

LIST OF AUTHORISED AGENTS OF LOK SABHA SECRETARIAT

- ANDHRA PRADESH**
1. G. R. Lakshmi-pathy Chetty and Sons, General Merchants & Agents, Chandragiri, District (Andhra Pradesh).
 2. Hindustan Diary Publishers, Market Street, Secunderabad.
 3. Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
 4. International Consultants Corporation, 48, C. Marredpally, (East), Secunderabad-3.
 5. K. J. Asservadam and Sons, Cloghpet, P. O. Ongole, Guntur District (Andhra Pradesh).
 6. M. S. R. Murthy & Company, Visakhapatnam.
 7. People's Book House, B. 2-829/1, Nizam Shahi Road, Hyderabad-1.
 8. The Triveni Publishers, Masulipatnam.
- BIHAR**
9. Amar Kitab Ghar, Diagonal Road, Jamshedpur-1.
 10. Book Centre, Opp. Patna College, Patna.
 11. 'Jagriti', Bhagalpur-2.
- GUJARAT**
12. Chanderkant Chiman Lal Vora, Law Publishers and Law Book Sellers, P. B. No. 163, 57/2, Ghandi Road, Ahmedabad.
 13. Gandhi Samirit Trust, Bhavnagar.
 14. Lok Milap, District Court Road, Bhavnagar.
15. The New Order Book Company, Ellis Bridge, Ahmedabad-6.
 16. Swadeshi Vastu Bhandar, Booksellers etc., Jammagar.
- KERALA**
17. C. V. Venkitachala Iyer, Near Railway Station, Chalakudi.
 18. International Book House, Main Road, Trivandrum.
- MADHYA PRADESH**
19. Modern Book House, 286, Jawahar Ganj, Jabalpur-1.
 20. The National Law House, Near Indore Library, Opp. Old High Court Building, Indore.
- MADRAS**
21. E. M. Gopalkrishna Kone, (Shri Gopal Mahal), North Chitrai Street, Madura.
 22. The Kalpana Publishers, Booksellers, Trichinopoly-3.
 23. The Presidency Book Supplies, 8—C, Pycroft's Road, Triplicane, Madras-5.
 24. S. Krishnaswami & Company, O. O. Teppakulam, Trichirapalli-2.
 25. The Swadesamitran Limited Mount Road, Madras-2.
- MAHARASHTRA**
26. Charles Lambert & Company, 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.
 27. The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
28. D. B. Taraporavala & Sons, Co., (P) Limited, 210, Dr. Naoroji Road, Bombay-1.
 29. Deccan Book Stall, Fergusson College Road, Poona-4.
 30. The Good Companions, Raspura, Baroda.
 31. The Imperial Book Depot, 266, Mahatma Gandhi Road, Poona.
 32. The International Book House, Private Ltd., 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.
 33. The International Book Service, Deo Gymkhana, Poona-4.
 34. Minerva Book Shop, Shop No. 1/80, Netaji Subhash Road, Marine Drive, Bombay-2.
 35. The New Book Company (P) Limited, Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.
 36. The New Book Depot, Modi No. 3, Nagpur.
 37. The Popular Book Depot (Registered), Lamington Road, Bombay-7.
 38. Sahitya Sangam, Booksellers, 44, Lok Manyu Vastu Bhandar, Dadar, Bombay-28.
- MYSORE**
39. H. Venkatarameiah & Sons, Vidyaniidhi 'Book Depot, New Statue Circle, Mysore.
 40. Makkalapustaka Press, Balamandira, Gandhi Nagar, Bangalore-9.
 41. People's Book House, Opp. Jagannmohan Palace, Mysore-1.
 42. Pervaje's Book House, Koppikar Road, Hubli,

CORRIGENDA

Hundred and Tenth Report of the Estimates Committee
on the Posts and Telegraphs Department - Part I -
Posts and Telegraphs Directorate.

Page 5, para 4, line 24. for 'Majority' read 'majority'.

Page 7, para 6, Marginal Heading lines 5-6. insert 'to'
between 'responsibilities' and 'executive'.

Page 8, para-heading 'F', delete brackets

Page 9, foot-note, line 6 from bottom. for 'Provision'
read 'provision' and for 'offiers' read 'officers'.

Page 12, line 18 from bottom. for 'difurcation' read
'bifurcation'.

Page 16, para 17, sub-para line 1. for 'viewed' read
'view'.

Page 17, para 19, line 11. for 'belows' read 'below'.

Page 18, para 21, Marginal Heading. for 'Financial'
read 'Need for a Financial Organisation'.

Page 19, line 3 from bottom. for 'to suitable' read
'be suitable'.

Page 25, para 27, last column of the Table, for '21'
read '213'.

Page 28, line 11. for 'replacment' read 'replacement'.

Page 28, para 31, in the Table, line 2 of column 3, for
'38.12' read '38.42'.

Page 29, in the Table, line 2 of column 3, for '0.22'
read '0.32'.

P.T.O.

Page 39, in the Table, column 3, line 2, for '3.' read '3.5'.

Page 40, line 5, for 'Railawys' read 'Railways'.

Page 45, line 2, for 'treand' read 'trend'.

Page 49, line 5, for 'situation.-' read 'situation-'.

Page 84, line 13, for 'uniforme very' read 'uniform'.

Page 89, for 'Appendix IV' read 'Appendix XIV'.

Page 90, for 'Appendix V' read 'Appendix XV'.

Page 91, Sr. No. 22, for 'registration' read 'regi'.

Page 101, Sr. No. 40(i), line 5, for 'umbrella' read 'umbrellas'.

Page 104, Sr. No. 57(ii), line 2, for 'Insurane' read 'Insurance'.

Page 104, Sr. No. 57(ii), line 3, for 'investigated' read 'investigated'.

CONTENTS

	PAGE
Composition of the Committee	(v)
Introduction	(vii)
I. THE DEPARTMENT OF POSTS & TELEGRAPHS	
A. Introduction	1
B. Functions and Organisation	2
C. Posts & Telegraphs Board	3
(a) Composition	3
(b) Powers	5
D. Commercial Character of the Department	6
E. Need for Reorganisation	7
F. P&T Users' Consultative Council	8
II. THE POSTS & TELEGRAPHS DIRECTORATE	
A. Expenditure	9
B. Organisation	9
C. High Carry-over of Primary Receipts	17
D. Statistics	18
E. Financial Scrutiny of Expenditure	18
III. PLANNING AND FINANCE	
A. Introduction	20
B. Procedure for Formulation of Plan Schemes	20
C. Plan Targets and Achievements	21
(a) First and Second Plans	21
(b) Third Plan	23
D. Buildings	24
E. Land	25
F. Defalcations and Losses	26
G. General Finances	27
(a) Introduction	27
(b) Branch-wise Accounts	28
(c) Review of Rates	29
(d) Renewals Reserve Fund	29
(e) Development and Revenue Reserve Funds	31
(f) Loss on Social Obligations	32

	PAGE
IV. STAFF MATTERS	
A. Introduction	33
B. Recruitment	33
C. Confirmation	34
D. Training	35
E. Uniforms	36
F. Efficiency through incentives	37
G. Welfare	38
V. AGENCY FUNCTIONS	
A. Introduction	42
B. Post Office Savings Bank and Certificates	42
C. Anti-piracy Squad Organisation	44
D. Postal Life Insurance	45
VI. STATIONERY AND FORMS	
A. Stationery	48
B. Forms and Publications	48
C. P&T Forms Store, Nasik.	51
 <i>Appendices</i>	
I. Copy of Government's Order No. Secty-4/59 dated 11th December, 1959 constituting the Posts and Telegraphs Board.	53
II. List of cases required to be submitted by the Director-General, Posts and Telegraphs, to the Minister directly or through Secretary, Ministry of Transport and Communications (Departments of Communications and Civil Aviation).	58
III. Chart showing the administrative set up of the Posts and Telegraphs Directorate	61
IV. Statements showing the permanent and temporary sanctioned strength of officers and other ministerial and Class IV staff (category-wise) of the Posts and Telegraphs Directorate as on 1st April 1948, 1952, 1956 and 1960.	63
V. List of statistical data compiled in statistical section of the Posts and Telegraphs Directorate	69
VI. Method of assessment of the demand at various levels for postal, telephones, telegraphs and wireless facilities for preparing the Five Year Plans	71
VII. Financial and physical targets and achievements of various schemes taken up by the P&T Department during the First Five Year Plan	72
VIII. Financial and physical targets and achievements of various schemes taken up by the P&T Department during the Second Five Year Plan	74
IX. Note furnished by the P&T Department Showing break-up of the branch-wise figures of revenue and expenditure and percentages of (i) Trading Expenses to Revenue, and (ii) Total Expenses to Revenue for the years 1948-49 to 1959-60.	76
X. List of the existing Training Institutions under the P&T Department together with the courses of training offered by each of them	81
XI. Details regarding the scale and procedure of supply of uniforms and other equipment to P&T staff.	84
XII. Formulæ laid down by the Ministry of Finance for payment of the cost of management of Savings Bank and National Savings Certificates work to the P&T Department	87

	PAGE
XIII. Statement showing the pending claims cases of the Postal Life Insurance as on 31-3-1960	88
XIV. List of P&T Forms printed bilingually (English-Hindi)	89
XV. List of the P&T Forms which are to be printed in regional languages either separately or bilingually (regional language and Hindi)	90
XVI. Summary of recommendations/conclusions	92
XVII. Analysis of recommendations contained in the Report.	107

ESTIMATES COMMITTEE

1960-61

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*Elected with effect from 25.11.60 *vice* Shri Dinesh Singh resigned.

