and another office building at Belvedere Road. 3

Bombay: Of the 3 buildings at present occupied by CPWD offices, 2 are situated at a distance of 100 yds. from each other and 3rd is at a distance of 1 mile. It is expected that compact accommodation will be provided after the completion of the 2nd phase of the new C.G.O. building.

Necessary action for amalgamation of the offices of the Superintending Engineers with the office of the C.E. will be taken after a compact building is made available to the C.P.W.D.

(ii) The offices of the Superintending Engineers in Delhi should be amalgamated with office of the Chief Engineer.

11 13 *Scales of staff for Circle, Divisional and Sub-Divisional Offices :*

The scales at present prescribed should be revised as shown in Appendix *III to the report.

Orders have been issued prescribing the scale of staff of Circles, Divisions and Sub-Divisions Offices in consultation with the Ministry of Finance.

12 14 *Powers of C.P.W.D. Officers:*

More powers should be delegated to officers of the rank of Superintending Engineer, Executive Engineer and Sub-Divisional Engineer as indicated in Appendix IV* to the report.

Necessary orders in the matter have been issued.

13 15 *Centralisation of Payments and Accounts :*
 Payments and compilation of accounts should be separated from the Divisional Officers, and placed in charge of a separate Accounts Officers who should function under the Chief Engineer. Payment of pay and travelling allowances of the Central Public Works Department establishment should also be taken over by this officer. This will relieve the Executive Engineers to some extent of non-technical work and enable them to devote more time to field work. It will also eliminate duplication in accounting, and lead to expeditious audit, which it will be possible to secure through resident concurrent audit. This system should be introduced in Delhi forthwith.

The matter was taken up with the Ministry of Finance and they stated that consideration of this recommendation may await the separation of Audit and Accounts in respect of C.P.W.D. which is being given effect to in 1956-57.

Execution of works :

(i) All specifications and designs of works, and materials should be standardized as far as possible on a zonal basis, and contact should be maintained with the State Public Works Department in regard to the rates and specifications. Research in building materials should be carried out with the utmost intensity, and full use should be made in this respect of the Central Building Research Institute at Roorkee.

(ii) A National Buildings Organisation as recommended by the Chief Engineer, should be set up.

(iii) Schedule of rates should be reviewed annually, special reviews being made whenever conditions warrant.

(iv) The present procedure under which all important construction work is given out on contract should continue but contracts should be awarded only to contractors who have the requisite qualified staff.

(v) The present ban on retired Engineers of the CPWD seeking private employment under contractors should be removed and such employment should be allowed after a period of two years from the date of the officer's retirement.

Necessary action to standardise all specifications, and designs of works and materials, as far as Delhi Zone is concerned has been taken by the C.E. In regard to the Zones other than Delhi, the Chief Engineer is pursuing the matter and a report in the matter is awaited from him.

The National Buildings Organisation has already been set up.

This recommendation has been accepted.

This recommendation of the Committee has been implemented and necessary provision to this effect has been made in the Enlistment Rules.

Necessary action is being taken by the Ministry of Home Affairs.

- (vi) The lowest tender should not always be accepted as a matter of course. Authorities accepting tenders should have discretion to award the work to a higher tenderer, after obtaining the approval of the next highest authority.
- (vii) The present practice of submitting all tenders costing above Rs. 5 lakhs to Govt., through the Central Works Advisory Board should continue but the practice should be regularised by a formal and permanent amendment to the C.P.W.D. Code.
- (viii) Work should not be divided into different units and given to different contractors. Electrical and Sanitary Works could, however, be given out on separate contracts to reputable contractors, care being taken to draw up proper specifications of the materials to be used.
- (ix) An experiment should first be tried in Bombay by awarding work by limited tender only to prominent firms of contractors, the supervisory staff of the C.P.W.D. being limited to the absolute minimum
- Necessary orders in the matter have been issued by the Chief Engineer.
- Necessary orders have been issued. Amendment to the C.P.W.D. code is being issued.
- The procedure is already being followed.
- The C. E. has stated that Limited Tender System is being adopted in important works of specialised nature. In ordinary works it is not considered necessary. In regard to supervision by C.P.W.D. officers his view is that it should not be relaxed even if the works are allotted to specialised firms. Finance has agreed. They observed that it does not seem worthwhile

paying higher rates and yet taking the risk involved in giving up supervision by CPWD officers. They have directed that Finance may be approached for concurrence as and when a reasonable low rate is quoted by a firm of contractors wherever the location of the work may be.

