

**ESTIMATES COMMITTEE
(1971-72)**

(FIFTH LOK SABHA)

SEVENTH REPORT

MINISTRY OF SHIPPING AND TRANSPORT

Action taken by Government on the recommendation contained in the Hundred and Twenty-Second Report of the Estimates Committee Fourth Lok Sabha) on the erstwhile Ministry of Parliamentary Affairs, Shipping and Transport-Border Roads.



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

August, 1971 / Sravana, 1893 (Saka)

Price: 90 Paise

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK
SABHA SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
ANDHRA PRADESH					
1.	Andhra University General Co-operative Stores Ltd., Waltair (Visakhapatnam)	8	12.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	30
2.	G.R. Lakshminpathy Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.	94	13.	The Current Book House Maruti Lane, Raghunath Dadaji Street, Bombay-1.	60
			14.	Deccan Book Stall, Ferguson College Road, Poona-4.	65
ASSAM					
3.	Western Book Depot, Pab Bazar, Gauhati.	7	15.	M/s. Usha Book Depot, 585/A, Chura Bazar, Khan House, Girgaum Road, Bombay-2 B.R.	5
BIHAR					
4.	Amar Kitab Ghar, Post Box 78, Diagonal Road, Jamshedpur.	37	MYSORE		
			16.	M/s. Peoples Book House, Opp. Jaganmohan Palace, Mysore-1.	16
GUJARAT					
5.	Vijay Stores, Station Road, Anand.	35	RAJASTHAN		
6.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.	63	17.	Information Centre, Government of Rajasthan, Tripolia, Jaipur City.	38
HARYANA					
7.	M/s. Prabhu Book Service, Nai Subaimandi, Gurgaon, (Haryana).	14	18.	Svastik Industrial Works, 59, Holi Street, Meerut City.	2
MADHYA PRADESH					
8.	Modern Book House, Shiv Vilas Palace, Indore City.	13	19.	Law Book Company, Sardar Patel Marg, Allahabad-1.	48
MAHARASHTRA					
9.	M/s. Sunderdas Gianchand, 601, Girgaum Road, Near Princess Street, Bombay-2.		20.	Ganthaloka, 5/1, Ambica Mookherjee Road, Belgharia, 24 Parganas.	10
10.	The International Book House (Private) Limited, 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.	22	21.	W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.	44
11.	The International Book Service, Deccan Gymkhana, Poona 4.		22.	Firma K. L. Mukhopadhyay, 6/1A, Banchharam Akras Lane, Calcutta-12.	82
			23.	M/s. Mukherji Book House, 8 B, Duff Lane, Calcutta-6.	4

C O R R I G E N D A
To

7th Report of Estimates Committee (Fifth Lok Sabha) on the Ministry of Shipping and Transport - Action taken by Government on the recommendation contained in the Hundred and Twenty-Second Report of the Estimates Committee (Fourth Lok Sabha) on the erstwhile Ministry of Parliamentary Affairs, Shipping and Transport - Border Roads.

- Page 3, line 14, for '19.11.1971' read '19.11.1970'!
- Page 5, line 14, for 'GDBR' read 'DGBR'
- Page 5, line 23, for '19.11.1971' read '10.3.1971'.
- Page 8, line 4, for '19.11.1971' read '19.11.1970'.
- Page 10, line 4, for '19.11.1970' read '15.12.1970'.
- Page 12, line 8 from below, for 'embluments' read 'emoluments'.
- Page 13, line 7, for 'Rs.--.24 crores' read 'Rs. 1.24 crores'.
- Page 13, line 18, for 'and' read 'has'
- Page 13, line 27, for '19.11.1970' read '10.3.1971'.
- Page 14, last line, for 'replacements' read 'replacemnts'.
- Page 14, line 5 from below, for 'these' read 'there'.
- Page 14, line 5 from below for 'provisionin' read 'provisioning'.
- Page 16, lines 3 & 23, for '19.11.1970' read '24.12.1970'!
- Page 17, line 5 from below, for '19.11.1970' read '10.3.1971'.
- Page 18, line 18, for '19.11.1970' read '15.12.1970'.
- Page 20, line 8, for '15.12.1970' read '24.12.1970'.

P.T.O.

Page 29, line 5 from below, for 'Korkshops' read 'Workshops'.

Page 38, line 10 from below, for '19.11.1970' read '10.3.1971'.

Page 44, line 9 from below, for 'BRDG' read 'BRDB'.

Page 45, line 9 from below, in cl.1, read 'Final booked expenditure for 1968-69'.

Page 45, line 13 from below, in cl.1, omit '(Final booked Expenditure)':

Page 48, line 7 from below, for 'BDGR' read 'DGBR'.

Page 49, line 1, for 'S.No. 55' read 'S.No. 56'

Page 53, line 14, for '10.3.1971' read '15.12.1970'.

Page 56, line 2 from below, for '1905' read '19015'.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
COMPOSITION OF THE STUDY GROUP 'E'	(v)
INTRODUCTION	(vii)
CHAPTER I—Report	1
CHAPTER II— . Recommendations which have been accepted by Govern- ment.	2
CHAPTER III— . Recommendations which the Committee do not desire to pursue in view of Government's reply.	35
CHAPTER IV— . Recommendations in respect of which replies of the Government have not been accepted by Committee.	56
APPENDIX— . . Analysis of the action taken by Government on the re- commendations contained in the 122nd Report of Estimates Committee (Fourth Lok Sabha).	58

ESTIMATES COMMITTEE

(1971-72)

CHAIRMAN

Shri K. N. Tewari

MEMBERS

2. Shri Maganti Ankineedu
3. Shri Asghar Husain
4. Shri Aziz Imam
5. Shri Hemendra Singh Banera
6. Shri Narendra Singh Bisht
7. Shri A. Durairasu
8. Shri Krishna Chandra Halder
9. Shri A. K. M. Ishaque
10. Shri Tha Kiruttinan
11. Shri L. D. Kotoki
12. Shri K. Lakkappa
13. Shri G. S. Mishra
14. Shri Piloo Mody
15. Shri Mohan Swarup
16. Shri D. K. Panda
17. Shri S. B. Patil
18. Shri T. A. Patil
19. Shri Shibban Lal Saksena
20. Dr. H. P. Sharma
21. Shri R. R. Sharma
22. Shri Shiv Kumar Shastri
23. Shri Somchand Solanki
24. Shri C. M. Stephen
25. Shri K. Suryanarayana
26. Shri Venkatrao Babarao Tarodekar

27. Shri Krishnarao Thakur
28. Shri N. Tombi Singh
29. Shri Nanjibhai Ravjibhat Vekaria
30. Shri N. P. Yadav

SECRETARIAT

1. Shri M. S. Sundaresun—*Deputy Secretary*
2. Shri Y. Sahai—*Under Secretary.*

STUDY GROUP 'E'
ESTIMATES COMMITTEE

(1971-72)

CONVENER

Shri A. K. M. Ishaque

MEMBERS

2. **Shri Krishna Chandra Halder**
3. **Shri Asghar Husain**
4. **Shri Hemendra Singh Banera**
5. **Shri Narendra Singh Bisht**
6. **Shri A. Durairasu**
7. **Shri Tha Kiruttinan**
8. **Shri G. S. Mishra**
9. **Shri Piloo Mody**
10. **Shri Mohan Swarup**
11. **Shri Shibban Lal Saksena**
12. **Shri R. R. Sharma**
13. **Shri Shiv Kumar Shastri**
14. **Shri C. M. Stephen**
15. **Shri Nanjibhai Ravjibhai Vekaria**

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Seventh Report of the Estimates Committee on the Action Taken by Government on the recommendations contained in the Hundred and Twenty-second Report of the Estimates Committee (Fourth Lok Sabha) on the erstwhile Ministry of Parliamentary Affairs, Shipping and Transport—Border Roads.

2. The Hundred and Twenty-second Report was presented to Lok Sabha on the 29th April, 1970. Government furnished their replies indicating action taken on the recommendations contained in this Report between 19th November, 1970 and 10th March, 1971. The replies were examined by the Study Group 'E' of the Estimates Committee at their sitting held on the 22nd July, 1971. The draft Report was adopted by the Committee on the 28th July, 1971.

3. The Report has been divided into following Chapters:—

I. Report.

II. Recommendations which have been accepted by the Government.

III. Recommendations which the Committee do not desire to pursue in view of the Government's reply.

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Hundred and Twenty-second Report of the Estimates Committee (Fourth Lok Sabha) is given in Appendix. It would be observed therefrom that out of a total of 71 recommendations made in the Report 54 recommendations i.e. 76 per cent, have been accepted by the Government, and the Committee do not desire to pursue 16 recommendations, i.e. 23 per cent, in view of the Government's replies. Reply of the Government in respect of 1 recommendation, i.e. 1 per cent, has not been accepted by the Committee.

K. N. TEWARI,
Chairman,

Estimates Committee.

NEW DELHI;
August 10, 1971.

Sravana 19, 1893 (Saka).

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (S. No. 1, Para. 1.9.)

The Committee note that the Demands in respect of the Border Roads Organisation are included in the Budget Estimates of the Ministry of Parliamentary Affairs, Shipping and Transport. As the arrangement is working satisfactorily, the Committee do not wish to disturb it.

Reply of Government

The Committee's observations are noted.

[RBDB O.M. No. F. 1(10)|BRDB|EC|69 dated 19-11-1970].

Recommendation (S. No. 2 Para. 1.12).

The Committee note that one of the avowed purposes of the Border Roads Programme is to contribute towards the economic development of the Northern and North-Eastern border areas. Now that the programme has been in operation for over ten years, it is desirable that there should be a review of the impact of the programme on the economic development of those areas so as to assess as to how far this objective of the Border Roads Programme has been achieved. The Committee therefore recommend that Government may appoint a Committee preferably under the aegis of the Planning Commission consisting *inter alia* of the representatives of the State Governments concerned, to assess the impact of the Border Roads programme on the socio-economic development of the Northern and North-Eastern border areas and to make recommendations as to the manner in which State Governments could integrate their plans for development of the border areas with the programme for the construction of Border Roads.

Reply of Government

As suggested by the Estimates Committee, the Planning Commission have constituted a committee under the Chairmanship of Joint

Secretary, Planning Commission consisting of the representatives of (i) Ministry of Shipping and Transport (ii) Border Roads Development Board and (iii) the State Governments of Jammu and Kashmir, Himachal Pradesh, Uttar Pradesh, West Bengal, Assam, Nagaland and NEFA Administration. The terms of reference to the Committee are, as suggested by the Estimates Committee, to assess the impact of the Border Roads Programme on the socio-economic development of the North and North-eastern border areas and to make recommendations as to the manner in which the State Governments could integrate their plans for development of the Border areas with the programme for construction of Border Roads.

2. A copy of the letter giving the constitution and terms of reference of the Committee is enclosed (not printed).

[BRDB O.M. No. F. 1(10)|BRDB|EC|69 dated 19-11-1971].

Recommendation (S. No. 4, Para 1.23)

“The Committee consider that the Central Government should not shoulder the responsibility for maintaining the Border Roads, developed out of Central Funds indefinitely but should allow it to develop in due course upon the State Government concerned. The Committee, therefore, recommend that Government should in consultation with the State Governments concerned, evolve a programme for gradual transfer of the roads developed by the Border Roads Organisation to the State Governments for maintenance after their present commitment is over in 1974. To begin with, the State Governments concerned may be entrusted with the maintenance of such of the border roads as may not be so vital for national defence and have economic and developmental use for the States. In the initial stage, the corresponding engineering organisations in the states would have to be provided technical and logistic assistance by the Border Roads Organisation in maintaining the Border Roads so as to enable them to acquire the expertise for the ultimate take over of the roads, from the Border Roads Organisation”.

Reply of Government

A large number of roads constructed by the Border Roads Organisation are located in remote/sensitive areas where civil traffic has not yet developed adequately to create an interest in the civil authorities for its maintenance to requisite standards. The State Governments are generally unwilling to take over the additional financial liability of maintaining these roads. The State P.W.Ds. are also not

in a position to work in the remote/hill region particularly in areas like NEFA, Nagaland and Mizo Hills for the reasons mentioned below:—

- (a) difficulty of terrain and climatic conditions;
- (b) Lack of logistic support;
- (c) Unwillingness of personnel to work in such areas due to uncongenial climate; and
- (d) non-availability of contractors and labour except at exorbitant rates of payment.
- (e) *Inter-se* priorities of state plans/Schemes.