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary*
Shri K. Ranganadham—*Under Secretary.*

INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the report on their behalf, present this Hundred and Tenth Report on the Posts and Telegraphs Department—Part I—Posts and Telegraphs Directorate.

2. The Committee have taken up examination of the activities of the Posts and Telegraphs Department at what is a very interesting phase of its development. The newly reconstituted Posts and Telegraphs Board has now been functioning for a period of over a year and the financial and physical targets of the Third Five Year Plan are in the process of being finalised. The reports will consist of four parts:

Part I—Posts and Telegraphs Directorate

Part II—Postal Services and Railway Mail Service

Part III—Telecommunications

Part IV—Workshops and Stores Organisations.

3. A statement showing an analysis of the recommendations contained in this report is also appended to the report (Appendix XVII).

4. The Committee wish to express their thanks to the Secretary of the Ministry of Transport and Communications (Departments of Communications and Civil Aviation), Director-General, Posts and Telegraphs and other officers of the Posts and Telegraphs Department for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to express their thanks to the representatives of the All India Manufacturers' Organisation for giving evidence and making valuable suggestions to the Committee.

H. C. DASAPPA,

Chairman, Estimates Committee.

NEW DELHI;

The 14th March, 1961

Phalguna 23, 1882 (Saka).

I. DEPARTMENT OF POSTS & TELEGRAPHS

A. Introduction

The postal system is a part of the story of communication. In the Vedic Age the priest entrusted messages to human agents. Messages are mentioned in the epic "Mahabharata". There is evidence of an early postal system, though of a rudimentary form, in the time of Emperor Chandragupta whose empire stretched from Persia to Southern India. The difficulty of communications between the capital city and the provincial capitals appears to have been solved in Emperor Chandragupta's days by the use of pigeon-post. History.

It is conceivable that in the mediaeval period various kinds of communications in the interest of state-craft and commerce, and private exchange, had already come into existence but we know for certain that the Mughal Emperors established a postal system based on the couriers, who travelled on horse-back or on foot. By the time the British East India Company began to operate in certain parts of our country, the courier or the runner service was already in common use.

The credit for improving and expediting the runner service and later, for the establishment of the regular postal system, goes to British East India Company for it was under Lord Clive that an elementary post-office was initiated and under Warren Hastings that it was put on a formal basis. The latter also introduced copper tickets of two anna denomination which enabled a letter to be carried for a hundred miles. This postal system operated only in the areas where the Company held sway while in other parts of India the private post still flourished.

In some of the Indian States, notably Mysore, the *Anche*, a local post, was a very old institution and its extension to the whole kingdom was one of the earliest measures of the reign of Chikka Devraj Wadayar in the year 1672. A similar system known as *Anchal* had existed for many years in Travancore and Cochin States.

As the Company's rule extended to various parts of the country, improvement in the sending of post took place, until, in 1854, the Indian Post Office was reorganised as an institution with a Director-General in-charge. The service applied to a large portion of India. The service was gradually extended to States by Conventions and Agreements.

Mail communication with outside countries and more particularly with Great Britain was developed simultaneously. The postal system was largely modelled on the British system.

Evolution of
Post Office
Administration.

Prior to 1854, the postal services in India differed from province to province, each having separate rules and different rates of postage. A Commission was appointed in 1850 to report on the working of Post Office, point out defects, suggest remedies and report on several proposals for uniform rates of postage. This resulted in enactment of the Post Office Act of 1854. The Post Office was converted into an Imperial Department under a single Head called the Director-General. A significant development took place during 1883-84 when a scheme to amalgamate the Post Office and Telegraph Office was worked out. In accordance with the scheme the agency of the Post Office was utilised for extending the operations of the Telegraphs Department. It was in 1914 that complete amalgamation of the Telegraphs Department (including Telephones) and the Postal Department took place. The Director-General has since then been designated as Director-General, Posts and Telegraphs. At the Secretariat level, the Department was controlled successively by the Department of Commerce and Industries, Public Works Department, Department of Industries and Labour till finally in 1936-37, it was placed under the Department of Communications (now Ministry of Transport and Communications).

B. Functions and Organisation

Functions.

2. The Department is responsible for the following functions:—

- (i) Postal communications proper, including a postal parcel service;
- (ii) Banking Services, *viz.*,
 - (a) Money Order Service;
 - (b) Post Office Savings Bank;
 - (c) Issue and discharge of various Savings certificates;
- (iii) Postal Life Insurance;
- (iv) Telegraphic communications, including telephone, and provision of inland wireless communication for handling public traffic;
- (v) Manufacture of certain telegraph and telephone equipment;
- (vi) Miscellaneous, such as issue of broadcast receiver licences, sale of quinine etc.

The Director-General, Posts and Telegraphs, is the ^{Organiza-}Head of the Department. For the purposes of administration. tion. the country has been divided into the following 18 units:—

(i) *Territorial Units (P. & T. Circles):*

Under Postmaster General—

Andhra

Bihar

Bombay Central

Madras

Punjab

Uttar Pradesh

West Bengal.

Under Director—

Assam

Mysore

Orissa

Rajasthan.

(ii) *Functional Units:*

Delhi Postal Circle (Under Director Postal Services)—

Four Telephone Districts:

(1) Bombay

(2) Calcutta

(3) Delhi

(4) Madras.

Electrification Circle, Calcutta.

In addition, a number of independent units have also been set up on a functional basis such as Additional Chief Engineer, Technical and Development Circle, Jabalpur; General Manager, P. & T. Workshops, Chief Controller of Telegraph Stores, Deputy Director, Postal Life Insurance at Calcutta and other officers dealing with accounts, forms and stores and training.

C. Posts and Telegraphs Board

(a) *Composition*

3. The Posts and Telegraphs Board was set up in the year 1929 on a somewhat informal basis with limited ^{Members of}unequal _{status.}

powers and functions. With a view to improving the efficiency of the services and to expedite disposal of business, the Board was reconstituted on the 11th December 1959 and given enhanced powers within the existing set up of the Ministry of Transport and Communications (Departments of Communications and Civil Aviation). A copy of Government's order reconstituting the Board is given at Appendix I. The composition of the reconstituted Board is as follows:—

1. Director-General (Rs. 2750/- p.m.*) Chairman
2. Financial Adviser, Communications (Rs. 2250/- p.m.*) *ex-officio* Member, Finance.
3. Senior Deputy Director-General (Rs. 2250/- p.m.*) *ex-officio* Member, Posts.
4. Chief Engineer (Planning) (Rs. 2250/- p.m.*) *ex-officio* Member, Telecommunications (Planning and Development and P & T Workshops).
5. Chief Engineer (Operations) (Rs. 2250/- p.m.*) *ex-officio* Member, Telecommunications (Operations Maintenance and Traffic).
6. Deputy Director-General (Staff) (Rs. 1800—100—2000*). *ex-officio* Member, Administration.
7. Deputy Director-General (Savings Bank) (Rs. 1800—100—2000*). *ex-officio* Member, Banking & Insurance.

It will be observed that unlike the composition of the Railway Board, members of the Posts and Telegraphs Board are of different scales of pay. They also function in dual capacities as members of the Board and as subordinate officers under the administrative control of the Director-General. The Financial Adviser, Communications, is a member of the Board, besides being in charge of other wings of the Ministry of Transport and Communications, and the Revenue and Economic Affairs Departments of the Ministry of Finance. The Committee were informed, however, by the representative of the P. & T. Department as follows:—

“We had to be content with the present differentiation, but in actual practice of course, we have tried to maintain uniformity of status in spirit, if not, in actual fact.”

*Revised scales of pay applicable under the Central Civil Services (Revised Pay) Rules, 1960.