(x) The practice of having measurements recorded by Section Officers should be discontinued if possible. An experiment should first be tried in Delhi by withdrawing Section Officers altogether, from construction work and entrusting supervision and recording of measurements to Asstt. Engineers only.

15 *Settlement of contractors' claims:*

(i) All running bills should be settled positively within a month and final bills should be paid within six months of the completion of the work.

(ii) Contractors should be required to submit their own bills instead of Deptt. preparing the bills on their behalf.

(iii) S.E.'s should not be appointed as arbitrators for settling disputes with contractors. A panel of retired senior officers of the P.W.D. and architects should be set up for this purpose and fees at fixed rates paid to the arbitrators.

16 *Recruitment:*

(i) Recruitment rules should be framed for all categories of posts for which no rules exist at present. Recruitment rules have been framed for almost all the services of the C.P.W.D.

The C.E. has organised a Div. employing only Asstt. Engineer to supervise the works who will naturally record all measurements for the works done. Final recommendation will be made by him after the experiment has been tried for a year.

Necessary provision that the contractors' final bills should be paid within a certain period and they should submit their own bills is being made in the contract forms.

This recommendation has not been accepted

(ii) Appointments, except those made through the U.P.S.C., should be made by small committees.

(iii) There should be departmental examination for all grades of officers.

There is already a Departmental Promotion Committee (under the Chairmanship of a member of the U.P.S.C.) for selection of officers for promotion to Class I and II 'Selection' posts in the C.P.W.D. For other categories of posts the C.E. has set up small Committees for the purpose of selecting suitable candidates for promotion. No further action is called for.

Departmental examinations have been prescribed for Class I and Class II Engg. Services of the C.P.W.D.

The question of departmental examination in accounts for accounts clerks is being examined in consultation with C.E. and Finance.

22 *Drafting of technical officers into the Sectt. :*
 Technical Officers may be employed in the Sectt. on a tenure basis as Under Secy/Dy. Secy. etc. provided such appointments are not on an *ex-officio* basis.

The recommendation that the technical officers may be employed in the Secretariat on a tenure basis as Under Secretary, Deputy Secretary has been dropped.

23 *Appointment of a high level Committee in the Sectt.*
 The existing Central Works Advisory Board of the Central P.W.D. should be reorganised on a broader basis, to deal with all important questions connected with the execution of works. The Committee should be presided over by the Joint Secretary of the Ministry, with the Chief Engineer and an officer of the Ministry of Finance as Members.

This is under consideration in consultation with Finance Ministry.

Duplication of files:

Except in matters relating to the higher personnel Secretariat officers should as far as possible note directly on the files of the Head of the Department, so as to eliminate duplication of files.

It has been held in consultation with the O. & M. Divn. that it is necessary that Sectt. should keep its own record of the decisions taken in all matters of policy whether arising within or referred from outside. Accordingly it has been decided that the existing practice which does involve some duplication of files cannot be eliminated and should continue.

25 27 (i) *Over budgeting:*

To avoid lapse of funds, no budget provision should be made in respect of a scheme, unless it has been administratively approved. Only such amounts as the Central Public Works Department certifies should be actually spent during the financial year, should be provided for in the budget.

This recommendation has been accepted.

(ii) *Land acquisition:*

Land acquisition should only be undertaken by the Central Public Works Department and not by the administrative Ministries.

The recommendation has not been accepted. Existing procedure is to continue.

26 28

Centralisation of Public Works under one Ministry:

Complete concentration and centralisation of all civil workshops under one Ministry may not be practicable at present, though it is desirable to secure such concentration and centralisation to the greatest extent possible.

This is under examination in the Ministry of Finance.

27 *All India Service of Engineers:*

The formation of an All India Service of Engineers should be pursued further with the States.

The recommendation of the Committee has been examined and it has been held that no action is necessary on the part of this Ministry at the present stage as the Ministry of Irrigation and Power are pursuing the question.