2. However, as suggested by the Estimates Committee a review of the roads completed so far is being carried out in consultation with Ministry of Defence to classify them into the two categories mentioned by the Committee. Thereafter the question of transference of the roads in the 'non-strategic' category to the State Governments concerned will be taken up as suggested by the Committee.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69 dated 19-11-1970].

Recommendation (S. No. 5, Para 2.16)

The Committee are constrained to note that delays continue to occur in the issue of sanctions for works even under the existing procedure which is stated to have been streamlined to expedite them with the result that the Project authorities are not in a position to properly plan and procure the necessary resources and move them to work sites well in time. Receipt of sanctions for works by the Project authorities when the work season is close at hand, as is frequently the case at present, creates problems of logistics and increases transportation cost involved in sudden switch over of men and heavy machines to work sites spread over considerable distances. The Committee feel that there is scope for further improvement and, therefore, recommend that suitable administrative procedures should be devised so as to ensure that sanctions for works are in the hands of the Project authorities well before the work season commences. The Committee are of the opinion that it would result in better planning and maximum utilisation of resources and consequent reduction in the overall cost of construction, if the project authorities are given firm programme and targets for a period of three, or at least two years.

Reply of Government

The Committee's recommendation that suitable administrative procedures should be devised so as to ensure that sanctions for works are in the hands of the project authorities well before the work season commences has been implemented. As a first step, backlog in the issue of sanctions for the current year's works plan has almost been cleared. A programme for the submission of AEs for works included in the next year's plan has been finalised by GDBR with a view to ensure that maximum number of estimates are submitted to Govt. by the end of January. The bulk of the sanctions for 1971-72 will be issued before the financial year begins. The ultimate objective is to build up a bank of sanctions and the same is likely to be achieved by the end of 1971-72.

2. As regards the firm programme of construction, GDBR has indicated that a firm works plan is always made for a period of two years at a time, but certain adjustments, which become necessary based on actual achievements, are carried out at periodical intervals. Intimation about the works to be taken up in the next year is sent to the Chief Engineers and through them to the Task Force Commanders nearly a year in advance. Based on this tentative plan, a detailed works plan and the forecast of budget are prepared by Task Force Commanders and Chief Engineers.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1971].

Recommendation (S. No. 6, Para No. 2.18)

The Committee note the new procedure introduced in September, 1968 in regard to release of Foreign Exchange for the Border Roads Organisation upto Rs. one lakh and hope that it would help in meeting the requirements of the organisation. The procedure should, however, be reviewed after its operation has been watched for a period of three years, and if the difficulties of the Director General Border Roads persist, it should be further revised in the light of experience.

Reply of Government

As recommended by the Estimates Committee the existing procedure in regard to release of foreign exchange will be reviewed in September/October, 1971.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 7, Para 2.21)

The Committee note that the cases of losses have registered a sharp increase from 801 in 1965-66 to 3144 in 1967-68. The amount involved in losses has also increased from Rs. 3.08 lakhs in 1965-66

to Rs. 26.92 lakhs in 1968-69. The Committee would like Government to analyse the reasons for losses and take remedial measures.

Recommendation (S. No. 8, Para 2.22)

The Committee recommend that concerted efforts should be made to systematically analyse and dispose of the accumulated loss statements. Action should also be taken to ensure that the loss statements are analysed promptly on receipt so as to take remedial measures without delay.

Reply of Government

The figures mentioned in para 2.21 of the recommendations of the Committee actually refer to the cases of losses written off during the years 1965-66 to 67-68. The increase in the number is due to the fact that a drive was launched in August 1967 to finalise accumulated cases.

2. A stock was taken of the number of outstanding cases pending as on 31-8-67. This came to 1489 out of which the balance as on 31-12-69 was 113 only. This has been noted by the Committee in para 2.19 of the report. The number was further reduced to 89 as on 30-6-70. Steps have been taken now to again take stock of all outstanding cases as on 1-4-69 and if necessary another drive will be launched to clear outstanding loss statements.

3. The losses are investigated by Courts of Inquiry unless dispensed with in small cases. The reasons for the loss are determined and remedial measures are taken as far as possible before according write off sanction. However, a survey has now been undertaken by Government to analyse the reasons for losses written off over a period of six months. Further remedial measures considered necessary, if any, will be taken thereafter.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 9, Para. 2.24)

The Committee are unhappy to observe that a large number of 'estimates' for works are required to be revised. In this connection they find the observation of the Shankar-Kumaramangalam Committee (1967) quite apt, namely: "General Reserve Engineer Force, which has been on the ground for more than six years, is now familiar generally with the conditions of terrain etc. in which formation cutting is expected to be undertaken in the near future. With the experience gained it should not be difficult for Engineers to give a fairly correct idea of nature and volume of work involved and furnish the data on the basis of which 'approximate estimates' can be

prepared. . ." This should apply with greater force now as the General Reserve Engineer Force has been in the field for nearly ten years. The Committee therefore stress the need for drawing up a realistic estimate for work at the initial stage so as to obviate as far as possible, the need for revising the same in future.

Reply of Government

Realistic estimate for work at the initial stage is some times not possible for the following reasons:

- (a) The percentage of hard rock/soft rock, ordinary soil, the scope of permanent works including cross drainage works cannot be accurately assessed until the road formation is cut to a substantial width say 14 to 15 ft. It is only after excavation is done to this extent that what lies under the top soil reveals itself adequately to permit of dependable estimate.
- (b) The occurrence of land slides during the construction stage tends to inflate the earth work quantities which can be taken into account at the revised approximate stage only and not initially.

However every effort will be made to make approximate estimate as realistic as possible with a view to reduce the number of revised estimates in future, as recommended by the Estimates Committee. Necessary instructions have been issued to D.G.B.R.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 10, Para 2.25)

The Committee are also constrained to note that a large number of 'revised estimates' for works are awaiting finalisation and sanction and that no significant progress has been made in clearing the backlog during the last three years. The Committee recommend that serious efforts should be made at all levels to prepare and finalise the 'revised estimates' for works which have accumulated over the years.

Reply of Government

A special cell set up as part of the D.G.B.R. Organisation to finalise the pending revised estimates has processed 79 estimates and these are under consideration. Additional staff is also proposed to be posted at the Headquarters of the different projects for this pur-

pose. Other administrative measures designed to facilitate quick processing of the RAE have also been instituted. The Government hope that position will considerably improve by the end of 1970-71.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69 dated 19-11-1971].

Recommendation (S. Nos. 11, 28, 29, 30, 31 and 32, Paras—2.31, 2.100, 2.101, 2.105, 2.106 and 2.107)

2.31. The Committee recommend that the Directorate General Border Roads should have an integrated O & M Organisation for the field and Headquarters. The Committee need hardly stress that it should consist of engineering personnel trained in O & M/Work Study methods and having first hand experience of field conditions and work. It should systematically review the staff strength at the Headquarters as well as in the light of workload and trends of construction and maintenance programme, to obviate over-staffing at all levels. It should lay down norms of work and yardstick for determining strength of staff of different categories for different types of work.

2.100. The Committee are surprised that the Directorate General Border Roads had upto March, 1968 no separate vigilance organisation although by that time the total expenditure on the development of Border Roads through the Border Roads Organisation had been of the order of over Rs. 272 crores. They also note that the number of cases investigated during the period of three years from 1966 to 1968, for which specific information was called for by the Committee, was only six out of which two were dropped and another three cleared in consultation with the Central Vigilance Commissioner. Border Roads Organisation has an annual budget of more than Rs. 55 crores, a bulk of which is spent on procurement of stores of various type and employment of casual labour. It is therefore, an extremely sensitive organisation from the vigilance angle and it is imperative that it should have an efficient and well-organised system of vigilance. In this context, the Committee note that the Vigilance Organisation set up in 1968, consists of only one Vigilance Officer who has no organisation except a Stenographer and an Upper Division Clerk. The Committee find it difficult to believe that he alone would be able to organise and handle vigilance and anti-corruption work in an organisation extending from NEFA in the East to Ladakh in the West. They, therefore, recommend that Government should, in consultation with the Central Vigilance Commissioner, evolve a suitable and effective Vigilance Organisation for the Border Roads Organisation and properly define its scope of work and functions.

2.101. They also recommend that the annual report of the Vigilance Organisation indicating its activities and achievements during the year should be compiled which should also be placed before the Border Roads Development Board for their information.

2.105. The Committee have in para 2.31, already recommended the setting up of an integrated O & M Organisation for the field and Headquarters. The existing functions of the Inspector of Border Roads Works would, in that event, need revision and rationalisation.

2.106. The Committee recommend that the work of the Inspector of Border Roads Works, which is similar to that of the Chief Technical Examiner on the civil side, should be activated. They further recommend that annual reports on its activities and achievements should be compiled on the lines of the Report of the Chief Technical Examiner's Organisation which should also be placed before the Border Roads Development Board for their information.

2.107. The Committee consider that the field of vigilance is akin to that of administrative and technical audit being performed by the Inspector of Border Roads Works. They therefore consider that there is need for a very close coordination between the Vigilance Organisation and the Inspectorate of Border Roads Works. This could be achieved by bringing the two organisations under a common officer who should be directly under the Director General Border Roads. In this connection, the Committee would like to draw the attention of the Government to the fact that the Chief Technical Examiner's Organisation is under the Central Vigilance Commissioner.

Reply of Government

These recommendations have been accepted. The vigilance organisation is being enlarged and its scope defined in consultation with the Central Vigilance Commissioner. The functions of the Inspector of Border Roads Works are being revised. An integrated O & M Organisation for the field and the Headquarters of Director General Border Roads is also being set up.

2. In the re-organised set-up, the O & M Works Study, Vigilance and Works Inspection Branches are each proposed to be placed under an officer of the rank of S.E. Lt.-Col. and then all three are to be integrated into a self-contained unit under a Chief Engineer (Works and Vigilance). The advice of the Chief Vigilance Commissioner is being sought on the new set-up, as suggested by the Estimates Committee, and formal orders will issue thereafter.

3. The Committee's recommendations to place the annual reports of the Vigilance Organisation and of the Inspector of Border Roads Works before the Border Roads Development Board have also been accepted.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 12, Para No. 2.23)

The Committee commend the idea of the preparation of history of projects undertaken by the Border Roads Organisation so that it may be useful to engineers who may be called upon to undertake further projects in the same or similar areas in future. They suggest that the history of projects should be in the shape of progressive history sheets maintained road-wise so that contemporaneous records of post-construction development could also be added to it from time to time. They hope that before long history of all the projects executed by the Border Roads Organisation, written with due care and attention, would be available.

Reply of Government

The Committee's recommendations regarding the maintenance of progressive history sheets, road-wise are accepted. The Chief Engineers have been instructed suitably. The Chief Engineers have taken up the work already and submitted to the D.G.B.R. the histories of 20 completed projects.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 14, Para No. 2.55)

The Committee consider that while it may not be desirable to make the GREF a completely civilian Force, with the expertise the Border Roads Organisation have built up, it should be possible for them to entrust larger responsibility to civilians so as to release the maximum number of Service personnel for normal Army duties.

Reply of Government

The recommendation is accepted. The policy followed is to increase civilian elements in GREF cadres and release Army officers as far as practicable. As a result of this policy 78 per cent of civil Engineering officers, 67 per cent of mechanical engineering officers, 24 per cent of Medical Officers and 69 per cent of officers of other cadres (administrative, stores, etc.) are held by GREF officers.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 15, Para No. 2.57)

The Committee are unable to appreciate the need for non-technical staff being drawn from the Army to man subordinate GREF posts. They recommend that manning of subordinate GREF posts by Junior Commissioned Officers|Other Ranks should as far as possible, be confined to cases where suitable civilians are not available or where strategic or security considerations so require.

Reply of Government

Strategic and security considerations require that a certain amount of Army/Service element be retained in the Border Roads Organisation even in the subordinate ranks. In view of Committee's observations this element will be kept at the minimum necessary to satisfy the above mentioned requirements or where suitable civilians are not available. At present this ratio is only 3:1 per cent and is likely to decrease with the expansion of the force in the course.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 16, Para No. 2.59)

The Committee consider that as a post of Deputy Chief Engineer is held by a civilian, it may also be included in the civilian GREF officer cadre and Recruitment Rules therefor framed.

Reply of Government

Draft Recruitment Rules for the post of Deputy Chief Engineer in GREF have been drafted and are under examination.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 18, Para No. 2.68)

The Committee further recommended that the strength of permanent GREF Cadre should be reviewed at least once in two Years if not once a year in the light of trends of construction and maintenance programme of the Border Roads Organisation with particular reference to transfer of responsibility for maintenance of roads to the State Governments.