Even so, it appears that the present constitution of the Board is not satisfactory and has to undergo modification with experience, a process which was subscribed to by the representative of the P. & T. Department. *The Committee hope that the functions of the Board would in course of time be so arranged as to permit the service chiefs to become the real functional heads with the Chairman exercising only powers of co-ordination and policy-making.*

(b) Powers

4. The Committee were informed that the powers of the reconstituted P. & T. Board were more extensive than those of the previous Board which had limited powers and functioned under the close control of the Ministries of Communications and Finance. The Board now shares with the Director-General all the administrative powers of the Ministry of Transport and Communications (Departments of Communications and Civil Aviation) with the approval, where necessary, of the Minister. It also exercises all the financial powers of the Ministry and such other enhanced powers as have been settled with the concurrence of the Ministry of Finance. The decisions arrived at by the Board are promulgated as orders emanating from the President. The Board concerns itself generally with matters of policy and of higher importance while powers relating to day-to-day administration including appointments, transfers etc. are left to be exercised by the Director-General and other members of the Board individually.

Procedure of submission of cases to the Minister.

In respect of financial matters outside the competence of the Ministry requiring the approval of the Ministry of Finance, the Member, Finance, is competent to deal with P. & T. matters on behalf of the Ministry of Finance (Department of Expenditure). In the event of difference of opinion between the Member, Finance, and the Majority of the members of the Board and where the Member, Finance, requires that the matter be submitted to Government, a reference has to be made to the Ministry through the Secretary, Ministry of Transport and Communications (Departments of Communications and Civil Aviation). In regard to matters covered by internal finance, the decision of the Minister is final. But, in regard to other matters, if the Member, Finance, so desires, a reference has to be made to the Minister of Finance.

A list of cases required to be submitted by the Director-General to the Minister directly or through the Secretary is given at Appendix II.

The representative of the Ministry of Transport and Communications (Departments of Communications and Civil Aviation) stated that the mere process of cases going through the Secretary had a salutary effect on the proposals emanating from the Board. The Secretary offered comments, if any, after going through the material available on files submitted by the P. & T. Board. For this purpose, he was assisted by an Under Secretary in the Ministry.

The reconstitution of the P. & T. Board with wider powers is obviously to enable it to discharge effectively and with a sense of responsibility, its onerous task. Consistent with this objective, it is necessary to recognise in practice, the position and importance due to it. While it may be that scrutiny at the official level of the decisions of the Board is useful at the initial stages of its functioning under the new arrangement, the Committee feel that it should not be necessary in course of time. They recommend that in the meanwhile the Board may be encouraged to submit more and more cases direct to the Minister so that ultimately there is no necessity, of routing them through the Secretary, Ministry of Transport and Communications (Departments of Communications and Civil Aviation). This should also facilitate abolition of the post of Under Secretary retained in the Ministry for processing cases relating to the P. & T. Department.

D. Commercial Character of the Department

Policy as laid down from time to time.

5. According to Resolution No. 4145 dated the 28th July, 1888, issued by the Government of India in the Department of Finance and Commerce, the Post Office and the Telegraphs Department "are maintained for the purpose of rendering particular services on payment made, for the services rendered or for the articles supplied, and the functions of which are not part of the ordinary ideas of Government or administration". In 1924, the Member-in-Charge* of the Department of Industries and Labour declared in the Legislative Assembly that the Posts and Telegraphs Department should pay its own way and that the government did not look upon it as a revenue earning Department. In 1958, the Minister of Transport and Communications made the following statement in reply to the debate on demands for grants in Lok Sabha:—

"It is very difficult for a purely administrative machinery to function in a quick manner in a

*Speech of Sir Atul Chatterjee, Member-in-Charge of the Department of Industries and Labour in Legislative Assembly on 12th March, 1924 (L.A. Deb. Vol. IV, part II, p. 1569).

Department like this and it is therefore essential that some kind of Board should be set up at the Directorate level; it may be, or it will have to be, more or less on the Railway Board pattern."

The Posts and Telegraphs Board, reconstituted on the 11th December, 1959 does not seem to have been based on the established pattern of the Railway Board. The activities of the Department are also still subject to the traditional controls, which in other government departments, aim to regulate the spending of public monies raised by taxation. The representative of the Department, voicing the opinion of the Board, stated in his evidence that there were restrictions on the powers of the Board which were not conducive to the adequate discharge of the Board's responsibilities. He characterised it as a diluted autonomy and felt that the extent of dilution, considering that it was a commercial department, was large.

The Committee are inclined to agree with this view. It is high time that consistent with the responsibilities and social obligations of the Department, due recognition is given to its commercial character by conferring on the P&T Board, powers similar to those enjoyed by the Railway Board or at any rate the substance of powers enjoyed by public undertakings, such as the Indian Airlines Corporation, which may enable it to approach the problems of management and organisation with a more business-like mind and a greater sense of enterprise.

E. Need for Reorganisation

6. With the fully powered Board at the top of the Department it is envisaged that the Government orders would flow down quickly and that the schemes and proposals once approved would be implemented with a sense of urgency and despatch. This may not materialise effectively and early unless the heads of executive organisations are enabled to function with reasonable freedom and initiative and, with the knowledge that they have the confidence of the Department. The Committee would like to quote in this context the following passage from the "Third Five Year Plan—a Draft Outline":—

"In the present functioning of the administrative system there are certain factors which tend to slow down the pace of execution. To these special attention needs to be given. Thus, there should be much greater emphasis on fixing specific individual responsibility for producing results within agreed time-schedules and in

Decentralisation of powers and responsibilities to executive officers.

accordance with approved policies and programmes. Certain administrative practices have on the whole inhibited the exercise of such responsibility. For instance, secretariat departments have tended to assume responsibility for an increasing amount of original work. Their primary concern should be with matters of policy, supervision of administration and enforcement of standards."

The Committee are of the view that consequent on the reconstitution of the Posts and Telegraphs Board, the question of reorganising the Directorate and various arms of the Department on the lines indicated above assumes greater urgency and should receive serious consideration.

F. P. & T. (Users' Consultative) Council

Setting up
of an advisory
body
of P. & T.
users.

7. It is seen that at present there is no body at the Centre representing various categories of users to consider matters relating to the services and facilities provided by the P&T Department similar to the National Railway Users' Consultative Council. *The Committee recommend that a P & T Users' Consultative Council may be constituted for the purpose.*

II. THE POSTS AND TELEGRAPHS DIRECTORATE

A. Expenditure

8. The Posts and Telegraphs Directorate is the headquarters organisation of the P&T Department. The following table gives figures of the actual expenditure in 1948-49 and estimated expenditure in 1960-61 under the primary units of the P&T Department and the Directorate:—

Primary Unit	Actual expenditure met from revenue in 1948-49		Estimated expenditure met from revenue in 1960-61		Percentage increase	
	P&T Deptt.	P&T Directorate	P&T Deptt.	P&T Directorate	P&T Deptt.	P&T Directorate
Pay of Officers	53,71,000	5,66,066	1,35,00,000	20,74,000	151.3	266.3
Pay of Establishment	10,57,56,000	8,09,715	23,88,00,000	17,31,000	125.8	113.7
Allowances & Honoraria, and other charges	15,09,18,000	11,16,211	55,24,00,000	32,35,700	266.0	189.8
TOTAL	26,20,45,000	24,91,992	80,47,00,000	70,40,700	207.0	182.5

During this period, the number of sanctioned posts of officers in the Directorate was 129 in 1948, 67* in 1952, 111 in 1956 and 197** in 1960. *The Committee note that the increase in the pay of establishment, including officers, in 1960-61 as compared to 1948-49, has been 127.3% in the Department as a whole and 176.5% in the Directorate and that the increase on account of pay of officers was to the extent of 266.3% and for others 113.7% in the P&T Directorate as compared to an increase of 151.3% and 125.8% respectively in the Department as a whole. The Committee feel that the increase in expenditure on establishment, particularly on officers, is on the high side and needs to be carefully reviewed.*

B. Organisation

9. The organisational chart of the Directorate as on the 1st August, 1960 and the permanent and temporary sanctioned strength of officers and other ministerial and class General set-up of Directorate.

*The number of officers in 1952 is less than in 1948-49, mainly due to the shifting of the Development Branch of the Directorate to Jabalpur, as a subordinate T. & D. Circle.

**At the stage of factual verification, the P & T Department stated that this figure included 29 posts pertaining to the Telecommunication Research Centre, New Delhi.

The Committee note that as against a Provision made for 206 officers (excluding 35 officers in the Telecommunication Research Centre) in 1960-61 under C—General Administration—A—Directorate, provision has been made in the Demands for Grants, 1961-62 under the same head for 165 officers. The reduction has been under Directors (15 posts to 9 posts), Assistant Directors General (21 to 17), Assistant Chief Engineers (18 to 14), Divisional Engineers (3 to nil), Section Officers (72 to 61) etc.