28 *Extension of age-limit for retirement of Engineers:*

The retirement age-limit for Engineers should be raised to 58 years. Piecemeal extensions of service should not be granted.

This recommendation has not been accepted.

29 *Furniture in Government Offices:*

The present furniture in Govt. offices in Delhi, which is of an archaic type, should be replaced gradually by more modern and suitable furniture. The C.P.W.D. should be made responsible for the purchase and supply of furniture in all offices, instead of such offices being allowed to buy their own furniture.

The recommendation has not been accepted. The C.P.W.D. are evolving suitable designs of furniture. After the designs are approved by the Committee appointed for the purpose, the blue prints would be drawn up and circulated to other Ministries for adoption.

APPENDIX II

(Vide S. No. 12 Chapter IV)

*Statement showing accommodation available at various stations in
1954*

Name of Station	Space available			
	Office	Residence		
	Sq. ft.	Officer	Staff	Class IV
Alwar	9,000	5	13	32
Baroda	55,000	3	84	Nil.
Gwalior	25,000	Nil.	Nil.	Nil.
Indore	20,000	10	151	30
Jodhpur	40,360	34	140	50
Mussoorie	1,40,000	80	2,100	250
Mt. Abu	16,000	10	70	30
Dehra Dun	4,000	6	80	20

APPENDIX III

(Vide S. No. 12, CHAPTER IV)

Note on the move of Central Government Offices out of Delhi

[The question of shifting some of the offices outside Delhi was taken up in 1948 with a view to remove congestion in Delhi and to meet the growing demands both for office and residential accommodation in Delhi as a result of expansion of the activities of Government. A Sub-Committee of Cabinet was formed by the Cabinet to examine as to which of the offices could be shifted outside Delhi. After surveying the accommodation available at various stations outside Delhi and consulting the various Ministries etc. the Sub-Committee selected on 28-12-1949, 19 offices for this purpose. Another 10 offices were selected by that Sub-Committee in August, 1950. However, only 5 of these offices *viz.* Surveyor General of India, Development Branch of D.G.P. & T, Director of Seamen's Welfare Centre, D.A.G., P. & T. (E.P. Circle) and the Indian Cattle-show Committee actually moved out of Delhi. Apart from administrative reasons, the main difficulty which stood in the way of the move of offices was the shortage of residential accommodation, particularly for the lower paid staff at the proposed stations. The whole matter was, therefore reviewed and a proposal was submitted to the Cabinet in September, 1950 that new buildings might be constructed at three or four selected stations to supplement the available accommodation so that the shifting might be arranged on a well planned basis. The Cabinet, however, decided that the matter should be examined in consultation with the Ministry of Finance with particular reference to the availability of funds. On further examination it transpired that it would not be possible to shift any more offices unless large scale construction of office and residential accommodation was undertaken at some selected stations. It was, therefore, suggested to the Cabinet on 21-12-1951 that action on the decision regarding move of offices out of Delhi should be suspended for the time being at least. The Cabinet did not approve of the suggestion and at their meeting held on 5-1-1952 decided that this question should be examined further by an independent committee. An *ad hoc* Committee of the Cabinet consisting of Minister for Home Affairs, Minister for Defence (later Minister for Defence Organisation) and Minister for Works, Housing and Supply was accordingly constituted by the Cabinet with authority to take final decisions except in case of disagreement with the Ministries concerned, when a reference was required to be made to the Cabinet. This *ad hoc* Committee of the Cabinet decided on 30-7-1952 that the office of the Narcotics Commissioner should be shifted to Simla and the office of the Salt Commissioner and the Directorate of Marketing and Inspection to Mount Abu. The Committee also considered that three more offices [*viz.*, office of the Chief Adviser of Factories, Statistical Branch (Income Tax) and Statistical Branch (Central Excise)] could also be shifted out of Delhi but the matter was to be decided by discussion between the Minister for Works, Housing and Supply and the Ministers concerned. They also desired a list to be prepared of

other offices which were not considered to be an integral part of the Secretariat and which could be conveniently moved out of Delhi. The availability of accommodation at various stations with particular reference to the amenities existing there was also to be ascertained.