Reply of Government

In their II(66) meeting held on 18-10-66, the BRDB had already approved proposal for a review of the permanent cadres once in two years. This has not so far been done as no one has yet been declared permanent with reference to the decision taken in 1966. It

is expected that the first batch of permanency will be ordered before the end of this year. Thereafter, a regular periodic review will be made as desired by the Estimates Committee. If as a result of discussion with the State Governments, some of the roads are transferred to the States, both the temporary and permanent strength of GREF may need to be reviewed to adjust to the requirement of reduced load of work and maintenance.

[BRDB O.M. No. F. 1(10) |BRDB|EC|69 dated 19-11-1970].

Recommendation (S. No. 19, Para No. 2.70)

The Committee are unable to appreciate why in the case of members of the GREF in the scale of Rs. 55-1-70 (the bulk of whom are the Pioneers) a deduction of 20 percent of the Dearness Allowance is made in lieu of free rations and accommodation made available to them while in the case of GREF officers and other subordinate personnel in receipt of similar amenities no such deduction is made. They also note that GREF personnel in the aforesaid scale of pay are denied the Special Compensatory Allowance admissible to GREF officers and other subordinate staff posted to certain difficult areas. The Committee recommend that Government should reconsider the justification for this discriminatory treatment meted out to the lowest paid members of the GREF on whose toil and sweat primarily, depends the progress and achievements of the Border Roads Organisation.

Reply of Government

G.R.E.F. Pioneers and certain other categories noted in the margin were in receipt of consolidated rate of pay of Rs. 90/- p.m. since the inception of this Organisation in 1960. They were not entitled to any other cash allowances. As the emoluments of other civilian Government servants of comparable categories were increased considerably during 1960—67 due to rise in price index, a review of pay structure of GREF pioneers was conducted and it was decided in November, 1968 that the consolidated rate of pay should be replaced by the pattern of *emoluments admissible to Army Pioneers of the lowest category*. Accordingly, with effect FROM 1-1-69 the consolidated rate of pay was revised to the running scale of Rs. 55-1-70 plus Dearness Allowance at the rate of 80 per cent of the rate applicable to corresponding Class IV civilian Government servants while serving in units where free ration and free accommodation became admissible, as in the case of Army pioneers. The D. A. at places where these categories are not entitled

1. Sweeper
2. Chowkidar
3. Peon
4. Messenger
5. Masalchi
6. Mess waiter
7. Ambulance Asstt.
8. GREF Police
9. Mess Servant.

to the concession of free ration and free accommodation, is admissible at full rates. In addition they were allowed Children Education Allowance/Reimbursement of tuition fees and compensatory (City) and House Rent Allowances where admissible. This revision brought a steep rise of Rs. 22/- to Rs. 36/- p.m. in the emoluments of the pioneers and other categories on consolidated rate of pay and it cost the exchequer an additional sum of Rs. -24 crores per annum.

2. Any question of a review of their emoluments has to be considered in light of the fact that Pioneers are almost like Mazdoors, and have been put in uniform for disciplinary purposes only. There has to be a reasonable relationship between their "output" and "emoluments". As mentioned in para 2.75 of the Committee's report, the departmental assessment is that a GREF Pioneer costs the Border Roads Organisation something like Rs. 13-14 a day but the total work got of him was hardly of the value of Rs. 7-8 per day. At the same time it will not be appropriate to give GREF Pioneers more emoluments than Army Pioneers. Moreover parity of emoluments between local civil labour and GREF Pioneers and also to be kept into view. The provision of deduction of 20 per cent of D.A. in areas where free ration and accommodation is provided is similar to the provision for such a deduction in case of Army Pioneers.

3. At present the question of rationalisation of pay scales and other terms and conditions of service of all Central Government servants is under examination of the Third Pay Commission. It will be appropriate to await its final recommendations. If need be, the allowances of these categories can be reviewed thereafter.

[BRDB. O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970].

Recommendation (S. No. 20, Para No. 2.76)

The Committee are of the view that since the Government have assumed responsibility for providing free cooked rations to the Civilian GREF personnel in certain field areas, it is imperative that the scale of rations should not only be adequate but also consistent with the physical requirement of a worker doing hard manual labour under abnormal conditions. The Committee need hardly stress that the civilian GREF staff should be kept in a state of fitness to face the rigours of weather and give maximum output. The Committee feel convinced that there is need for an urgent review of the scale of rations provided to the civilian GREF staff and recommend that it should be undertaken without delay in consultation with the Army Medical authorities and leading nutritional experts who should be well conversant with the difficult conditions in border areas.

Reply of Government

Government accept the recommendation of the Estimates Committee. A review of the scales of rations provided to GREF civilians will be conducted departmentally in consultation with the Director General Armed Forces Medical services and a civilian nutritional experts.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 21, Para. No. 2.77)

The Committee also feel that there is need for improving adequately the living accommodation facilities for GREF personnel working at high altitudes.

Reply of Government

Normally, GREF personnel employed on road construction works stay at a particular location only for a limited period i.e. till the construction is over and then move forward for further work. Therefore, accommodation intended for such personnel is constructed to the minimum specifications in the interests of economy. Taking into account the Committee's views, instructions have been issued to DGBR to review the specifications of accommodation at high altitudes in consultation with the Chief Engineers and submit his recommend that there should be advance provisioning on annual basis will be accorded for improved specifications.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69 dated 19-11-1970].

Recommendation (S. No. 22, Para. No. 2.81)

The Committee regret that there is no proper system of issue of various items of clothing and outfit to the Civilian GREF subordinates staff to which they are entitled free of charge. Although there is provision also for replacement of these items on fair wear and tear basis at Government cost, it has been observed that in actual practice, far from receiving replacement, many members of staff do not get the full complement even once. The Committee feel that this state of affairs is due to faulty provisioning at the Central level. They recommend that these should be advance provisionin on annual basis of items of clothing and outfit to which the Civilian GREF subordinates are entitled at Govt. cost and the Projects should be allowed to keep essential items in stock so that there is no avoidable delay in replacements in case of fair wear and tear.

Reply of Government

The reasons for the shortages in clothing of CREF personnel were under examination at the time the Committee undertook study tour of the Projects. As a result of that examination it came to notice that the shortages were due mainly to delay in initiating provisioning action. This delay occurred due to non-availability of date from the Projects. In fact the question of shortages in clothing with projects had also been investigated several times earlier also. On each occasion the shortages were found to be either temporary or due to administrative omissions in taking prompt action at various levels and not due to any fault in the system of Central Provisioning. To further improve this system and to eliminate the adverse consequences of omissions and commissions that had in the past resulted in delay in placing indents or subsequent erroneous distribution, it was decided in March 1969 to make advance provisioning for a period of three years in the case of "initial clothing" and for a period of two years in the case of "maintenance clothing". The requirements of fair wear and tear i.e. "maintenance clothing" are also stocked in the Projects themselves.

It may be added that some time ago a study of the provisioning procedures was also undertaken. One of the recommendations made in this study report is that advance annual provisioning of clothing should be made on fixed dates to avoid over-stocking. The report is under examination.

Thus the recommendations of the Committee that there should be advance provisioning and that the Projects should be allowed to keep essential items in stock for replacements is already being followed.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 24-12-1970].

Recommendation (S. No. 24, Para. No. 2.85)

The Committee consider that a person may not be posted at high altitudes for more than two years at a stretch. However they would like Government to fix a reasonable tenure of posting at high altitudes in consultation with medical authorities and strictly observe the same.

Reply of Government

The recommendations of the Estimates Committee that the tenure of personnel posted at high altitudes should not be more than 2 years at a stretch are accepted.

This is being adopted as a general policy after consultations with the medical authorities.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendations (S. Nos. 26 & 27, Para. Nos. 2.96 & 2.97)

The Committee note that although a large number of officers and subordinates were recruited during 1966, 1967 and 1968, no officer was imparted any training during 1966-67 and 1967-68 while the number of subordinates imparted training during 1966-69 was extremely small.

The Committee feel that there is need for organising the training programme of GREF personnel on systematic lines. They recommend that a suitable training syllabi for different categories of personnel should be chalked out and implemented.

Reply of Government

As the term of service of GREF officers and personnel was only 3 years in the past and as the Force itself was of a temporary character, no course was conducted for its officers before 1968. In view of the gradual stabilization of the Force on the introduction of a permanent nucleus in it, its training courses have been intensified from 1968. We agree with the recommendations of the Estimates Committee and will chalk out syllabi and further programmes of training, keeping their recommendations in view.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (Sl. No. 35, Para 4.5)

The Committee note that the tentative physical and financial targets for the next four years involving a total capital outlay of Rs. 217.50 crores have been fixed on an *ad hoc* basis without working out the details of the specific schemes or projects that may be taken up during that period. Govt. have themselves admitted that the Border Roads Organisation works on the basis of an 'immediate programme' approved by the Board from time to time. Even this 'immediate programme' is subject to change if new priorities show up while it is in operation. This method of undertaking the Border Roads Development Works is, in the opinion of the Committee, defective as it leads to perpetual uncertainty in regard to the programme permeating down to the level of field formations. Besides, under this method, there is always the chance of some works being taken up by the Border Roads Organisation without full considera-

tion of their need or utility. They recommend that, if it is not feasible to include the Border Roads Development programme in the National Plan, the Border Roads Development Board should draw up a separate Border Roads Development Plan covering a period of three to five years which should lay down the targets, financial as well as Physical on the basis of specific scheme or projects that would be taken up during that period. The plan would facilitate the work of the Board and also, by introducing an element of firmness in the Border Roads Development Board Programme, go a long way in facilitating the resources, planning and procurement on a long term basis by the executing agencies. The specific schemes laid down in the plan and their *interse* priority could always be reviewed and changed where necessary by the Board in the light of developments. The Committee would like Govt. to furnish to them a copy of the first Border Roads Development Plan when ready.

Reply of Government

Government agree with the suggestion made by the Estimates Committee that it would be desirable to lay down advance targets, financial as well as physical on the basis of specific schemes. Keeping in view at the same time the need for avoiding rigidity in the programme of road construction, Government have decided that a 5 years rolling plan based on specific schemes for the first 3 years of the plan and provisional projections for the last two years may be adopted. The Plan will be reviewed annually. The immediate programme will continue to act as the bank of projects, out of which the five year plan will be formulated, with due regard to their priorities etc.

It may be added here that nearly 65 per cent of the work in the existing programme of BRDB has been completed. The question of the future programme of the Organisation was considered at the last meeting of the Board and it has been decided that the matter should be gone into by a small group presided over by the Cabinet Secretary. Some additional projections made by Ministry of Defence are also under consideration. After further additions to the programme are approved by the Board, a five year plan of works for the period 1972—77 will be drawn up and furnished to the Estimates Committee by the end of December, 1971.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 39, Para 4.15)

The Committee urge that concerted steps should be taken by Government to expedite the payment of compensation for land acquired for construction of roads.

Reply of Government

The Government share the Committee's anxiety for expeditious settlement of claims for compensation for land acquired for construction of roads. Instructions have been issued to all the Chief Engineers to carry out an urgent review of the outstanding cases as on 31st March, 1970 and submit a report. The DGBR will continue to maintain a careful watch.

However, as the Committee might be aware, the assessment of compensation in each case has to be made by the Civil Authorities who have to complete a number of formalities prescribed under the Statute. A major part of the time taken for settlement of claims for compensation is taken up by this routine. Where the State Governments recommend, special staff is sanctioned and placed at disposal of Land Acquisition Officers. Instructions have, however, been issued to DGBR that cases involving undue delay or any special difficulty should be brought to the notice of Government for taking up with the State Government.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 19-11-1970]

Recommendation (S. No. 40, Para 4.20)

The Committee observe that a sizeable amount of work is being got done by the Border Roads Organisation through private contractors. They would like the Border Roads Organisation to make an assessment of the work of private contractors from the point of view of quality, observance of time schedule and cost, before the work is awarded to them. They would also like Government to ensure that the contractors employ local labour as far as possible.

Reply of Government

The only major works handled through contractors by the Border Roads Organisation are permanent bridges for which CEs have full power to conclude contracts. The tenders for these works are restricted to well established and well known firms of All India standing. Factors like suitability of designs, specifications of material used are scrutinised by experts in the Director General Border Roads office and contracts are carefully vetted both by the Chief Engineers and Director General Border Roads Directorate.

The general powers of Chief Engineers for employment of contractors on road construction itself including execution of permanent works are limited i.e. Rs. 20,000 in each case (recently enhanced to Rs. 50,000 in three projects); and are to be used only in exceptional circumstances.