IV staff (category-wise) as on the 1st April of 1948, 1952, 1956 and 1960 are given at Appendices III and IV respectively.

Establishment and Staff Matters.

10. The Committee find that the Deputy Director-General (Staff) has under his charge the staff and establishment work relating to the Directorate only, besides being in charge of general service matters and welfare of the employees of the P&T Department. The work relating to the Postal staff and establishment and telegraph and engineering staff and establishment, is in charge of Senior Deputy Director-General and Chief Engineer respectively, who are assisted by a Deputy Director General each. Although, the Deputy Director-General (Staff), is a member of the P&T Board in charge of Administration, *de facto* he is not in full charge of that arm of the Department. The Committee were informed by the representative of the P&T Department that the Member, Administration dealt with staff matters not from the point of view of establishment, but from that of general welfare, conditions of service, discipline and other incidentals of establishment. In disciplinary matters, the final word rested with Member, Administration and Director-General. One of the reasons for not centralising the functions under one Member was that the postal, telegraph and tele-communication branches had grown to such proportions which made it impossible for one Member to deal with the establishment work of all of them. Another reason was the fact that the nature of the two services was quite different in terms of qualifications, recruitment and conditions of working.

The Committee understand that in the Railway Board, Member (Staff) is in charge of all staff and establishment matters relating to diverse categories of staff *e.g.*, Engineering, Mechanical, Transportation, Commercial, Stores etc. *They suggest that the feasibility of placing the Member, Administration of the P&T Board in overall charge of all establishment and administrative matters pertaining to all categories of P&T staff so as to facilitate a co-ordinated establishment and administrative policy in all arms and services of the Department, may be examined.*

It may be possible as a result to abolish the existing posts of Deputy Director-General (Postal Staff Establishment) and Deputy Director-General (Telegraph and Engineering Staff and Establishment) by placing the respective Directors under the overall supervision of Deputy Director-General (Staff), Member—Administration of the P&T Board. This would

also tend to correct the present overloading in the higher echelons of the Directorate caused by having senior officers like Deputy Directors-General to function under officers of almost the same status.

11. *The Committee observe that there has been a marked rise in the number of Assistant Directors-General from 5 in 1948 (in Dy. Postmaster General's grade upto 14-9-1948), 6 in 1952 and 8 in 1956 to 17 in 1960. For instance, a temporary post of Assistant Director-General has been created and placed in charge of work relating to broadcast receiver licences (BRL) and Hindi Sections. These sections have nothing in common between them. In addition, a Special Officer (Hindi) has been appointed 'to scrutinise, advise and do general checking of the work as major portion of the work is primarily technical'. The representative of the Department in his evidence before the Committee agreed that it was not possible to justify the post. Another instance which the Committee came across relates to M-I and M-II Sections. They understand that both the sections were under one Branch Officer designated A.D.G.(M) till February 1959. In the following month, the charge was bifurcated by creating a post of Assistant Deputy Director-General (FS) and placing M-I Section under him. The representative of the Department in his evidence before the Committee stated that the Special Reorganisation Unit of the Ministry of Finance seemed to favour the amalgamation of the two branches by abolition of one of the posts of Branch Officers but the Department was finding it difficult to agree to that suggestion since it might affect the work of printing of forms. He added however, that the matter was still under examination by the Special Reorganisation Unit. These are a couple of instances chosen at random but they are significant pointers both to the need for reorganisation and effecting economy.*

The Committee recommend that (i) the post of Assistant Director-General in charge of BRL and Hindi Sections for whom there is not sufficient work-load, may be abolished by suitable readjustment of work, and (ii) M-I and M-II Sections be amalgamated to form into one Section and one of the two posts of Branch Officers surrendered. Similar action may be taken in respect of other posts whose functions can be redistributed without affecting general efficiency of the Department.

12. The following table shows the number of Section Officers (including Accounts Officers holding charge of Sections), Assistants, Senior and Junior Accountants, and Section Officers and Ministerial staff in the Directorate

Upper and Lower Division Clerks in the Directorate as on the 1st April of the year 1948, 1952, 1956 and 1960:—

Category of Posts	Total strength of permanent and temporary posts as on the 1st April of			
	1948	1952	1956	1960
(A) Section Officers and Accounts Officers .	26	27	38	69
(B) Assistants, Accountants and Clerks etc.				
Assistants	150	109	110	141
Senior Accountants	11	11	15	25
Junior Accountants	11	14	20	25
Upper Division Clerks	110	118	152	132
Computers . . . . .	..	..	..	5
Lower Division Clerks	152	116	165	280
TOTAL	434	368	462	608
(C) Ratio of (A) to (B)	1:16.7	1:13.6	1:12.1	1:8.8

The Committee observe that the average number of staff supervised by a head of section in the Directorate shows a gradual reduction from 16.7 in the year 1948 to 8.8 in 1960. In this connection, the Committee were informed that the increase in the number of Section Officers was mainly due to (i) difurcation of unwieldy sections and formation of three new sections for the work relating to committee reports, co-ordination and O&M, (ii) introduction of the Pilot Scheme and (iii) sanctioning of additional posts of Section Officers to NA and Rates Sections and that the principle of having a normal complement of 4 to 5 dealing hands for a Section Officer as in the Ministries, was followed in the Directorate also.

The reasons given by the Department do not appear to be convincing. The fact that the increase in the number of Section Officers (including Accounts Officers) from 26 in 1948 to 69 in 1960, has resulted in bringing down the ratio of a Section Officer to staff under him (Assistants, Accountants and Clerks) from 1:16.7 in 1948 to 1:8.8 in 1960, calls for investigation by the Special Reorganisation Unit of the Ministry of Finance and for rational distribution of work. There has been a steep increase in the ministerial staff also which needs looking into.

13. The following statement shows the number of officers, section officers, daftaries and peons, in the Directorate as on the 1st April of 1948, 1952, 1956 and 1960:—

Category	No. of permanent and temporary posts as on the 1st April of			
	1948	1952	1956	1960
Officers other than Section Officers	103	40	73	128
Section Officers and Accounts Officers	26	27	38	69
Daftaries and Jamadars	24	42	44	50
Peons	144	109	134	157

Considering that the Directorate is located in a compact building, the present strength of 50 Daftaries/Jamadars and 157 peons appears to be excessive and needs reduction.

14. The Committee understand that the work of revising and bringing out fresh publications of the P.&T. Accounts Code was originally taken up sometime in 1947 for which a separate Code Revision Section was created. The Special Reorganisation Unit of the Ministry of Finance who examined the set-up of the Department in the year 1954 found that a separate section, with an Accounts Officer in charge, was not justified once the revision of the codes was completed. They gave six months' time to review the position. This recommendation was not fully accepted by the Department but the residual work was entrusted to Budget Section as one of its functions. The Committee understand that so far, volumes I, II, III (Part I) and IV of the P&T Financial Handbook have been brought out while the work relating to volume III (Part II) was in hand.

Budget Section.

The Committee feel that the work has not been given the attention due to it. They urge that it should be completed expeditiously and the special staff sanctioned for the purpose surrendered thereafter.

15. The Committee understand that a Cost Check Unit of the Directorate is stationed at Bangalore. The unit consists of two Senior Accountants, one Junior Accountant, one typist, one computist and one peon. It has been set up 'to check the reasonableness of the prices of the ITI manufactured equipment purchased by the P&T Department'. The Committee in their 11th Report on the Indian

Cost Check Unit, Bangalore.

Telephone Industries had expressed the opinion that as the ITI and the P&T Department were under the administrative control of the same Ministry, it should be possible for the P&T Department to accept a certificate from the Accounts authorities of the ITI as to the cost of the articles supplied to the Department. The Committee have not yet been informed of action taken by the Government in pursuance of this recommendation. During the course of evidence the representative of the Department stated that the question had been considered by the Department in consultation with the Ministry of Finance, Comptroller and Auditor General and Accountant-General, P&T with a bias in favour of doing away with the Unit. They were informed that as a result of the check exercised by the Unit, the Department had got a refund of Rs. 88 lakhs from the Indian Telephone Industries, Bangalore. In the light of the above, the Department had decided that the Cost Check Unit should be retained in Bangalore. *The Committee feel that it should be possible gradually to reduce the staff in the Unit as production costs in the Indian Telephone Industries, Bangalore come to be stabilised.*

**Complaints
Organisation.**

16. The Committee understand that all complaints are normally dealt with at the divisional level. Complaints presenting special features or referring to inattention on the part of the lower authorities received direct in the P & T Directorate, are dealt with in the Directorate. During 1960, 720 complaints of such nature were received. Similar complaints relating to the foreign post, telegrams, telephones, Postal Life Insurance, Broadcast Receiver Licenses and mail arrangements received direct in the Directorate are dealt with in the respective technical sections of the Directorate. The Circle Offices submit statistical statements to the Directorate every quarter along with the analytical reports. In the Directorate the statistical and analytical reports regarding complaints relating to all arms of the Posts and Telegraphs Department are reviewed by the Complaints Organisation with a view to suggesting remedial measures. The table given below shows the total number of complaints received and disposed of by the Complaints Organisation, its percentage

to the traffic involved and the break-up of complaints under some important categories:—

Year	Total number of complaints		Total number of complaints and percentage of the traffic involved	Number of complaints due to			Alleged charges of theft, misappropriation etc. by the postal staff
	Received	Disposed of		Delay in delivery of postal articles including money orders particularly in rural areas	Misconduct or Misbehaviour of the postal staff	Pilferage of Mail	
1956	4,38,000	4,34,600	0·0134	60,547	2,857	2,094	556
1957	4,68,400	4,65,600	0·0139	69,204	3,302	2,442	651
1958	4,85,700	4,82,400	0·0135	63,773	3,378	3,157	810
1959	4,98,700	4,96,800	0·0129	79,334	3,266	1,333	871

‡ Figures correspond to the financial year.