2. In accordance with the decision taken in July 1952, the office of the Narcotics Commissioner shifted to Simla in September, 1952. The move of the office of the Salt Commissioner and Directorate of Agricultural Marketing and Inspection to Mount Abu could not materialise due to the inability of the Defence Ministry to part with their accommodation, which was taken into account at the time of formulating the original proposal, inadequate number of residences for the lower paid staff and lack of banking, treasury and hospital facilities. Also no agreement could be reached regarding the office of the Chief Adviser of Factories and the Statistical Branches of the Income Tax and Central Excise Departments.

The accommodation available at various stations was surveyed as desired by the *ad hoc* Committee, and it was found that adequate private accommodation was available at hill stations only, such as, Mussoorie, Dalhousie and Ranikhet. The matter was discussed by the *ad hoc* Committee on 31-1-1954 and it decided that the offices shown in Annexure "A" should be shifted out of Delhi. It also suggested that the Minister for Works, Housing and Supply should address all the Ministers concerned asking them to consider the matter personally and that if the Ministers did not agree to the shifting of the offices to any of the places suggested, the matter should be reported to the Cabinet for decision.

All the Ministers concerned were accordingly addressed and they were informed of the various stations to which the offices under them could be shifted. None of the Ministers agreed to the shifting of these offices on one ground or another, and the matter was examined by the *ad hoc* Committee on 28-5-1955. After considering the matter in its various aspects, the *ad hoc* Committee selected 21 offices (*vide* Annexure "B") for being shifted out of Delhi. The recommendations of the Committee were considered by the Cabinet on 28-10-1955 and it was decided that the following offices should be shifted out of Delhi :—

1. Directorate General of Supplies and Disposals and associated offices, to the extent that the implementation of the recommendations of the Stores Purchase Committee makes it possible to reduce the Headquarters establishment by strengthening the Regional Offices.
2. Bhakra Control Board.

As regards the remaining offices, the Cabinet desired that the Ministers concerned should examine the feasibility of shifting them from Delhi. The Ministers concerned were accordingly addressed in the matter and their replies excepting the Minister of Natural Resources and Scientific Research have been received. Only the Ministries of Rehabilitation and Food and Agriculture have agreed to the move of some of the offices under them.

On reconsideration, the Cabinet have agreed that the Bhakra Control Board may be allowed to remain in Delhi. As regards Directorate General of Supplies and Disposals, the position has been examined in detail in the

Ministry of Works, Housing and Supply and it has been found that the implementation of the recommendations of the Stores Purchase Committee will result in the staff at all levels in the Directorate General of Supplies and Disposals being augmented from time to time. In view of this, no staff from Directorate General of Supplies and Disposals can be transferred out of Delhi.

3. With the reorganisation of States as a result of the recommendations of the States Reorganisation Commission, accommodation is likely to fall vacant to a very large extent in some of the present capital towns of States. It is, therefore, proposed to examine the matter afresh in the light of the accommodation likely to be made available in the various towns.

Details of accommodation available at present in various towns are not known. A statement showing the availability of accommodation during 1954 is, however, attached (Annexure "C").

ANNEXURE 'A'

LIST OF OFFICES RECOMMENDED FOR MOVE OUT OF DELHI BY
THE *ad hoc* COMMITTEE ON 31-1-54

Name of Offices

1. Directorate of Marketing and Inspection.
2. Central Radio Store Depot.
3. Radio Construction Unit.
4. Radio Development Unit.
5. D.A.G.P. & T. (Delhi Circle).
6. D.G., H. & S.
7. Indian Council of Medical Research.
8. Nursing Council.
9. Dental Council.
10. Indian Standards Institution.
11. Salt Commissioner's office.
12. Employees' State Insurance Corporation.
13. East Punjab Railway Headquarters.
14. The Plant Protection Quarantine and Storage Directorate.
15. The Indian Oilseeds Committee.
16. The Indian Sugarcane Committee.
17. The Central Silk Board.
18. The Chief Adviser, Factories.
19. The Chief Labour Commissioner.
20. The Central Standards Office for Railways.
21. Statistical Branch (Income Tax).
22. Statistical Branch (Central Excise).

ANNEXURE 'B'

LIST OF OFFICES RECOMMENDED FOR MOVE OUT OF DELHI BY THE COMMITTEE OF SECRETARIES

Ministry of Works, Housing and Supply

1. D. G., Supplies and Disposals and associated offices, to the extent that the implementation of the recommendations of the Stores Purchase Committee makes it possible to reduce the Headquarters establishment by strengthening the Regional offices.