The other items of work for which CEs have full powers to conclude contracts are ancillary jobs like supply of stores (local purchase), construction of road side accommodation for offices and camps and transportation of stores/personnel (where departmental vehicles are not available). These are scattered works and are usually given to local contractors on open tender basis with the usual penalty clauses for delay and defects in the execution of works. Our assessment is that this system has functioned fairly satisfactorily; the same as in case of other Government agencies. Regarding employment of local labour, the contractors are encouraged to do so by the Chief Engineers. Suitable instructions reiterating this have also been issued.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69 dated 10-3-1970]

Recommendation (S. No. 41, Para 4.21)

The Committee feel that the award of work to contractors on 'single tender basis' should be rarely done and confined to cases where it is absolutely justifiable by some special circumstances.

Reply of Government

The observations of the Committee have been noted and instructions issued (copy enclosed not printed). It may be added that the number of single tender contracts concluded is generally small and was nil during 1968-69 and only Rs. 1.70 lakhs in 1967-68.

[BRDB O.M. No. F. 1(10)|RBDB|EC|69 dated 15-12-1970]

Recommendation (S. No. 42, Para 4.24)

The Committee feel that so far an expenditure of Rs. 1.72 crores on the construction of Border Roads has been rendered infructuous on account of certain roads taken up for construction at the instance of General Staff being subsequently abandoned due to changes in the Defence Plans. The Committee wish that in future the requirements of the General Staff would be projected after due assessment of all factors and a 'go-ahead' signal would be given only after the Government are reasonably sure of the utility of the road in the context of Defence Plan.

Reply of Government

This matter was examined in detail sometime ago. It was decided that while formulating their proposals for construction of new roads in the border areas the General Staff would take into account the requirements of their operational plans two or three years ahead i.e.

the period generally required for the construction of these roads-Subsequent changes in these projections are made only where the same become unavoidable as a result of changes in enemy capabilities and new threats necessitating alterations of operational plans. Government would like to assure the Committee that the actual construction is undertaken only after it is satisfied that the projections for new roads conform to this policy.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 43, Para 4.25)

The Committee also recommend that in future in all cases where the roads under construction are proposed to be abandoned, State Governments concerned should invariably be approached to take over the roads for further construction|maintenance.

Reply of Government

The recommendations are noted.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970]

Recommendation (S. No. 44, Para 4.27)

The Committee note the statement made by the Secretary, Border Roads Development Board that new roads are now being constructed according to appropriate classification and specifications in the very first instance and that the road widening work is now reduced to the minimum.

Reply of Government

Government have no remarks to offer.

[BRDB O.M. No. F. 1(10)/BRDB/. .C/69, dated 15-12-1970]

Recommendation (S. No. 45→Para 4.34)

The Committee feel that there is scope for more work, both construction|improvement as well as maintenance, being assigned to the Central and State Public Works Departments and recommends that the Border Roads Development Board should, subject to the considerations of quality, urgency and timely completion of work where necessary, utilise these agencies for executing their programme to a greater extent than hitherto.

Reply of Government

All the relevant considerations *viz.* the area of operation, the capacity of the local PWDs to complete the project within the time specified having regard to their resources and the capacity of the GREF, its existing commitments and the need for an optimum work load are carefully considered before taking a final decision on the question of agency for the construction of each road. It may, however, be added that there have been instances in the past where a road entrusted in the first instance to the PWDs had to be taken over by GREF in order to complete the work within the specified time.

The observations of the Committee would, however, be prominently kept in view while considering the agency question for future programmes.

[BRDB O.M. No. F. 1(10) |BRDB|EC|69 dated 15-12-1970].

Recommendation (S. No. 47, Para 4.47)

The Committee observe that the Border Roads constructed and maintained by GREF are costlier than those constructed or maintained by the PWDs. The Committee agree that some part of the higher cost could justifiably be attributed to the difficult terrain, long lines of communications, higher cost of labour employed on regular basis etc. They are, however, convinced that the cost could be reduced by better and firm forward programming, improved material management, lesser dependence on mechanised equipment where operational costs of the equipment is heavy, resort to work by contract wherever feasible, reducing overheads and administrative expenditure to the extent practicable and a general cost control. The Committee therefore recommend that a high powered Committee consisting *inter-alia* of technical and financial experts should be appointed to examine in details the factors responsible for the high cost of construction and maintenance of Border Roads by GREF and to suggest measures to bring it down as far as possible, without sacrificing speedy execution.

Reply of Government

Government accept the recommendations of the Committee. A five Member High-powered Technical and Financial Committee with Director General (Roads) as the Chaiman has set up to go into the factors responsible for the cost of construction and maintenance of Border Roads and make appropriate recommendations.

[BRDB O.M. No. F.1(10) |BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 50, Para 5.26)

The Committee note that Government had asked the Director Scientific Evaluation, Defence Research and Development Organisation, Ministry of Defence in February, 1968 to assess the resources utilisation and operational efficiency of the Border Roads Organisation. In July 1969 Government referred for examination to a Committee consisting of the Master General of the Ordnance and Secretary, Border Roads Development Board, "all problems connected with overhauling and maintenance of the equipment" held by the Border Roads Organisation. The Report of the Director Scientific Evaluation was submitted in September 1969, and that of the Committee on Machinery and Equipment was submitted in November 1969. Both the Reports are stated to be under the consideration of Government. The Committee also note that the Director Scientific Evaluation has in his report attributed the non-utilisation of a sizeable part of equipment mainly to its being in Class 'C' state requiring major repairs/overhaul at the Base Workshops. The Committee on Machinery and Equipment has also in its report dealt with this problem in detail and has made various recommendations and suggestions in regard to improving the arrangements for major repairs/overhaul of machinery, provisioning and stocking of spares, standardisation of machinery, discard policy for equipment etc. which have been dealt with separately in subsequent paragraphs. In view of the fact that these reports, which have come in the hands of the Government only recently, have already dealt with the question of optimum utilisation of equipment with the Border Roads Organisation comprehensively, the Committee only trust that Government would take expeditious decisions on the various recommendations and suggestions made in those reports and make a concerted effort to tide over the problem in the shortest possible time.

Reply of Government

The various questions and recommendations contained in the reports submitted by the Director of Scientific Evaluation and the Committee on Machinery and Equipment have been considered. The recommendations of the Committee on Machinery and Equipment have been accepted by the Government in toto and action has already been initiated for their implementation; may have in fact been implemented. It is expected that the remaining would be also implemented by April 1971.

2. A good number of the recommendations contained in the report of the Director of Scientific Evaluation are identical to the

recommendations made by the Committee on Machinery and Equipment and these have either been implemented or are in process of being implemented. Except for one major recommendation, which does not appear to have been based on adequate data and in regard to which a further study has been ordered, almost all other recommendations are expected to be implemented by April 1971, with suitable modifications in matters of detail.

[BRDB O.M. No. F.1(10) | BRDB | EC | 69, dated 15-12-1970].

Recommendation (S. No. 51, Para 5.27)

The Committee would, however, like to reiterate in particular, the recommendation of the Committee on Machinery and Equipment that an immediate assessment should be made of the number of equipment which are reported to have not been adequately used in the past and are not likely to be utilised in future and if it is found to be large, reasons for their procurement and non-utilisation should be looked into and it should be examined as to how such equipment could be profitably utilised in future.

Reply of Government

D.G.B.R. has made an assessment of the machines, vehicles etc. which were reported as not having been adequately used in the past and which are not likely to be utilised in future. He has advised that a number of these machines can be put to more effective use in future. This aspect is being examined further. The question of disposal | diversion of equipment finally weeded out will be decided as soon as the profitable utilisation of the equipment proposed for retention is settled. Other aspects e.g. reasons | circumstances which led to the purchase of these equipments will also be looked into at that stage. It is expected that the whole process will be completed by April 1971 at the latest.

[BRDB O.M. No. F.1(10) | BRDB | EC | 69, dated 15-12-1970].

Recommendation (S. No. 52, Para 5.28)

The Committee also join in the recommendation of that Committee that a complete list of auxiliary items of equipment which can be used only as and when required, should be prepared and norms of their utilisation laid down.

Reply of Government

Necessary action to prepare a complete list of auxiliary items of equipment and to lay down the norms for their utilisation, as recommended by the Committee on Machinery and Equipment has been taken in hand and is expected to be completed before the end of the year.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 53, Para 5.29)

The Committee further recommend that until the various measures for augmenting the utilisation of the existing equipment suggested by the Director of Scientific Evaluation and the Committee on Machinery and Equipment have been implemented and allowed to operate for some time to bear fruit, Government should observe utmost restraint in further adding to the already heavy inventory of the Border Roads Organisation.

Reply of Government

The recommendation of the Committee has been noted.

2. It is, however, added in this connection that all proposals submitted by the Director General Border Roads for fresh purchase of machinery and equipment, vehicles etc. are supported by detailed statements of cases justifying the necessity therefor. All such proposals are subjected by this Ministry and the Ministry of Finance to detailed and critical examination before approval thereto is accorded. Further, while considering such proposals, the existing stock held by the Organisation in serviceable and repairable condition (*i.e.* other than those declared beyond economical repairs) is invariably taken into account and are treated as assets, for purposes of determining further purchases. The suggestion of the Committee will also be kept prominently in view while according sanctions for fresh procurement of machinery and equipment.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 54, Para 5.30)

The Committee are distressed to note the observation of the Director of Scientific Evaluation in his Report that there is under utilisation of machinery in class 'A' state *i.e.*, 'on road', amounting in some cases to 30-40 per cent of the available time. The Report however suggests that this may be due to non-availability of labour

in the area, inaccessibility of the site and lack of operable area. The Committee consider that any significant under-utilisation of "on the road" machinery is a serious matter and would like Government to investigate the same thoroughly and take remedial steps to ensure optimum utilisation at least in the case of machinery which is in class 'A' state.

Reply of Government

The utilisation of equipment varies with the terrain, altitude, climatic conditions and other factors. The Director of Scientific Evaluation has also mentioned in his report that certain variations do occur and according to him variation upto 15 per cent in the total hours of utilisation per year may be considered as normal. Further, in para 37 of his report, D.S.E. has admitted that the utilisation of tractors and Road Rollers in Class 'A' condition is satisfactory. It is true that equipment like compressors and stone-crushers have been under utilised. These equipment and other auxiliary items like concrete mixers, pumps etc. cannot be utilised to the full extent mainly because of the comparatively lesser requirement of such equipment in the process of construction. Revised norms of use for various types of equipment are under consideration and thereafter D.G.B.R. would be asked to ensure optimum utilisation of machinery in 'A' condition.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 57, Para 5.51)

From a sample study of the figures relating to the work load and monthly arising in, an output of, the two Base Workshops during April—October, 1969, the Committee note that there has been a sizeable increase in the number of equipment awaiting|under repairs in the Base Workshops from 1753 at the beginning of April 1969 to 1803 at the end of October 1969. The monthly average of arising and output of the Base Workshops during the same period indicates that there has been consistent shortfall in the output as against the arisings. Thus, even with the increased capacity, the Base workshops might hardly be able to handle even the new arisings, much less tackle the backlog. The Committee therefore recommend that a constant and strict watch should be kept on the arisings and output in respect of the two Base Workshops and corrective steps should be taken as soon as any imbalance is noticed. In this connection the Committee consider that, in addition, a system of inspection of GREF Base Workshops with personnel borrowed from the Army,

1885 LS—3.

as suggested by the Committee on Machinery and Equipment,, would be a step in the right direction.

Reply of Government

The following measures have been taken for controlling|super-
vising the arisings and increasing the output in the Base workshops,
so that imbalance is reduced as much and as early as possible—

(a) *Control over arisings*

(i) Equipment awaiting spares in Field areas over 8 weeks will not be permitted (as at present) to be downgraded and back loaded to Base Workshops for repairs. Instead, required spares and assemblies are to be sent to forward areas against specific 'vehicle off road' demands.

(ii) The Projects have been advised to get their essential assemblies repaired from local market so that the life of the equipment is prolonged before it is declared as Class 'C'.

(iii) The projects have been instructed to ensure proper classification of their equipment holdings and in case the condition of equipment so warrants, to put up the same for downgrading to class 'D'.

(iv) Several Boards of officers have been detailed to review individually the present class 'C' holdings of vehicles and equipment and determine the number which require down-grading to Class 'D'.

(b) *Action to increase repair capacity|output*

(i) With a view to increase productivity of the workshop, procurement and installation of certain special plant|machines and addition of technicians|tradesmen is under consideration.

(ii) Introduction of second shift in certain support section|Assembly group like machine shop, engine overhaul section, major assembly section and engine test house is being considered.

(iii) Inspection Cells have been created in the Base workshops and staff for the same has also been sanctioned.