It is observed that the overall percentage of the number of complaints to the traffic involved has slightly decreased from 0·0139 in 1957 to 0·0129 in 1959. The Committee, however, note that the total number of complaints is on the high side, particularly in regard to delay in delivery of postal articles, including money orders in rural areas which has increased by more than 24 per cent. over the last year. They were informed by the representative of the Department during evidence that partly it was due to expansion and partly due to deterioration in the standard of efficiency, inadequate inspection and supervision.

Number of complaints found to be well-grounded.

17. The Committee were informed that the number of complaints as were found to be well-grounded, was not available. Whenever a complaint was found to be well-grounded, suitable action was taken against the official at fault and steps taken to avoid recurrence of such complaints by the amendment of procedure, sanctioning of staff and improvement in mail or cash-supply arrangements. When asked to cite such instances, the Department was in a position to furnish only a couple* of them. The representative of the Department stated during evidence that they were feeling the necessity of such statistics and were thinking of maintaining them.

The Committee viewed with serious concern the large number of complaints, particularly in regard to delay in delivery of postal articles including money orders in rural areas and of misconduct or misbehaviour of staff. The Committee recommend that the Department may maintain proper record of the number and nature of complaints, particularly those which are well-grounded, analyse them carefully and initiate effective remedial measures so as to reduce their incidence.

High average time for disposal of complaints.

18. The Committee were informed that all complaints were acknowledged on the day of their receipt and the correspondence relating to complaints was required to be replied to within 48 hours. In actual practice, the average time taken in the final disposal of complaints was stated to be 53 days.

The Committee consider that the average time of 53 days is excessive and needs to be reduced by simplifying the procedure.

*At the stage of factual verification, the Department pointed out five more instances relating to the period October 1958 to May, 1960. Three more instances relating to the causes of complaints, were stated to have been analysed and special instructions issued.

C. High Carry-over of Primary Receipts

19. The O. & M. Division of the Cabinet Secretariat have disclosed in their Fifth Annual Report (1958-59) that the average carry-over (*i.e.* percentage of primary receipts in hand remaining undisposed of) for the last quarter of 1956-57, 1957-58 and 1958-59 in the P. & T. Directorate was 53.9 per cent., 53.1 per cent. and 45.1 per cent. respectively. *Even though the figures have shown an improvement, the Committee are surprised to note that they are the highest among the corresponding figures of the other Ministries and Attached Offices of the Government of India as shown belows—*

Need for a through review of procedure and powers of different officers.

Ministry/Department/Office	Average carry-over (<i>i.e.</i> percentage of 'primary' receipts in hand remaining undisposed of) for the			Gain(—) or loss (+) (in percentage) since 1956-57 (difference between cols. 2 and 4)
	Last quarter of 1956-57	Last quarter of 1957-58	Last quarter of 1958-59	
(1)	(2)	(3)	(4)	(5)
<i>Major Attached Offices.</i>				
D.G. P&T.	53.9	53.1	45.1	(—)8.8
Development Wing	13.4	18.6	18.1	(+)4.7
Chief Controller of Imports and Exports	16.1	13.3	13.8	(—)2.3
Director General of Resettlement and Employment	4.6	6.6	5.9	(+)1.3
<i>Ministries</i>				
Food	9.7	8.0	10.1	(+)0.4
Railways	21.8	18.8	30.3	(+)8.5

Giving reasons for this undesirable feature, the representative of the Department informed the Committee during evidence that nearly 50 per cent. of the cases were held up in the Directorate for want of replies from circle offices.

The Committee are of opinion that the high percentage of average carry-over of primary receipts remaining undisposed of in the Directorate during each of the last three years needs a thorough review to see how far it was due to (i) the large number of levels of officers in the Directorate dealing with cases; (ii) the insufficiency of administrative and financial powers delegated to Heads of Circles and

other subordinate authorities etc. and (iii) the rules, procedure and unwritten conventions followed in the Directorate and Circle Offices which had led to cases being pushed up to the higher level unnecessarily.

D. Statistics

Need for
stati
organisation.

20. A small statistical section in the Directorate, composed of a Section Officer, four Statistical Assistants, five Computers, and four Clerks, works as 'Central Statistical Organisation of the Department'. The work of the Section is supervised by an Assistant Director-General on a part-time basis. The list of statistical data compiled in the Section is given at Appendix V. Besides, the Section brings out the Annual Administrative Report of the Department and a booklet entitled 'Activities'. The latter publication is brought out annually for information of the Members of Parliament after the 'Annual Financial Statement' is laid before Parliament. The time lag in the collection of monthly statements was two to three months and in the case of Annual Report it was about eight to ten months. The representative of the Department acknowledged during evidence that the arrangement for the collection of statistics was not satisfactory. He disclosed that they were awaiting the recommendations of the Cost Ascertainment Committee which was expected *inter alia* to go into the matter.

The Committee consider that the present arrangement for collection, compilation and publication of statistics relating to P. & T. matters is far from satisfactory and needs to be reviewed and revised in a comprehensive way. They are of the view that the Directorate may first of all decide the nature of statistics required to be compiled and then ensure their prompt compilation. The statistics may also be intelligently interpreted and evaluated so as to facilitate comparative study of performance of various units

The Committee recommend that the publications of the P. & T. Department which are circulated to Members of Parliament during the Budget Session, should give a comprehensive picture of various activities undertaken by the Department like staff welfare, staff amenities etc. They should be written and published in such a manner as would catch the people's imagination.

E. Financial Scrutiny of Expenditure

21. The financial scrutiny of expenditure in (i) the P. & T. Directorate, (ii) territorial units (circle offices) and (iii) Offices working on functional basis (administrative

offices like Telephone Districts, Telephone Revenue Accounting Offices, Offices of Chief Controller of Telegraph Stores Depots, Chief Accounts Officer, Telegraph Stores & Workshops etc.) is done by the respective authorities concerned in those offices at the time of sanctioning the expenditure in accordance with the financial powers delegated to them and laid down in the Schedule of Financial Powers of officers of the P. & T. Department. In the Directorate, such proposals are subjected to the scrutiny of the associated Finance. There is a post of Director (Accounts) in the Directorate who is in charge of budget and control over revenue expenditure, allocation of funds, classification of receipts and expenditure etc. He works under Senior Deputy Director General (Postal and R.M.S. Services) and has no direct relationship with Member, Finance of the P. & T. Board. The Committee were informed by the representative of the Department during evidence that he was primarily an 'accounts man' and not a financial adviser in the true sense of the term. On the question of ensuring his independence he agreed that it would be a desirable thing to do when the Financial Adviser was made available to the Department on a full-time basis.

The Committee are of opinion that there should be a distinct organisation in the P. & T. Directorate for dealing with all matters, having a financial bearing as in the Railway Board. The organisation may be placed under the control of the Member (Finance) of the P. & T. Board whose services should be fully made available to the P. & T. Department. The Director of Accounts may function directly under control of the Financial Adviser (Member, P. & T. Board). So far as the territorial and other administrative units of the Department are concerned, there should to suitable arrangement for rendering financial advice to the Heads of such units specially when it is proposed to delegate enhanced powers to them.

III. PLANNING AND FINANCE

A. Introduction

Organisation
for Planning.