2. Chief Inspector of Explosives in India.

Ministry of Irrigation and Power

3. Central Water & Power Commission, except to the extent that any nucleus high level staff may be necessary to be retained at Delhi.

4. Flood Control Board (Central Water & Power Commission).

5. Bhakra Control Board.

Ministry of Education

6. Ministry of Education and Attached Offices, to the extent it is possible after they are re-organised and genuine Secretariat establishment separated from other establishment.

7. Department of Archaeology.

Railway Board.

8. Central Standards Office for Railways.

Ministry of Natural Resources and Scientific Research

9. Indian Bureau of Mines.

Ministry of Rehabilitation

10. Central Claims Organisation.

11. Chief Settlement Commissioner.

12. Regional Settlement Commissioner.

13. Additional Regional Settlement Commissioner.

14. Custodian General of Evacuee Property.

15. Custodian of Evacuee Property.

Ministry of Labour

16. D. G., Resettlement and Employment.

Ministry of Production

17. Salt Commissioner

Ministry of Food & Agriculture

18. Directorate of Sugar & Vanaspati.

19. Directorate of Marketing and Inspection.

20. Plant Protection, Quarantine & Storage Directorate.

21. Tube-well Project Administration.

ANNEXURE 'C'

Statement showing the availability of accommodation in various towns in 1954

Name of station	Accommodation available						Remarks
	Office		Residential		No. not given.	Class IV	
	Sft.	Officers	Ministerial staff	Residential			
1	2	3	4	5	6		
Mussoorie	1,10,815	44	597			No Government accommodation is available. It is a hill station at a distance of 170 miles from Delhi. Schools, Intermediate College, Post and Telephones and Banks are available. The landlords are willing to charge rents below the assessed rates and to carry out minor repairs, additions and alterations at their own cost.	
Baroda	61,087	Few officers	Nil	Nil		The available accommodation is private owned. All facilities are available.	
Navsari	5,200	See remarks Col.	..	..		No Government accommodation is available. Electricity, hospitals, colleges and banks are available. Private residential accommodation for 100 clerks can possibly be found out.

Jodhpur 32,500 I 158 Few houses No Government accommodation is available. All the buildings belong to His Highness the Maharaja and private persons. A lot of expenditure has to be incurred on additions and alterations. The private persons are willing to construct new buildings on the assurance that the Government would lease their buildings for at least 10 years.

Rajpur 7,560 6 21 Rajpur is at a distance of 6/7 miles from Dehra Dun. The accommodation available is private owned and the condition of residences for the Ministerial staff is reported to be dilapidated. Educational, medical and marketing facilities are lacking.

Dalhousie 2,06,000 186 30 The buildings belong to the local residents and to the Muslims migrated to Pakistan. The condition of the buildings is good and most of them are electrified. Water supply is from the taps outside the houses. The rent of the evacuee property is Rs. 34,500/- per annum and that of local residents' property is Rs. 98,000/- per annum. The bungalows will have to be subdivided in order to increase the number of houses for the ministerial staff.

Mt. Abu	(Govt. owned)	6,200	7	..	10	The buildings require additions and alterations. The landlords are willing to charge rent less than the assessed rent.
	(Private)	5,000	19	55	36	The banking, treasury and medical facilities are not available.

Ranikhet		27,700	36	63	28	No Government accommodation is available. The landlords are willing to carry out repairs at their own cost and to charge reasonable rent. It is not a rail head. There is no electricity.
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Alwar		64,270	41	412	80	The available accommodation belongs to H.H. the Maharaja of Alwar and private persons. The office accommodation and some of the houses are electrified. The water supply is through open wells. The accommodation can be put to use after additions, alterations and repairs costing Rs. 5,50,000/- The terms and conditions will have to be settled with the owners. Educational and medical facilities are available.
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APPENDIX IV

[Vide S. No. 12, CHAPTER IV]

List of Government Departments (Service as well as commercial) moved out of Delhi during the period 1-4-1950 to 31-3-1955

Estate Office

S.No.	Name of the Office	Station to which shifted	Area of accommodation vacated in Delhi
1	Surveyor General of India.	Mussoorie	10,507 sft.
2	Development Branch D. G. P. & T.	Nagpur	Not known.
3	D.A.G., P. & T. (E. P. Circle)	Kapurthala	Do.
4	Narcotics Commissioner's Office	Simla	1,792 sft.
5	Telephone Revenue Accounts Office of D. G. P. & T. (Part of Office shifted to Nagpur).	Nagpur	Not known.