(iv) Possibility of obtaining repair assistance from trade under reasonable terms and conditions is being explored.

(v) Vigorous action is being taken to procure spare parts.

(vi) The Inventory control procedure is being stream-lined for efficient functioning of Base Workshops.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 58, Para 5.52)

Appreciating the explanation furnished by the representative of the Government during evidence that the number of equipment awaiting repairs in the Base Workshops includes equipment which might, upon technical examination be ultimately found to be beyond economical repair|overhaul the Committee recommend that immediate steps should be taken in this regard on the lines recommended by the Committee on Machinery and Equipment and a rigid time-table laid down for completing the technical appraisal of all equipment awaiting repairs in the Base Workshops and its final classification.

Reply of Government

As per the recommendations made by the Committee on Machinery and Equipment, Government orders have already been issued delegating powers to Chief Engineers (Projects) and enhancing the existing powers of DGBR to declare machinery and equipment beyond economical repairs. Detailed administrative instructions have also been issued by DGBR stipulating a time limit for finalising action at different levels. The instructions issued contemplate finalisation of such cases within a maximum period of six months.

2. Three standing Survey Boards have also been constituted at the Base Workshops by DGBR for surveying and classifying certain main items of equipment like tractors and compressors with a view to "write off" those which are beyond economical repairs. This is expected to be completed by October, 1970. Thereafter similar Survey Boards would be instituted in projects and technical classification of all major equipment would be completed by DGBR by the end of 1970.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 59, Para 5.53)

In regard to the problem of clearing the large backlog of Class C equipment awaiting repairs in the Base Workshops, the Committee note that, with the assistance of Army Workshops who have agreed to take over some of the equipment for repairs|overhaul, the Government hope to clear the backlog by the end of March 1971. The

Committee stress the need for launching a meaningful crash programme of repairs|overhaul to put back into use maximum number of machines in shortest possible time. They join with the Public Accounts Committee in their observation contained in para 1.29 of their 86th Report (Fourth Lok Sabha) that, apart from stepping up the output of the workshops, sustained measures will have to be taken on urgent basis to get as much of the equipment repaired|overhauled through Army Workshops and civil trade, as possible.

Reply of Government

The various aspects relating to the state of machinery and equipment in the Border Roads Organisation were gone into at great length by the Committee on Machinery and Equipment, who have made certain recommendations, one of which related to the expeditious overhaul|repair of Machinery, equipment and vehicles and to clear the backlog of class 'C' equipment. According to their recommendations the undermentioned equipment have been accepted by Army Base Workshops for overhaul|repair in a period of two years upto 31st March, 1971. Suitable Government orders have also been issued in this regard.

Crawler Tractors	203 Nos.
Compressors (Heavy Light)	124 Nos.
Road Rollers (All types)	53 Nos.
Jeeps Nissan	29 Nos.
1-Ton Nissan	17 Nos.
TMB vehicles	54 Nos.

2. In regard to getting repairs done through trade, the feasibility of getting TMB engines and P. 6 Perkins engines repaired through M/s. TELCO and M/s. Simpsons was explored but had to be given up as the firms were not willing to undertake the work. 240 engines each of the above types have been given to Army Base Workshops for overhaul. Possibility of getting compressors repaired by M/s. Atlascopco and M/s. Kirolskars is being considered by DGBR. The observations of the Committee to get as much of the equipment repaired through Army Workshops and civil trade, as possible, will be kept in view.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 61, Para. 5.57)

The Committee feel that the procedure for issue and despatch of repaired equipment from Base Workshops needs review to ensure

that the equipment ready for use does not remain idle in the workshops unnecessarily.

Reply of Government

The Director General Border Roads has carried out a review of the procedure for issue and despatch of repaired equipment from Base Workshop and has taken the following measures to reduce the time-lag between the date of final overhaul by Base Workshops and collection by the user Units.

(a) It has been enjoined on the Base Workshops that they should intimate to HQ DGBR the actual output of a particular month, by Signal, by the 2nd day of the following month. Based on this, Projects concerned are instructed by signal to provide escorts to move the equipment. GREF Base Workshops have been instructed to ensure that overhauled equipment are ready in all respects for issue before the intimation is sent by them.

(b) Projects have been instructed to send escorts immediately on receipt of signal release order from HQ DGBR without waiting for any further confirmation from Base Workshop.

(c) Commanders GREF Base Workshops have been instructed to ensure speedy handling over and despatch of overhauled equipment within 2 weeks of the arrival of escorts. GREF Base Workshops have detailed special teams to effect handing over speedily.

(d) Commanders, GREF Base Workshops have been instructed to ensure timely requisitioning of Rail flats and to get timely "Over Dimension" sanction from Railways.

2. DGBR has reported that a special drive in this regard has been launched by the Workshop Commanders and the position has also since improved.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 62, Para. 5.61)

In view of the country-wide unemployment among qualified engineers and technicians, the Committee are unable to appreciate the statement of the representative of the Government during evidence that the Base Workshops which are located at well connected cities in the plains, were under-staffed because there was shortage of technical hands offering themselves for work in the workshops. The Committee have earlier, in para. 2.93 recommended certain procedures to be observed in the recruitment of subordinate and other

personnel. They feel that with proper publicity of the vacancies through Employment Exchanges etc. the problem could be minimised, to a great extent.

Reply of Government

The vacancies at present are to a considerable extent due to non-availability of Scheduled Castes/Scheduled Tribes although sufficient notices have been given in the press. The following measures have now been devised to bring these establishments to full working capacity:—

- (i) recruitment through the Regional Employment Exchanges and advertisement in newspapers;
- (ii) launching of special recruitment drive;
- (iii) recruitment of ex-EME personnel through the EME Dte, Army HQ and Regional authorities;
- (iv) procurement of Army personnel.

With the implementation of the above mentioned measures the manpower situation of Base Workshops is expected to normalise in the near future.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 63, Para. 5.64)

The Committee note the assurance given by Government to the Committee, that, after the measure suggested by the Committee on Machinery and Equipment have been implemented, the feasibility of introducing the system of cost accounting, in the Base Workshops will be examined.

Reply of Government

Noted. The feasibility of introducing the system of cost accounting in the Base Workshops, which requires detailed consideration keeping in view the various aspects of the problem, would be taken up for examination by the Government immediately after all the major recommendations of the Committee on Machinery and Equipment have been implemented. The Government expect to take up this question by April, 1971.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 65, Para. 5.77)

The Committee are surprised to learn from the Report of the Director Scientific Evaluation that the records regarding procurement and availability of spares are not being maintained properly due to which it is not only difficult to properly watch the progressing of indents but, as the Report maintains, this is one of the reasons that repair planning in the Border Roads Organisation is unrealistic. The Committee stress the need for records in respect of spares being maintained properly and recommend that the feasibility of introducing the Cardex system at the Base Workshops and Director General Border Roads Head-quarters suggested by the Director Scientific Evaluation may be examined on an urgent basis.

Reply of Government

As recommended by the Committee, the implementation of Kardex system is in hand. Further, with the introduction of the revised system of provisioning of spare parts as recommended by the Committee on Machinery and Equipment it is expected that adequate data in regard to spare parts would be available.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 66, Para. 5.78)

The Committee note with concern the findings contained in the aforesaid report that the time lag between the arrival of the equipment and arrival of initial spares is two to three years while it takes 32.5 months from the time of arrival of equipment for the first bulk of spares to arrive. The Committee consider that the recommendation of the Committee on Machinery and Equipment for modifying the system of provisioning to provide that "spares required for 3 years' maintenance and overhaul of 50 per cent of equipment will be ordered within 9|12 months of their delivery and thereafter orders for spares will be placed annually after periodical provision review", if accepted and implemented strictly, would go a long way in solving the problem.

Reply of Government

The recommendation of the Committee on Machinery and Equipment regarding the revised system of provisioning of spares for equipment and vehicles, based on annual provision review has been accepted by Government. Orders laying down the revised system

have also been issued. It is hoped that the position will improve progressively.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 67, Para 5.79)

The Committee take a serious view of the findings of the Director Scientific Evaluation that large stocks of spares are lying at the Base and Field Workshops which have lost their utility as some machinery and equipment have become obsolescent or have finished their life. Besides, according to the report, the projects are holding stocks of spares for machines which are not held by them. The Committee agree with the recommendation of the Committee on Machinery and equipment that a census to surplus spares should be made with a view to determine the extent of the problem and if a large surplus is discovered, the reasons for accumulation should be looked into and urgent remedial measures taken.

Reply of Government

As recommended by the Committee on Machinery and Equipment, a census of surplus spares lying in projects and Workshops was undertaken by DGBR and has been completed. Determination of surpluses is in hand and as a large number of equipment is involved the final report from DGBR is expected by the end of the year. Suitable measures|remedial action, as considered necessary would be taken on receipt of final report, as recommended by the Committee.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 68, Para 5.80)

The Committee also commend the suggestion of the Committee on Machinery and Equipment that Field Workshops will, in future, hold spares for one year's requirements and have stock replenished on the basis of actual consumption.

Reply of Government

The recommendation of the Committee on Machinery and Equipment has been accepted by Govt. and suitable orders have also been issued in this regard.

[BRDB O.M. No. F. 1(10)|BRDB|EC|69, dated 15-12-1970].

Recommendation (S. No. 69, Para. 5.83)

The Committee are alarmed to note that as on the 1st April, 1969 as many as 128 indents for spares for machinery and equipment rais-

ed by the Border Roads Organisation were pending out of which no less than 60 were pending for over two years. The Committee consider the situation as extremely unsatisfactory meriting closer examination at high level to determine the causes of delay in supplies and to take appropriate steps in this regard including, if necessary, a change in the procedure and sources of procurement.

Reply of Government

The three main sources of supply of spare parts for equipment, vehicles etc. held by the Border Roads Organisation are (i) Bharat Earth Movers Ltd. (ii) Director General, Supplies and Disposals and (iii) Director General of Ordnance Factories.

2. In so far as supply by Bharat Earth Movers Ltd. is concerned, Govt. have already reviewed the matter at a high level and some discussions have taken place with the suppliers. It is shortly proposed to hold further discussions with Deptt. of Defence Production, Ministry of Defence and Managing Director, B.E.M.L. in order to expedite delivery of spare parts.

3. As regards the supply of spare parts through DGS&D, the following measures are under examination in consultation with the Deptt. of Supplies to expedite delivery of spares:—

- (a) reduction in the time cycle in processing of indentations, receipt and opening of tenders, processing of tender and ATs;
- (b) stricter enforcement of liquidated damages clause where extension of delivery schedule is asked for by the suppliers is imposed.

4. In addition to holding meetings regularly with DGS&D to expedite outstanding items, officers of the Dte GBR., Projects and Workshops have been frequently visiting various suppliers at Calcutta, Bombay, Poona, Bangalore, Delhi, Madras and Jamshedpur. The Liaison Officer at Calcutta also frequently meets the suppliers at Calcutta to have delivery of outstanding spares expedited.

5. Similar discussions are held with the DGOF also for expediting supplies.

6. Any change in procedure and source of procurement are matters which primarily are for DGS&D and the Deptt. of Supply to consider. The Committee's observations have been brought to their notice.

[BRDB O.M. No. F. 1 (10) /BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 70, Para. 5.84)

The serious position in regard to pendency of indents raised with the Director General, Ordnance Factories, with Hqs. at Calcutta also to some extent reflects on the efficient functioning of the Liaison Offices being maintained by the Border Roads Organisation, particularly at Calcutta. The Committee feel that there is need to re-organise and activate these offices if they are to serve the purpose for which they have been set up.

Reply of Government

Action has been taken to make fuller use of the Liaison Officer.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 71, Para. 5.89)

The question of standardisation of equipment with the Border Roads Organisation assumes importance in view of the fact that the idle machinery and equipment awaiting repairs in workshops for long periods is mainly because of non-availability of spare parts and the problem of procuring spare parts in adequate quantities is aggravated on account of multiplicity of makes and models. The Committee, therefore, recommend that, as desired by the Committee on Machinery and Equipment in their report, the requisite data should be compiled and evaluated and a decision taken expeditiously in regard to the items which remain to be standardised.

Reply of Government

Government is fully seized of the problem relating to the necessity for standardisation of machinery, equipment, vehicles etc. in the Border Roads Organisation. In order to come to decision in standardisation the data both technical and financial, to be submitted by the Director General, Border Roads has been finalised in consultation with the Director, Electrical and Mechanical Engineering as recommended by the Committee on Machinery and Equipment. A time-table has also been drawn up according to which papers would be submitted to Government by the Director General, Border Roads. Some papers have already been received from Director General, Border Roads and are being processed. In respect of other main items of equipment/machinery the progress is being closely watched; the work is likely to be completed by the end of the year.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLY

Recommendation (S. No. 3, Para. 1.15)

The Committee recommend that, subject to strategic considerations, State Governments concerned should be more closely associated at the time of finalising the Border Road Construction programme within its jurisdiction. This would, besides creating among the States a sense of participation in the programme, enable them to plan and co-ordinate their development programme in the area more effectively.