22. The work relating to tele-communication planning and execution of all works in the beginning was dealt with in the Development Branch. In June 1950, this Branch was reorganised into a separate Technical and Development Circle, placed under the charge of Additional Chief Engineer and shifted to Jabalpur. The increasing importance attached to planning led to the formation of a Planning Branch in the Directorate in the year 1954, when work relating to 'Engineering Planning' such as the preparation of specifications, cable planning, station engineering, testing etc. was taken over from the Additional Chief Engineer, Technical and Development Circle, Jabalpur. The Planning Branch is under Chief Engineer (Development)—a Member of the P. & T. Board—and is responsible for the overall assessment of the requirements, the preparation of the auto-exchange expansion programme, the planning of the main trunk network, including details of the larger schemes (*i.e.* co-axial cables), planning of trunk exchanges, the main telegraph net-work and wireless schemes. The schemes relating to the development of tele-communications, including wireless, comprise nearly 90 per cent. of the total provision in the Five Year Plans of the Department. Planning Branch also works out the technical estimates of the larger schemes. As regards postal planning, no special staff is employed in the Directorate or in the Circles, except for a few posts of Inspectors of Post Offices for accelerating the planning work in the Circles and Divisions.

B. Procedure for formulation of Plan Schemes

Need for a
Review.

23. A note describing the method of assessment of the demand at various levels in the Department for postal, tele-phones, telegraphs and wireless facilities for the preparation of plans furnished by the Department to the Committee is given at Appendix VI. The Committee observe that the targets of expansion of the postal and telegraph facilities are laid down on the basis of the policy determined by Government at the commencement of each Plan. As regards the building works, the requirements for expansion of existing ones and for new buildings for various operative and administrative offices and staff quarters are collected from the Circles and after examining the needs of different regions and scrutinising the proposals, the programme is finalised in the Directorate.

The Study Groups of the Committee who visited some of the Circle Offices were given to understand that apart from the general discussion at the Conference of Postmasters General, the Circle Heads were not asked to draw up their detailed plans. The representative of the Department stated during evidence that though the Postmasters General were not required to submit their constituent plans, the basic data for formulating the plans was continuously obtained and compiled by the Directorate.

The Committee feel that plans drawn up at the apex level without the complete association of the Circles are apt to be somewhat unrealistic and unrelated to the needs of the constituent units. The Committee consider that a better procedure would be for the detailed plans to be drawn up on the basis of the broad objectives and policies set down by the Department, by the lower administrative units, namely the divisions. Such plans may be discussed at a conference of the divisional heads at the circle level and of the Heads of Circles and functional units at the Directorate level so that a coordinated plan is drawn up. With such decentralisation of planning, it should be possible for the Directorate to spare some of the officers and staff from its planning wing for employment for planning in the Circles.

C. Plan Targets and Achievements

(a) First and Second Plans

24. Two statements showing the financial and physical targets and achievements of various schemes taken up during the two Five Year Plans, are given at Appendices VII and VIII. The Committee note that the total actual expenditure during the First Five Year Plan was Rs. 39.45 crores out of a provision of Rs. 50 crores representing an overall shortfall of nearly 21.1 per cent. The branch-wise break-up is given below:—

Shortfall in
Plan Expenditure.

(In lakhs of rupees)

Branch	First Plan			
	Target	Actual Expenditure	Shortfall	Percentage
Postal	5,00	1,88	3,12	62.4
Telegraph	10,50	9,46	1,04	9.9
Telephones	33,90	27,83	6,07	17.8
Wireless	60	28	32	53.3
TOTAL	50,00	39,45	10,55	21.1

As against the revised provision of Rs. 54 crores during the Second Plan, the total expenditure is anticipated to be Rs. 49.32 crores resulting in a shortfall of 8.7%. The main reason for shortfall during the First Plan was stated to be the shortage of material resources *viz.*, equipment and stores. These shortages were greatly accentuated during the Second Plan due to the foreign exchange restrictions which required the Department to depend on the available indigenous resources, as a result of which the progress of some of the plan schemes was considerably retarded. The following table shows figures of the actual expenditure incurred by the Department during the first four years of the Second Plan and the estimated expenditure during the year 1960-61 in respect of some of the schemes:—

(In lakhs of rupees)

Schemes	Plan Target	Actual Expenditure during 1956-57 to 1959-60	Budget Estimates for 1960-61
Trunk Cable and Cable Carrier	4,30	2,03	1,53
Trunk Exchanges	90	60	19
Miscellaneous— Wireless, Workshops, Training, Research etc.	1,70	84	59
Buildings	6,91	3,89	1,51

The Committee observe that despite the slow progress of the plan schemes referred to above, during the last four years, large amounts had been provided in the budget estimates of 1960-61 which necessitated subsequent revision and reduction of the estimates from Rs. 1,53 lakhs to Rs. 1,33 lakhs for the Trunk Cable and Cable Carrier Scheme and from Rs. 1,51 lakhs to Rs. 1,11 lakhs for Buildings.

Another disconcerting feature noticed by the Committee is that more than 53 per cent. of the sanctioned works each costing over Rs. 5 lakhs had remained non-executed during the first year of the Second Plan and more than 36 per

cent. each in the succeeding two years as shown in the table given below:—

Year	Total number of works each costing over Rs. 5 lakhs for which provision was made in the Budget	Number of works each costing over Rs. 5 lakhs on which the expenditure was nil	Percentage of Col. 3 to 2
(1)	(2)	(3)	(4)
1956-57	192	102	53.1
1957-58	200	73	36.5
1958-59	230	83	36.1

The representative of the Department stated during evidence that the position had shown improvement in the year 1959-60 when 33 works (19.5 per cent.) had remained non-executed out of a total number of 169 works.

Prima facie, the procedure of forecasting expenditure and inclusion of works in the budget estimates seems to be unrealistic resulting in not only locking up of the funds but also to some extent wastage of personnel and machinery earmarked for the projects. The Committee are of the view that the existing machinery in the Department for scrutiny of estimates and planning of works, needs overhauling to avoid recurrence of such instances in future.

(b) Third Plan

25. The Committee understand that as against the draft plan proposals of the Department for Rs. 275 crores, an allocation of Rs. 68 crores has been proposed by the Planning Commission for the Third Five Year Plan. In addition, Rs. 12 crores would be allotted for works on the tele-communications side relating to the Railway Electrification project. The Department would also be in a position to raise about Rs. 30 to 40 crores from its own resources. The physical targets proposed under the reduced allocation are:—

Inadequate Provision in Third Plan.

New Post Offices	17,000	
New Telegraph Offices	2,000	
New Public Call Offices	2,000	
Number of Telephones	2,00,000	(Approx.)
Telephone Channel Miles	4,00,000	„
Telegraph Channel Miles	3,00,000	„
Co-axial Cable Miles	2,500	„

In the context of large-scale industrial and commercial expansion and rural development envisaged in the Third Plan, the importance of providing adequate funds for an efficient and modern system of communications cannot be overstressed. Judging from this standpoint, the past experience, the accumulated unsatisfied demand and the demand likely to be engendered during the Plan, the financial provisions and physical targets set out, specially for telephones, fall far short of the requirements. In their subsequent report on Tele-communications, the Committee have dealt in detail with the need as well as the justification for a more reasonable allocation to the P & T Department which will enable it to satisfy the public needs which are accentuated by increased economic activity. To keep pace with them, the Department has to carry out essential expansion and modernisation and adopt improved techniques which would result in better service, greater efficiency and economy. *The Committee are inclined to share the Department's apprehensions that the proposed allocation of Rs. 68 crores for the Third Plan may not prove adequate for meeting the increasing public needs. As the time left for finalisation of the details of the Plan allocations is very short, the Committee trust that the matter will be urgently re-examined by Government and the Planning Commission. At the same time, the Committee would stress on the Department that its performance in the last two Plans as judged from the heavy shortfalls needs to be considerably improved during the Third Plan. Its case for increased allotment should be accompanied by an increasing awareness of responsibilities to utilise it fully and a resolute determination to discharge them effectively.*

D. Buildings

C.P.W.D.
Wing as
construction
Agency.

26. The building works debitabale to capital are carried out almost entirely by the Central Public Works Department after firm demands are placed by the Department and after sites are made available. The Committee were informed by the representative of the Department during evidence that since the agency responsible for construction was outside the Department, they were unable to accelerate the pace of work to the extent required. The cases had to pass through three or four levels in both the Departments with the result that the process had proved to be a time-consuming factor in implementation of the building programme. To overcome the drawbacks inherent in the procedure, it had been decided in consultation with the Ministry of Works, Housing and Supply to set up a separate C.P.W.D. Wing for the P & T Department. It would be a self-contained Wing under an Additional Chief Engineer, a Surveyor and an

Architect. Functionally, the Wing would be a part of the Directorate, though from the point of view of administrative supervision, discipline etc., it would work under the Chief Engineer, C. P. W. D.

The Committee welcome the above arrangement. They suggest that in the matter of construction of buildings, the agency of the State Public Works Departments may also be utilised, unless the Central Public Works Department Wing is in a position to have the work executed in time on its own.