List of Offices newly created or transferred to Delhi during the period from 1-4-1950 to 31-3-1955

S. No.	Name of the Ministries/Offices]	Approximate area occupied
		Sft.
1	Atomic Energy Department (Raw Materials Section).	1,618
2	Development Commissioner, Small Scale Industries:	
	(a) Main Office	3,600
	(b) Small Industries Service Institute	3,000
3	All India Handicrafts Board	6,500
4	All India Khadi & Village Industries Board (Branch Office)	5,377
5	Director of Exhibition.	1,700

S. No.	Name of the Ministries/Offices	Approximate area occupied
		Sft.
6	Wireless, Planning & Coordination Board (Ministry of Communications)	4,570
7	Air Transport Council	2,500
8	National Gallery of Modern Art, Jaipur House.	24,000
9	School of Town & Country Planning	619
10	Regional Passport Office (Ministry of External Affairs)	3,617
11	Enforcement Unit (Department of Economic Affairs)	824
12	Department of Company Law Administration:	
	(a) Main Office	9,273
	(b) Regional Directorate, Company Law Adm.	1,125
	(c) Registrar of Companies	1,300
13	Extension and Training Directorate (Ministry of Food and Agriculture)	2,595
14	Commissioner for Scheduled Castes and Scheduled Tribes (Ministry of H. A.)	4,000
15	Directorate of Advertising & Visual Publicity (Ministry of Information and Broadcasting)	4,965
16	Songs and Dramas Division, (Ministry of I. & B.)	1,000
17	Regional Office (EYPP) N. W. Communication Coordination (Ministry of I. & B.)	600
18	Ministry of Iron & Steel (Ministry Proper)	5,911
19	Office of the Chief Settlement Commissioner (Ministry of Rehabilitation)	28,023
20	Office of the Regional Settlement Commissioner (Ministry of Rehabilitation)	1,047
21	Regional Tourist Office (Ministry of Transport)	1,887
22	Light House Department (Ministry of Transport)	2,333
23	National Buildings Organisation, Ministry of Works, Housing & Supply	4,621
24	Community Projects Administration	8,413
25	Election Commission	3, 400
26	Medal Section (Ministry of Defence) . . . . .	..

APPENDIX V

(Vide S. No. 12, CHAPTER IV)

List of Autonomous Bodies, Statutory Organisations, etc., moved out of Delhi during the period 1-4-1950 to 31-3-1955

S. No.	Name of the Office	Station to which shifted	Area of accommodation vacated in Delhi.
1	The Indian Cattle-show Committee (It has come again to Delhi and is occupying privately leased accommodation)	Karnal	has since returned to Delhi
2	Indian Central Oilseeds Committee	Hyderabad	1,339 sft.
3	Central Silk Board	Bombay	..

2. List of the Autonomous Bodies, Statutory Corporations etc. newly created or transferred to Delhi during the period from 1-4-1950 to 31-3-1955

S. No.	Name of the Ministries/Offices	Approximate area occupied
		Sft.
1	Small Industries Corporation	3,938
2	Industrial Development Corporation	} 4,080
3	State Trading Corporation	
4	Central Social Welfare Board	6,500
5	University Grants Commission	Not known
6	Sahitya Academy	1,428

S. No	Name of the Ministries/Offices	Approximate area occupied
7	Sangeet Natak Academy	} Sft. 3,792
8	Lalit Kala Academy	
9	All India Council of Secondary Education .	5,275
10	Central Council of Gosamvardhana (Ministry of Food & Agriculture)	Not known.
11	Employees' State Insurance Corporation.	
	(a) Headquarters Office	8,302
	(b) Regional Office	Not known.
12	Employees Provident Fund Commissioner's Office	Not known.
13	National Research Development Corporation of India	3,405