Reply of Government

There is consultation with the State Government before the programme of the Board is formulated. There is also adequate liaison with the State authorities at various levels during the construction and development of roads. The Committee which has been set up by the Planning Commission (Para. 1.12 of the Estimates Committee's Report) is expected to examine the connected question of consultation between Border Roads Organisation and the State Government at the stage of planning of roads. Government shall await its report and review the present procedures of consultations with State Governments, in the light of the recommendations made therein.

[BRDB. O.M. No. F. 1 (10)/BRDB/EC/69 dated 19-11-1970].

Recommendation (S. No. 13, Para. 2.49)

The Committee stress the need for optimum utilisation of men so as to bring down the cost of construction and maintenance of roads by the Border Roads Organisation which is admittedly high. They agree with the observation contained in the Report of Shankar-Kumaramangalam Committee (1967) that the problems of under utilisation of staff during slack seasons needs to be pursued vigorously and on a priority basis. The Committee would like Government to re-examine the matter thoroughly and ensure that the

staff, technical as well as non-technical, remain gainfully employed during the slack season also.

Reply of Government

Government agree that every attempt should be made to achieve optimum utilisation of manpower. Various measures have been taken in the past towards this end. However, in pursuance of another recommendation of the Committee (Sl. No. 47, Para No. 447) a high level Committee has been set up to go into the factors responsible for the high cost of construction and maintenance of border roads by G.R.E.F. As proper utilisation of resources is directly related to the cost of construction, this Committee will, *inter alia* . . consider and make recommendations regarding better utilisation and gainful employment of the G.R.E.F. personnel during the slack season.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 19-11-1970].

Recommendation (S. No. 23, Para. No. 2.84)

The Committee recommend that Govt. may examine the feasibility of issuing suitable instructions regulating the weekly and daily hours of work and observance of holidays by the field staff for general information.

Reply of Government

The Committee's recommendation has been examined. The normal practice followed in G.R.E.F. is that all labour is required to put in 8 hours of work each day and all gazetted holidays are observed. However, it is not feasible to issue strict instructions in the subject. The GREF works somewhat on operational basis in difficult and remote areas. It faces the problems of closure of roads due to rains, snow fall and landslides even in fair-weather. Such occasions are treated like operational emergencies and extra hours of work have to be put in by all concerned. In view of this, the present practice is an appropriate one.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 25, Para. 2.93)

The Committee note that although the Border Roads Organisation are regularly recruiting quite a large number of subordinate GREF personnel of various technical and non-technical categories and a substantial number of vacancies in various trades remain unfilled,

there is no regular system of publicising the vacancies. Instead Recruiting Parties are sent to various parts of the country causing avoidable expenses. In this connection, the Committee would like to make the following recommendations:—

- (i) Vacancies occurring in the subordinate GREF posts should, in the first instance, be intimated to all the Regional Employment Exchanges and recruitment exchanges and recruitment made out of candidates recommended by them;
- (ii) In case recruitment through the Employment Exchanges fails, vacancies should be advertised in the leading national and regional newspapers and direct recruitment should be made out of the candidates who apply in response thereto;
- (iii) If suitable candidates are still not available then other sources may be tapped and only as a last resort Recruitment Parties may be sent to different parts of the country to make on the spot recruitment.

Reply of Government

The system of recruitment of subordinates to G.R.E.F. has been evolved after considering the available alternatives. During the initial years of the organisation, the number of personnel required was very large and the time within which they were required, was short. In this situation, the Director General, Employment and Training, indicated that it would not be possible for the Employment Exchanges to recruit by the dates required the various categories of personnel in the numbers indicated by the D.G.B.R. After discussions it was decided that the Border Roads Organisation should make their own arrangements for recruitment. The best course available was to utilise the Army Recruiting Organisation on the one hand and send Recruiting Parties on the other to contracting projects like the Damodar Valley Corporation, Bhakra Nangal, Bhilai Steel Plant etc. where technical hands trained in the use of earth-moving machinery etc. were being rendered surplus. Ex-servicemen were also recruited in good numbers. At the same time, use was being made of the Regional Employment Exchanges and when they were unable to meet the requirements, the State Governments were approached for providing publicity through their media, including the radio. There was good response from some States who helped by pointing out areas of potential recruits. With gradual stabilisation of the wastage rate and number of vacancies, recruitment through the Army Recruiting Organisation was stopped. Now

recruitment is being done mostly at the G.R.E.F. Centre, Roorkee, and by Recruiting Parties.

2. The Committee have observed that sending Recruiting Parties to various parts of the country causes avoidable expenses. Saving of this expenditure would be possible only if candidates from Employment Exchanges all over the country travel to Roorkee for trade-testing and medical examinations at their own expense. Even when vacancies are limited this movement might involve hundreds of people converging on Roorkee fruitlessly. Besides, this system would be a disincentive and even discriminatory to those belonging to remote areas. Decentralizing of recruitment on regional basis would involve far greater expenditure than is at present being incurred on recruiting parties and would, in addition, complicate the system adopted for mustering/remustering of unit strengths on all India basis. It is doubtful that Exchanges would eliminate totally the use of recruiting parties for those categories of tradesmen who are in short supply in the regions where vacancies arise. Even if this be not so, the experience in the past has been that reliance on exchanges exclusively often delays arrival of recruits as compared to "on the spot" method of recruiting parties. Due to peculiar conditions prevailing in Border Roads the speed of recruitment is of paramount importance and the ultimate loss that occurs in vacancies remain unfilled for several months would be many times the expenditure incurred on the recruiting parties. While Govt. accept the Committee's recommendations that vacancies must be notified to the Employment Exchanges and if necessary made known to public through advertisement, it feels that the balance of advantage would be in embodying these two requirements into the pattern of recruiting parties rather than give up the "on the spot" enlistment by recruiting parties altogether. It may be added that the Recruiting Centre at Roorkee has already started advertising vacancies in the press in addition to making use of Exchanges.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 19-11-1970].

Recommendation (S. No. 33, Para 3.9)

The Committee note that the provisions for expenditure in the Budget Estimates of the Border Roads Development Board for the year 1969-70 are at a markedly liberal scale as compared to the actual expenditure during the preceding three years. Particularly noticeable is the increase in the expenditure provided for "Equipment" and "Establishment". The Committee have in para 4.9 commented upon the increase in expenditure on the construction of roads while the annual performance in this respect had actually

declined since 1966-67. In para 5.25 they have commented upon the provision of Rs. 4.25 crores in the Budget Estimates for 1969-70 for the purchase of new machinery and equipment. They hope that the other provisions of the budget are based on a realistic assessment of the requirements with reference to the projected workload.

Recommendation (S. No. 34, Para 3.10)

The Committee would like to point out that they do not favour a sudden spurt in the scale of expenditure, as is the case with the provision for "Equipment" in the Budget Estimates of the Board for 1969-70, unless it is fully justified on account of unforeseen circumstances.

Reply of Government

The Committee's observation that the budget estimates for 1969-70 were higher than the actual expenditure during the preceding three years is correct. These budget estimates were, however, considerably reduced at the revised estimates stage. The final estimates for 1969-70 were 3 per cent less than the actual expenditure of the preceding year as would be seen from the following figures:—

	(In crores of Rupees.)					
	Works	Maint.	Eqpt.	Estb.	G/Admn.	Total
Actuals 1968-69	32.72	5.32	6.40	1.78	0.43	46.65
Budget Estimates 1969-70	35.93	5.54	11.16	2.42	0.46	55.51
Final Grant 1969-70	32.03	5.60	4.96	2.11	0.45	45.15
Percentage of increase/ decrease of final grants over 1968-69 actuals	(—)2%	(plus)5%	(—)21%	(plus)18%	(plus)5%	(—)3%

The reasons for variations in the original and revised estimates were as under:—

- (a) Reduction in work plans imposed by non-availability of machinery and equipment. This could not be anticipated at the time of framing the budget estimates in November, 1968 and the actual deficiency/non-availability of spares

became known after the machines were taken to workshop floors during the year.

- (b) Reduction in provision for new machines and spares due to delay in supply of spares and critical review of major items like tractors, welding sets, snow blast equipment and vehicles in the light of revised work plan and difficulties of procurement.
- (c) Increase in expenditure on "Establishment" and "General Administration" was mainly due to the upward revision of Dearness Allowances, increase in capitation rates (i.e. the rates at which pay and allowances of Army personnel are debited to civil estimates) and revival of the office of Hqrs. Chief Engineer Project Swastik; for the restoration of damages to the National Highway 31A.

2. It will be seen from the above that no sudden spurt in actual expenditure took place during the year 1969-70.

3. Government agree that budget provision should be based on a realistic assessment of requirements with reference to projected work-loads and would add that this is invariably the principle kept in view while framing budget estimates and further that these estimates are reviewed and adjusted at prescribed intervals whenever the work plans are revised.

4. The Committee have referred to their comments in para 4.9 and pointed out that there had been an increase in expenditure on new construction of roads while the annual performance in this respect had actually declined since 1966-67. In the reply given separately to the above item, it has been explained that the expenditure on formation cut, permanent works, surfacing and improvement is comparable to the physical achievements from year to year.

[BRDB O.M. No. F. 1(10) |BRDB|EC|69, dated 10-3-1971].

Recommendations (S. Nos. 36, 37 and 38, Paras. 4.9, 4.10 and 4.11)

4.9. The Committee are distressed to note that there has been a decline in the annual performance of GREF in respect of construction/improvement of roads since 1966-67 and yet the expenditure on new construction of roads has increased from Rs. 22.36 crores in 1966-67 to Rs. 24.28 crores in 1968-69.

4.10. The Committee are also unhappy to note that there have been major shortfalls in the physical achievements in various fields

connected with road construction work during 1966-67, 1967-68 and 1968-69 with reference to the planned targets for those years; even though the targets for 1966-67 were fixed at lower level and those for 1968-69 were further reduced.

4.11. The Committee recommend, that Government should examine in detail the justification for the increase in expenditure on new construction of roads during the period 1966-69. They also desire that Government should inquire into the reasons for consistent shortfall in the performance of GREF with reference to the planned targets and fix up responsibility therefor. Suitable steps should be taken to ensure that the annual targets for GREF are planned realistically keeping in view the performance capability of the organisation, that the planned targets are by and large fulfilled by the Force and that the performances of GREF improves as the Force gains experience rather than declines as happens to be the case during the last three years.

Reply of Government

The observation in para 4.9 above and the recommendation of the Committee in the first sentence of para 4.11 are apparently based on the statistics of physical achievement tabulated under 4.6 at pages 56-58 of the Estimate Committee's Report and the figures of expenditure furnished to the Committee in reply to point 3 of their preliminary questionnaire (copy enclosed for ready reference). A close scrutiny of these statistics would show that the figures of expenditure on new construction only are indicated in para 4.9 above. These figures—Rs. 22.36 crores in 1966-67 and Rs. 24.28 crores in 1968-69—cannot be co-related to the physical progress of all items of work, namely formation cutting|improvement, soling, metalling and black-topping exhibited in the table of physical achievements under para 4.6. In order to make a proper comparison of the expenditure *vis-a-vis* the annual performance of GREF, the expenditure on improvement on roads; shown in col. 4 of the statement furnished in reply to point No. 3 of their preliminary Questionnaire must also be added to the expenditure on new construction shown in col. 5 of the said statement. Simultaneously deductions must be made on account of the expenditure on bridges, accommodation, restoration of monsoon damages, expenditure by States PWDs. etc. as the progress on these items is not reflected in the linear of construction of roads given in table (a) of para 4.6 The expenditure on improvement/construction including surfacing which

1885 L.S.—4.

should be taken into account for purposes of para 4.9 and the first sentence of para 4.11 of the Committee's report would thus be as follows:—

Year	Exp. on imp. of existing roads (as in Col. 4 of Point 3)	Exp. on construction of new roads (as in Col. 5)	Exp. on work done for other Ministries	Total	Exp. on bridges accommodation, restoration of monsoon damages	Exp. by State PWD. and misc. expenditure	Total	Exp. on formation cut and surfacing of new roads as well as imp. of existing roads (Col. 5—3)
1	2	3	4	5	6	7	8	9
1966-67	653.67	2,236.18	15.00	2,904.85	202.00	116.00	318.00	2,586
1967-68	500.63	2,751.04	24.00	3,275.67	303.00	373.00	676.00	2,599
1968-69	859.29	2,413.41	54.00	3,326.70	489.00	423.10	912.00	2,414

It will be seen from the above table that the expenditure on formation cut, permanent works, surfacing and improvement as shown in col. 9 above is comparable to the physical achievements from year to year and that it cannot be said that as compared to 1966-67 less has been achieved in 1968-69 at greater cost.