Now that a separate wing of the Central Public Works Department for execution of building programme, is being set up under the functional control of the P. & T. Department, the Committee hope that construction work would be given a fillip and there would not be any occasion for lapse of funds under that head.

E. Land

27. The Committee were informed that the provision under the budget head "Buildings" includes provision for land as well. The following figures show the actual performance during each of the first three years of the Second Plan:—

Heavy short-falls every year

(In lakhs of rupees)

Year	Land		Buildings		Total	
	Budget Provision	Short-fall	Budget Provision	Short-fall	Budget Provision	Short-fall
1956-57 .	37	29	98	5	135	34
1957-58 .	22	14	178	116	200	130
1958-59 .	11	..	155	49	166	49
TOTAL.	70	43	431	170	501	21

The Committee find that quite a substantial amount of the total shortfall relates to land, the acquisition of which is required to be settled and finalised by the P. & T. Department. In this connection, the representative of the Department stated during evidence that they were considering the question of acquiring powers whereby it might be possible to earmark suitable plots of land in developing localities for eventual construction of the departmental buildings.

The Committee understand that the Postal Development Committee, 1957 had made a similar recommendation in March 1958 which was turned down by Government on 2037(Aii) LS—3.

the ground that the Land Acquisition Act had given enough powers to Government for acquiring land wherever required.

The Committee suggest that the question may be finalised early in consultation with the Ministry of Law and Ministry of Works, Housing and Supply so as to avoid large shortfalls in the budget estimates under 'Land' every year.

Separation of Estimates of Cost of land from Project Estimates.

28. The Committee understand that the cost of the site is also included in the project estimates and till the project as a whole is sanctioned by the competent authority, proceedings for land acquisition cannot be commenced.

With a view to avoiding shortfall in expenditure on account of the procedure described above, the Committee consider that it would be desirable to treat the estimate of the cost of land separately, so that the competent authorities are enabled to go ahead with the acquisition of land.

F. Defalcations and Losses

High and increasing proportion of P & T. employees involved.

29. The following table shows the total number of cases of defalcations and losses of public money and the amount involved during 1956-57 to 1959-60:—

Year	Number of cases	Amount involved	Number of cases in which P.&T. employees were involved	Percentage of cases in which P. & T. employees were involved
1956-57 . .	905	7,86,816	506	56
1957-58 . .	1103	7,17,036	671	91
1958-59 . .	1274	9,79,949	747	59
1959-60* . .	1479	5,87,809	990	67

The Committee observe that the percentage of the number of cases in which the P. & T. employees were involved has increased from 56 per cent in 1956-57 to 67 per cent in 1959-60. The representative of the Department stated during evidence that it was difficult to give any rational explanation for the increase. He added that the recovery of the defalcated amounts had to be limited to one year's pay under the existing instructions.

*The figures have not yet been finally verified by the Audit.

The Committee regret to note that both the incidence of cases of defalcations and loss of public money and the percentage of cases for which the P. & T. employees were responsible has been increasing. This is a matter of serious concern and calls for a review of the existing rules and regulations with a view to removing loopholes.

G. General Finances

(a) Introduction

30. Though the P.&T. Department functions as a commercial Department, its finances form part of the general finances of the Government of India. Under the arrangements in force upto the end of the last year (1959-60), the Department paid to General Revenues interest on the capital-at-charge at the rate fixed by Government annually for commercial undertakings. The surplus of the Department after meeting all its working expenses, including the contribution to the Renewals Reserve Fund and interest on Capital was for the past few years shared between the General Revenues and the P. & T. Department in the ratio of 50 : 50, a *pro forma* account being kept of the accumulated share on which the Department was allowed a rebate of interest by the General Revenues. The above arrangements were reviewed in the beginning of 1960, particularly, against the background of the need for the Department to build up adequate reserves against its growing capital investment. With rapid expansion and technological advance, the pace of capital investment of the Department has increased considerably in recent years, the total capital-at-charge having risen from Rs. 38 crores in 1948-49 to Rs. 129 crores at the end of 1958-59. Since the accretions to the Renewals Reserve Fund of the Department have not been adequate, replacements have to be partly financed from interest-bearing capital. It was, therefore, decided to effect a major change in the financial arrangements between General Revenues and P. & T. Department with effect from 1960-61.

Revised procedure of showing surplus with General Revenues

Under the revised arrangements, the P. & T. Department is placed in the same position as the other important commercial Department of Government, *viz.*, Railways, *vis-a-vis* General Revenues. The Department pays from 1960-61 a dividend to the General Revenues at the rate in force from time to time in the Indian Railways, on the mean capital-at-charge during the year. Payment of interest has ceased, but in arriving at the amount of capital for calculating the annual dividend, credit has been given for the P. & T. share of accumulated surplus as on the 31st March, 1960 as a permanent measure. The balance of the surplus,

after payment of dividend to the General Revenues would be utilised by the Department for making suitable contributions to the Renewals Reserve Fund and other Funds for its Development Programme and other Capital needs. Two new funds viz., (i) P. & T. Development Fund, and (ii) P. & T. Revenue Reserve Fund have also been inaugurated with effect from 1960-61. The revised arrangement is subject to review after five years.

The Committee hope that the revised arrangement would enable the Department to build up sufficient reserves to meet the replacment cost of assets.

(b) *Branch-wise Accounts*

Profit and
Loss of
different
branches.

31. The following table* shows revenue, expenditure and profit and loss figures of the different branches of the Department in 1948-49 and in 1959-60:—

Particulars	1948-49	1959-60
<i>(i) Figures in crores of rupees.</i>		
<i>(ii) Figures in brackets represent the amount credited or debited on account of inter-branch adjustments</i>		
<i>Post Offices—</i>		
Revenue	16·73	39·22
Expenditure	18·45	38·12
	(—0·37)	(—1·18)
Profit (+) or (Loss (—)	—1·73	+0·80
Interest bearing capital outlay	2·37	7·05
<i>Telegraphs—</i>		
Revenue	6·24	9·10
Expenditure	4·64	8·99
	(—0·76)	(+0·14)
Profit (+) or Loss (—)	+1·61	+0·11
Interest bearing capital outlay	22·77	43·79
<i>Telephones—</i>		
Revenue	6·47	21·96
Expenditure	3·81	17·55
	(—0·90)	(+1·17)
Profit (+) or Loss (—)	+2·66	+4·41
Interest bearing capital outlay	13·98	69·67

*At the stage of factual verification, the P. & T. Department furnished a note giving break-up of the branch-wise figures of revenue and expenditure and percentages of (i) Trading Expenses to Revenue, and (ii) Total Expenses to Revenue, for the years 1948-49 to 1959-60 which is given at Appendix IX. At this stage, an examination of the note cannot obviously be expected to be undertaken. The Committee's observations in this paragraph are based on the published Profit and Loss Accounts of the Department.

Particulars	1948-49	1959-60
<i>Radios—</i>		
Revenue .	0·07	0·12
Expenditure .	0·25	0·22
	(—0·01)	(—)0·13
Profit (+) or Loss(—) .	—0·18	—0·19
Interest bearing capital outlay .	0·32	0·77

The Committee observe that while the Telegraph revenue has increased from Rs. 6·24 crores to Rs. 9·10 crores, the expenditure has shot up from Rs. 4·64 crores to Rs. 8·99 crores. The increase of revenue and expenditure in the Telephone Branch from Rs. 6·47 crores to Rs. 21·96 crores and from Rs. 3·81 crores to Rs. 17·55 crores respectively is phenomenal. The expenditure on the telephone and telegraph branches has increased disproportionately as compared to the revenue in the two years. There is need for constant watch being kept on the trends of the ratio of working expenses to the revenue and remedial action taken.

(c) Review of Rates

32. The Committee were informed that the Department had not specified any period for revision of rates of various services and that they were reviewed as and when required. The representative of the Department stated during evidence that a periodical review of rates would be helpful.

Rates of various P&T services to be reviewed periodically.

The Committee suggest that the rates charged for various services may be reviewed once in five years. This does not, however, preclude the Ministry from effecting any changes in between the two reviews in the tariffs of any category of service if they are very necessary and desirable. Such instances should be more an exception than a rule. In such cases, the Committee expect normally a full enquiry into the proposals before deciding on the changes.

(d) Renewals Reserve Fund

33. This fund is designed to meet the cost of renewals of assets and transfer from capital of the cost of assets sold or abandoned without being replaced. The following table shows the contributions to and the withdrawals from the Renewals Reserve Fund and the percentages which the accumulations in the Fund bear to the total fixed assets of the Department (including Assets constructed from Telephone Development Fund) from 1947-48 to 1958-59:—

Rate of contribution unrelated to actual depreciation charges.