2. It may be added here that co-relation of total expenditure booked in any year with the physical progress in that year does not give a very accurate index for the purposes of comparison of performance and costs from year to year. The important limitations are:—

- (a) The actual booked expenditure does not take into account the outstanding liabilities for material received and consumed during the year, for which the expenditure would

be booked in the following year. Similarly unconsumed stores held in stock but paid for during the year do not reflect the expenditure on the work done during the year.

- (b) The location of works varies from year to year. Certain roads are costly by the very nature of terrain and its accessibility. The quantity of earth work involved, the percentage of hard rock in excavation, the cost of protective works and the relative utilisation of machinery and equipment etc. also affect the expenditure to a considerable extent.

There is no simple method of eliminating the effect of these factors and achieving a uniform base for the purpose of comparison. Nevertheless, assuming that these factors are evenly distributed each year, this co-relation provides a rough basis of comparison of costs with output from year to year.

3. The latter part of para 4.11 and also 4.10 of the Committee's Report draw attention to the non-achievement of planned targets in each of the three years from 1966-67 to 1968-69 and to the progressive decrease in the planned targets from year to year. The Committee have desired that reasons for consistent shortfall in the performance of GREF should be inquired into and suitable steps should be taken to ensure that the performance of this Force improves with the experience rather than declines as has happened during these years. In this connection, it may be stated that Govt. have been quite concerned about this aspect of the working of the Border Roads Organisation. The position as stated by the Committee has been brought to the notice of the Board from year to year at the time of annual review of achievements against planned targets and no special probe at this stage is likely to bring out new facts or factors responsible for non-achievement of planned targets. The reason for the shortfall in achievement has been the progressive deterioration in the availability of machinery and equipment. The potential assumed as available in a year while planning annual targets has not been forthcoming in actual practice.

4. The assumed potential is worked out based on the estimates of fresh arriving of class 'C' equipment during the year, materialisation of purchases and likely overhaul of existing class 'C' machines in the year. The other factors which seriously hinder and curtail the progress and which cannot be anticipated are bad weather and natural

calamities in mountainous terrain as well as hostile activity in the border areas. The broad reasons for shortfall in progress in the years 1966-67 to 1966-69 are indicated below:—

In the year 1966-67, the actual availability of tractors and vehicles fell short of the anticipation by about 100 tractors and 239 vehicles which affected the output of work during the year. In the years 1967-68 and 1968-69 the planned targets of formation cutting were exceeded. The shortfall in surfacing targets in the year 1967-68 were due to (i) early snowfall and severe winter in Western sector; (ii) early onset of heavy monsoons in the eastern sector (iii) non-availability of contractors to undertake premix carpet work on J&K National Highway at reasonable rates; and (iv) disturbances near Sikkim border during August-September 1967. The shortfall in surfacing in the year 1968-69 was due to (a) diversion of resources to restore communications destroyed|demaged of resources to restore June, 1968 in NEFA and unprecedented rains in Sikkim and West Bengal in October 1968; and (b) non-availability of transport on account of acute shortage of tyres.

5. As regards the progressive decrease in the plan targets from year to year referred to in para 4.10 above, it may be mentioned that targets are planned on the basis of anticipated availability of resources. The Government are already seized of the problem of the progressive decrease in the availability of plant and machinery and reduced planned targets. Recently the Director of Scientific evaluation, Ministry of Defence, was requested to go into this aspect of the working of the Border Roads Organisation and to enumerate, (as now recommended by the Estimates Committee), steps that should be taken to ensure improvement in the output of men and machines and the deployment of resources. The same question with particular reference to the improved availability and utilisation of machinery and equipment was also examined in detail by a high-level committee consisting of the Master General of Ordnance and Secretary BRDG. Reports of these studies have already been furnished to the Estimate Committee who have, in the various recommendations contained in Chapter V of their Report, recommended to the Govt. to take immediate action to implement these reports. These are under active implementation and vigorous efforts are being made to put more and more machinery and equipment in service. As soon as the position in regard to the availability of machinery and equipment improve, Government hope that plan targets and achievements will also correspondingly improve.

Total expenditure so far incurred on the Development of Border Roads (The figures may be furnished year-wise separately for improvement of existing roads and for opening of new roads).

TOTAL EXPENDITURE INCURRED ON THE DEVELOPMENT OF BORDER ROADS

(In lakhs of Rupees).

Year	Equip- ment	**Estab- lishment	Works Improve- ment of existing road	New Cons- truction of roads	Total (Cols. 3 to 5)	Main- tenance.	General Adminis- tration BRDB & Hqrs. D.G.B.R.	Gross Total
1	2	3	4	5	6	7	8	9
1960-61	1,302.89	6.18	39.72	314.52	360.42		8.02	1,671.33
1961-62	870.38	114.19	262.52	1,127.36	1,504.07	39.23	16.90	2,430.58
1962-63	656.53	190.73	253.96	1,800.88	2,245.57	27.89	21.07	2,951.06
1963-64	1,420.38	173.58	300.28	1,779.35	2,253.21	45.54	22.45	3,741.58
1964-65	1,145.49	182.50	394.84	2,045.53	2,622.87	180.15	32.68	3,981.19
1965-66	622.50	188.02	644.41	1,864.81	2,727.24	305.95	32.36	3,688.05
1966-67	673.29	201.20	653.67	2,236.18	3,091.05	384.64	38.13	4,187.11
1967-68	640.85	197.14	500.63	2,751.04	3,448.80	450.96	39.82	4,580.43
1968-69 (Final locked Expen- diture)	627.12	170.01	581.46	2,428.31	3,179.78	495.12	38.39	4,340.41
TOTAL :	7,959.43	1,423.55	3,631.49	16,377.58	21,433.01	1,529.48	249.82	31,574.74

**Pay and allowances of ground organisations (F.C. CEs, Presc. Transit Depots, GREF Centre, Base Workshops, Liaison Cells etc.)

639.59 177.57 859.29 2,413.41 4,089.86 532.44 42.53 4,664.83

[BRDB O. M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970].

Recommendation (S. No. 46, Para 4.37)

Government have admitted that it has not been possible for them to accede to the requests of the P.W. Ds. for loan of mechanised equipment received by them during the last one year or so and that even otherwise the loan of such equipment with operators and maintenance personnel of GREF to the P.W.Ds. presents practical difficulties. The Committee recommend that the practical difficulties

experienced in this regard may be sorted out with the Chief Engineers of the P.W.Ds. concerned and the procedures for issuing the equipment on hire to the P.W.Ds. may be liberalised so that the spare capacity if any could be put to effective use in public interest.

Reply of Government

The position in regard to availability of machines in Border Roads Organisation has changed almost entirely during the last three|four years. At present a large number of machinery|equipment is off-road and is awaiting overhaul. The equipment available is, therefore, not sufficient even for our own requirement. The position is so difficult that we have had to curtail the programme of new works. While it is expected that the repairs|overhauls will catch up with the normal arisings of Class 'C' equipment (awaiting overhaul) in the next two to three years, a large number of other machines at present in serviceable condition will have completed their lives and will be due for discard in the meanwhile. Since the purchase of new machine is all along on basis of committed works in Border Roads programme, the situation where there may be spare machine capacity, as was the case in earlier years, is not likely to arise in the near future. This is the real reason for Border Roads Organisation not being able to loan equipment to State P.W.Ds. in recent years. However, practical difficulties notwithstanding, there has been and still is no basic objection to loan to State P.W.Ds. in recent years. However, practical difficulties not withstanding, there has been and still is no basic objection to loan to state P.W.Ds. as such. As and when the equipment becomes spare, the question of issuing them to C. Es. of P. W. Ds. will be taken up and the terms and procedures settled by mutual agreement.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970]

Recommendation (S. No. 48, Para. 5.24)

The Committee are distressed to note that percentage of equipment awaiting repairs has increased from 14 to 23 per cent of the total holdings as on 31st May 67 to 19 to 35 per cent of the holdings as on the 31st March 1969. They also note with concern that the proportion of equipment under repairs in workshops for more than one year to the total equipment under repairs in workshops has increased from about one third as on 31st May 1967 to 55 per cent as on 31st March 1969.

Reply of Government

Various measures have been and are being taken to clear the backlog of Class 'C' equipment awaiting repairs in projects and in workshops. The Committee on Machinery and Equipment took

stock of all repairable equipment|vehicles as on 1st April 1969 and have formulated recommendations to clear the arrears in overhaul, as much as possible, by 1st April 1971. The detailed measures taken are outlined in the reply to para 5.53 of the Report of Estimates Committee.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 15-12-1970]

Recommendation (S. No. 49, Para 5.25)

The Committee are further constrained to observe that in spite of the recommendations of the Public Accounts Committee in para-2.14 of their 42nd Report (Fourth Lok Sabha) cautioning Government against further additions to the inventory of the Border Roads Organisation, without proper scrutiny, the budget estimates of the Border Roads Development Board for 1969-70 show a provision of Rs. 4.25 crores for purchase of new machinery and equipment while the question of how best to ensure optimum utilisation of the existing equipment is still under examination.

Reply of Government

The provision of Rs. 4.25 crores in the budget estimates for 1969-70, in respect of major items of machinery and equipment costing over Rs. 10.00 lakhs was made in November|December 1968 before the receipt of Public Accounts Committee's 42nd report. This provision was however, reviewed in November 1969 keeping in view the observations of the Public Accounts Committee contained in para 2.14 of their 42nd Report (Fourth Lok Sabha) submitted to Lok Sabha on 19-2-1969. The final provision made in this regard for the year 1969-70 stands at Rs. 1.58 crores. This provision covers cost of procurement of following items:—

Items of equipment	Value (Rs. in lakhs)
(i) Wheeled tractors (38 Nos.)	62.68
(ii) Jeeps (80 Nos.)	13.88
(iii) Bailey Bridges (75 sets)	39.78
(iv) Snow Blowers (8 Nos.)	28.97
(v) Vehicles 3 ton (300 Nos.)	12.72
Total	<u>158.03 lakhs</u>

2. The above position comprises of (a) payments due against the orders placed in 1966 (SI. Nos. iii & v), (b) two items of equipment (SI. No. i & iv) intended for maintenance and snow clearance

respectively, in respect of which the requirements were inescapable and (c) Jeeps (SI. ii) in replacement of those rendered beyond economical repairs.

It may be added that in the case of wheeled tractors (S. No. i above), the necessity for their procurement had been accepted as early as in 1966 but orders could not be placed earlier because the particular type to be procured for Army and Border Roads Organisation had been under detailed consideration.

3. Great care and caution has been and is being exercised by Government while considering and approving fresh procurement of machinery and equipment and approval for fresh purchase is resorted to only when it is inescapable.

The observation of the Committee will be kept prominently in view while considering fresh purchases.

[BRDR O.M. No. F. 1(10)/BRDB/EC/69 dated 15-12-1970]

Recommendation (S. No. 55, Para 5.35)

The Committee regret that the revised usage rates of machinery and equipment have not yet been finalised although the question has been under consideration at various levels since 1967. They feel that the matter merits urgent attention of the Government and hope that a final decision will be taken before long.

Reply of Government

The proposals of D.G.B.R. were examined. It was seen that the rates of usage of machinery and equipment are directly linked with their norms for optimum utilisation. So the decision had to pend till question of norms was settled. BDGR has now undertaken a technical study of norms by Inspector of Border Roads Works. The issue is likely to come up before the Committee which has been set up to look into the high cost of construction and maintenance of roads. Further action would be taken when their recommendations are received.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 15-12-1970]

Recommendation (S. No. 55, Para. 5.50)

The Committee note that the total number of equipment awaiting/under repairs at the Base workshops stood at 1753 on the 1st April, 1969 when a decision was taken by Government to increase the capacity of the workshops from a total of 9.05 lakhs manhours per year to 10.50 lakhs manhours per year. Since the average monthly arisings and output of the Base Workshops during January to March, 1969 was no more than 53 and 64 respectively, the huge accumulation of equipment awaiting repairs at the Workshops has obviously been built up gradually over a long time. The Committee are surprised how the inadequacy of the capacity of the Base Workshops as against the arisings of the class 'C' equipment continued to be overlooked by Government until the accumulation of work in the base Workshops and reached alarming proportions. Since large number of machinery awaiting repairs in the Base Workshops for long time involved considerable financial loss to the Government in terms of work hours lost, the Committee would like Government to investigate as to how and where the lapse had occurred and provide guidelines for an effective inventory control in future.

Reply of Government

The observations made by the Committee have been gone into in detail in consultation with DGBR and the remarks in the succeeding paras are offered.

2. When the Border Roads Organisation was set up in 1960 it was felt that the organisation would be a temporary one and its expected life was 3 or 4 years. Therefore, the intention was to fully exploit the equipment which had been obtained. The decision to set up these base workshops was taken only in April 1961 when the construction programme was expanded over a longer period. However, as bulk of the machinery required for setting up the Base Workshops had to be imported, these workshops could not be established and commissioned till towards the end of 1963. By then, due to the intensive utilisation of machinery and equipment and non-availability of maintenance spares, a large number of machines and equipment were already off-road. The repairs of these machines were further hindered by lack of spare parts. By the time the deteriorating state of machinery and equipment came to the notice of the Government towards the end of 1964, the number of machines requiring

heavy repairs/overhaul had risen to 930. Since then various measures, listed below, have been taken to improve the state of machinery and equipment. These measures were reported to the Board at the meetings held on the following dates:—

6-5-1965.

12-11-1965.

17-5-1966.

18-10-1966.

3-5-1967.

14-5-1968.

3. The steps taken year-wise are as follows:—

1965.

- (i) Orders were issued in February, 1965 banning inter-change of parts of machines which go off-road.
- (ii) The GREF Base Workshops at Tezpur and Pathankot were strengthened by posting of trained officers, JCO's and Technicians obtained on loan from the Army.
- (iii) The available capacities in Army EME Workshops at Meerut and Allahabad were utilised and the following equipment allocated for overhaul by them.

1-Tone vehicles	331
Jeeps	50
3-Ton vehicles	258
Dump Trucks	6
Light Compressors	39
Heavy Compressors	73
Stone Crushers.	16

- (iv) Spares needed for overhaul were assessed/listed after detailed inspection of machinery particularly Komatsu Tractors, Nissan vehicles and indigenous equipment and urgent action was taken by DGOF for their supply.
- (v) Spares required for maintenance and for overhaul were segregated in order that no undue diversion took place and the overhaul spares did not become unbalanced.

1966

- (i) In addition to intensifying the overhauling programme in GREF Base Workshops during 1966, available spare capacities in EME Workshops at Meerut, Allahabad, Gauhati and Kirkee were planned for use in larger measure for carrying out Base Repair of 125 Tractors, 200 Nissan Jeeps, 200 Nissan 1-ton vehicles, 195 TMB 3 ton vehicles and 90 Road Rollers. Army Head Quarters indicated that, provided adequate spares are given the bulk of equipment and vehicles would be overhauled by March, 1967.
- (ii) Emergent indents for spares needed to overhaul tractors (of all sizes) of U.S. origin were initiated after obtaining release of Foreign Exchange for the purpose from the Department of Economic Affairs.
- (iii) Measures to effect immediate removal of Class 'C' equipment from project sites to Base Workshops were tightened up essentially to prevent cannibalisation of equipment in project areas.

1967

- (i) It was decided to place orders *inter alia* for obtaining immediately balance of spares needed to sustain the overhauling programmes for 1967 and 1968. For the timely preparation of indents, two special cells were created, one in each of the GREF Base Workshops in Pathankot and Tezpur.
- (ii) Discussions were held with DGS&D to expedite placement of orders and deliveries of spare parts. DGS&D also streamlined the departmental procedures and revived periodical liaison meetings with DGBR and his officers.
- (iii) DGBR, CEs and Commanders Base Workshops were delegated powers to accept contracts for getting repairs done through trade.

1968

- (i) Commanders, GREF Base Workshops were vested with enhanced financial powers for the local purchase of spares.
- (ii) The question of expanding the 'Bank of Spares' with Bharat Earth Movers Ltd. was taken up with Department of Defence Production.

- (iii) The question of penalising Indian firms which showed reluctance in entering into firm commitments for supply of spares or which did not adhere to delivery schedule was taken up with Department of Supply.
- (iv) A committee was set up consisting of representatives of DGBR (Convenor) and BRDB Sectt. and Ministry of Finance to review the entire establishment of the two GREF Base Workshops as well as to examine the existing norms/yardsticks for sanction of establishment. The Committee recommended that the productive capacity may be fixed around 60 per cent of the average class 'C' arisings, during the years 1965—67. This recommendation was accepted and later implemented.

1969

- (i) The entire question of overhaul of machinery and equipment and improving the machinery resources of the organisation was gone into by the Committee on Machinery and Equipment during August to October, 1969. Their report submitted in November 1969, which has been accepted by Government in toto is being actively implemented.

1970

Since a very large number of equipment and vehicles in the Base Workshops awaiting overhaul are reported to be actually beyond economical repairs, Boards of Officers have been constituted to survey all such equipments to determine their actual mechanical condition. The work is expected to be completed by end of 1970.

4. Even though various steps outlined in para 3 above were devised and implemented the improvement has been below expectation. This has been due to mainly the problem of estimating spares correctly and of their procurement in time in adequate and balanced quantities. This has been the basic problem and one which is not peculiar to the Border Roads Organisation. It is a problem which has affected many organisations in the Country using machines and vehicles in large numbers. The other contributory factors for slow recovery are as follows:—

- (i) Pakistani aggression in 1965 which not only affected work in Base Workshops but increased the repairables.

- (ii) Suspension of US Aid in September 1965 which affected the overhauling programme of equipment and vehicles of US origin.
- (iii) Bulk ageing of the fleet of vehicles and machines acquired at inception of the organisation.

5. One of the prominent measures recommended by the Committee on Machinery and Equipment relates to revised system of provisioning of spares. The implementation thereof is already in hand. Proper guidelines for inventory control have also been finalised. With this and the effective implementation of the other recommendations of the Committee on Machinery and Equipment, Government hope that the desired objective of improving the machinery potential of the organisation will be relieved in about two years' time.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69, dated 10-3-1971].

Recommendation (S. No. 60, Para 5.54)

The Committee would also like Government to examine the possibility of Field Workshops undertaking some overhaul, particularly of vehicles, as recommended by the Director of Scientific Evaluation.

Reply of Government

Field Workshops are primarily intended for field repairs and maintenance of equipment, machinery, vehicles etc. These workshops also undertake overhaul of assemblies wherever technically possible. Director General Border Roads has indicated that large scale overhauling of equipment is not possible by Field Workshops, as certain special machines and test equipment are not held by these workshops. According to DGBR the capacity of the Field Workshops is fully being utilised in maintenance and field repairs of equipment.

2. The Director of Scientific Evaluation had also made a suggestion to the above effect in para 116 of his report on 'Operation Research Study on utilisation of Resources in Border Roads Organisation'. The Committee on Machinery and equipment had also expressed the view that repairs/overhaul of some miscellaneous items of equipment should be attended to by organising one of the Field Workshops for the purpose. DGBR had examined these suggestions and had indicated that this is not possible and could be done only at

the expense of maintenance. He had, however, indicated that alternative arrangements are being explored for the overhaul of miscellaneous equipment including availing of help from Army Workshops.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 15-12-1970].

Recommendation (S. No. 64, Para 5.69)

The Committee observe that 'Clothing articles' are at present classified as category 'A' stores and are, therefore, required to be procured centrally by the Director General Border Roads. Since 'Clothing articles' are also stores of an 'expendable nature', the Committee would like Government to examine the feasibility of decentralising the provisioning of these articles with a view to obviate complaints regarding provisioning of clothing articles at the central level referred to in para 2.81.

Reply of Government

The terms and conditions of service of GREF personnel, provide for free issue of clothing according to a prescribed scale. Central provisioning is at present being done separately for (a) Initial recruitment and (b) Maintenance requirements for replacement of clothing rendered unserviceable based on the wastage data made available by DGBR. Procurement of clothing is arranged by DGBR who places indents on DGOF/DGS&D or other procurement agencies, after approval by BRDB and Ministry of Finance (Def/BR). Recruitment to GREF has been centralised at the Recruiting Centre at Roorkee. Initial clothing is, therefore, stocked there and is not utilised for replacement of clothing rendered unserviceable. Maintenance requirements are stocked in Projects.

2. As desired by the Estimates Committee, the feasibility of decentralising the procurement of clothing items has been examined in consultation with DGBR and the following comments are offered:—

- (a) Being a part of Government organisation the projects will have to procure their requirements of clothing and other items of equipment normally from DGS&D/DGOF. If the projects have to place separate indents for different items, then the quantity indented by them individually may not attract all the supplying firms or factories, which is likely to eliminate healthy competition and increase the cost of procurement.

- (b) If DGS&D/DGOF have to wait for the indents from all the projects, it may require a lot of coordination and ultimately may delay the placement of orders on supplying firms.
- (c) Progressing of indents by the projects will be more difficult as they are located in far flung areas.
- (d) Under the system of central provisioning the stocks held by the various projects come up for review by Government at the time of placing indent each year and excess stocks, if any, held by one project get automatically distributed. It will not be possible to ensure any such control, if the procurement is decentralised.

In view of the above, the Government feel that present system of procurement should continue. As regards complaints of shortages, referred to by the Estimates Committee, suitable measures as outlined in Government's reply to para 2.81 of the Estimates Committee's observation, are being taken. According to the assessment of DGBR, the position of maintenance clothing in Projects is showing signs of improvement. The supply is expected to become normal by the end of this year.

[BRDB O.M. No. F. 1(10)/BRDB/EC/69 dated 15-12-1970].

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (S. No. 17, Para. 2.67)

The Committee are unhappy to note that although a decision was taken to apply the provisions of the Central Civil Services (Temporary Service) Rules, 1965 to the GREF officers and subordinates and also to create a permanent GREF cadre as early as 1966-67, no GREF Officer or subordinate has so far been declared as permanent or even quasi-permanent. They recommend that expeditious action should be taken to implement the decision taken in 1966-67 and declare the eligible staff permanent or quasi-permanent, as the case may be, by the end of 1970.

Reply of Government

The Revised Terms and Conditions of Service, under which declarations of quasi-permanency and permanency were to be made, could be issued only on 20th November, 1969 on account of detailed scrutiny from financial, administrative and legal angles. A review of officers was undertaken soon after in February, 1970 when 81 GREF officers were declared quasi-permanent. A review of subordinates was thereafter taken up, and so far *8806 GREF subordinates have been declared quasi-permanent. Review of the remaining officers and subordinates is in progress. Action has also been initiated for declaration of permanency.

[BRDB O.M. No. F.1(10)|BRDB|EC|69, dated 10-3-1971]

*At the time of factual verification the Border Roads Development Board has intimated that the number of GREF subordinates declared quasi-permanent by March, 1971 was 1905 and not 8806 as earlier intimated by them.

Comments of the Committee

17

The Committee regret that inspite of their recommendation that the eligible staff should be declared permanent|quasi-permanent, as the case may be, by the end of 1970, Government have indicated a very slow progress in this direction. Until March, 1971, only 81 GREF Officers and 19015 subordinates were declared quasi-permanent while the total number of GREF Officers and subordinates who had by 1969 completed service of more than three years, numbered as many as 780 and 58843 respectively. By March, 1971, no GREF staff was declared permanent.

The reasons advanced for continued delay in declaring the staff permanent|quasi-permanent in accordance with the Government's decision taken in 1966-67 do not appear satisfactory to the Committee and they feel that a more vigorous effort is called for so that at least by the end of 1971, the eligible staff is declared permanent|quasi-permanent.

APPENDIX

(Vide Introduction)

Analysis of the action taken by the Government on the recommendation contained in the 122nd Report of the Estimates Committee

(Fourth Lok Sabha)

I. Total number of recommendations	71
II. Recommendations which have been accepted by Government (vide recommendations at S. Nos. 1, 2, 4—10, 11 and 28 to 32, 12, 14—16, 18—22, 24, 26-27, 35, 39—45, 47, 50—54, 57--59, 61—63, 65—71)	
Number	54
Percentage to total	76
III. Recommendations which the Committee do not desire to pursue in view of Government's reply (vide recommendations at S. Nos. 3, 13, 23, 25, 33-34, 36—38, 46, 48, 49, 55, 56, 60, 64)	
Number	16
Percentage to total	23
IV. Recommendations in respect of which replies of Government have not been accepted by the Committee (vide recommendations at S. Nos. 17)	
Number	1
Percentage to total	1