(Figures in thousands of rupees)

Year	Balance in the Fund at the beginning of the Year	Contribution to the Fund	Interest on the Balance	Total of columns (2) to (4)	Withdrawal from the Fund	Balance at the end of the year	Total fixed assets at the end of the Year	Percentage of the balance in the fund to total fixed Assets
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1947-48*	5,10,17	52,03	..	5,62,20	21,22	5,40,98	33,15,04	16.3
1948-49	5,40,98	71,03	..	6,12,01	50,44	5,61,57	36,79,00	15.3
1949-50	5,61,85	71,03	..	6,32,88	49,96	5,82,92	40,50,19	14.4
1950-51	5,82,92	71,03	..	6,53,95	83,00	5,70,95	47,25,90	12.1
1951-52	5,70,95	75,00	..	6,45,95	79,27	5,66,68	54,13,34	10.5
1952-53	5,66,68	75,00	..	6,41,68	95,87	5,45,81	60,24,07	9.1
1953-54	5,45,26	1,00,00	..	6,45,26	1,13,94	5,31,32	68,59,09	7.7
1954-55	5,31,32	1,25,00	..	6,56,32	1,04,11	5,52,21	78,15,42	7.1
1955-56	5,52,27	1,35,00	..	6,87,27	98,54	5,88,73	88,06,26	6.7
1956-57	5,88,73	1,25,00	19,50	7,33,23	1,20,82	6,12,41	97,67,13	6.3
1957-58	6,12,41	2,50,00	22,80	8,85,21	1,13,79	7,71,42	1,07,39,46	7.2
1958-59	7,71,42	2,50,00	28,39	10,49,81	1,47,22	9,02,59	1,18,66,84	7.6

*Figures relate to Post-partition period.

The Committee observe that the percentage of the balance of the Fund to the total assets held by the Department had gone down from 16·3 in 1947-48 to 6·3 in 1956-57 but has increased to 7·6 in 1958-59. The Committee were informed by the representative of the Department that the balance at the credit of the Fund as on 31st March, 1960 was Rs. 12·5 crores. Giving reasons for the low amount in the Fund, he stated that they should have contributed something like Rs. 10 crores every year but in practice they were unable to do so. In 1959-60 (revised estimates) and 1960-61 (budget estimates) Rs. 4.25 crores and Rs. 4.35 crores respectively had been set apart for contributions to the Fund. Had contributions been made to the Fund on the principles followed by commercial undertakings, the balance in the Fund would have been of the order of Rs. 40 to Rs. 50 crores.

The Committee feel that the surpluses and losses shown by the Department every year do not give a realistic picture of its working as a commercial undertaking since contributions were not made on any scientific basis to the Renewals Reserve Fund. The net accretions to the Fund have not kept pace with the growth of capital investment with the result that replacements have to be partly met from fresh interest bearing capital. They recommend that the extent of contributions to be made to the Fund may be so fixed that it may enable the Department to meet the replacement cost from the Fund.

(e) Development and Revenue Reserve Funds

34. The P.&T. Development Fund and Revenue Reserve Fund were set up during 1960-61 with a nominal initial contribution of Rs. 1 lakh to each. The detailed objectives of these Funds have not been laid down so far. The representative of the Department stated during evidence that the Funds were set up with a view to ensuring that if and when surpluses over and above the contribution to the Renewals Reserve Fund were available, they were properly funded, so that they could be drawn upon for development works. While the Development Reserve Fund was intended to finance unremunerative capital projects, like staff quarters etc., the Revenue Reserve Fund was expected to absorb revenue surplus so that the accumulations under it could be utilised for payment of dividend to General Revenues during lean years.

Setting up of two new Funds during 1960-61.

The Committee are of the view that detailed objectives of the P. and T. Development Fund and Revenue Reserve Fund may be formally laid down and the procedure of making future accretions defined.

(f) *Loss on Social Obligations*

Losses in
fulfilment of
policies laid
down by
Government.

35. As a result of the policy laid down by Government from time to time for opening of new post offices and telegraph offices etc., the Department is undergoing substantial losses on maintaining such unremunerative services. The Committee were informed that the losses incurred on account of provision of postal facilities during the year 1959-60 alone were to the tune of Rs. 25·87 lakhs. On the Telecommunication Services such losses are estimated at Rs. 7·5 lakhs during the First Plan and Rs. 47 lakhs during the Second Plan. *Although the P & T Department as a commercial-cum-public utility service has many social obligations, it does not mean that the Department should be run as a vast social service without regard to the economic facts of life. In this connection, the Committee cite the recommendation of the Railway Convention Committee, 1960 which has been approved by Parliament, that loss on strategic railway lines should be borne by the General Revenues. Another instance is the proviso to Section 34 (2) of the Air Corporations Act, 1953 for reimbursing losses to Air Corporations for running air services on a route at a loss in implementation of the directions of the Government of India.*

The Committee are of opinion that Government may examine whether the losses incurred by the Department in the implementation of social obligations of increasing the postal, telegraph and telephone facilities in rural and remote areas, etc. should be met from General Revenues.

IV. STAFF MATTERS

A. Introduction

36. The Posts and Telegraphs Department is the second largest employing department of the Government of India next only to the Railways. The following table gives the total number of employees, excluding the extra-departmental staff in the years 1957, 1958 and 1959:—

Total number of staff under different categories of service.

Total number of employees in the P. & T. Department

Year	Class I	Class II	Class III	Class IV	Total
1957 . .	485	932	1,49,166	54,257	2,04,840
1958 . .	498	890	1,53,991	51,722	2,07,101
1959 . .	541	989	1,61,088	54,986	2,17,604

B. Recruitment

37. The Committee understand that in respect of about twelve categories of posts in the Department, the Rules of Recruitment and Promotion had not been formulated. The question was stated to have been kept over for the report of the Second Pay Commission and the decision of Government thereon and had since been taken up by the Department.

Absence of Rules in respect of certain categories of posts.

The Committee find that some of these categories of posts have been in existence for a number of years. They consider that it should be possible to finalise and issue the Rules early.

38. The Committee were informed that a certain percentage of vacancies in some grades on the tele-communication side were reserved for being filled by promotion of departmental employees from lower grades, while the remaining were filled by direct recruitment. The percentage of vacancies reserved for departmental candidates varies from 5 to 75 per cent.

Reservation of vacancies on tele-communication side.

The Committee do not see any reason for fixing as many as seven different percentages of reservations for about thirteen categories of posts. This matter calls for rationalisation and adjustment directed to improvement of the efficiency of the service consistent with the reasonable aspirations of the departmental staff.

39. The Committee were informed that the qualification prescribed for recruitment of clerical staff, sorters, telegraphists and telephone operators was a pass in matriculation examination with Hindi or regional language or Sanskrit as one of the subjects. In the case of candidates who are appointed on the basis of their having passed the matriculation examination with Hindi or Sanskrit only and who do not know the recognised regional language of the unit to

Knowledge of Regional Language.

which they are appointed, it has been provided that they should pass a simple test in the recognised regional language of the units of their posting before they are confirmed or declared quasi-permanent. The Telephone Operators are in addition required to qualify in a test conducted to determine their ability to speak fluently in the regional language of the unit of recruitment before they are selected.

The candidates applying for the posts of Postmen and Mailguards are tested in English and the regional language. Where Hindi is not the regional language, there is no special test in Hindi.

The Committee recommend that knowledge of the regional language should be considered as a pre-requisite condition for entertaining applications for appointment to the subordinate services under the Posts & Telegraphs Department, whose members are required to deal with the public.

C. Confirmation

Large number of officers on officiating basis.

40. The Committee were informed that about 198 gazetted officers in the Department were officiating for more than five years on the 1st April, 1960. Out of this, 46 officers were confirmed subsequently. As regards the non-gazetted cadres, the Committee were surprised to learn that the information was not readily available in the Directorate. It was, however, collected and furnished to the Committee subsequently. According to it the number of Class III and IV officials officiating in higher non-gazetted posts was 2174 and those holding temporary or quasi-permanent posts for more than five years as on 1.4.1960 was 4454. The question of confirmation in the Posts and Telegraphs Department is regulated by the general order that 80 per cent of temporary posts which may be in existence for at least three years and which were likely to be required on a permanent basis, might be converted into permanent posts. In this connection, the Committee quote below the observations of the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957—1959):—

“.....it is not in the public interest that the services under the Central Government should continue to carry for long periods the high proportion of temporary staff which they have done in recent years. This has been a factor making for dissatisfaction among large sections of the employees, and has impeded orderly management of the services”.

The Committee, generally, agree with the views of the Commission. They also consider that the cases of the gazetted and non-gazetted officials, who are officiating for over

five years without confirmation, need to be reviewed expeditiously with a view to confirming as many of them as possible against permanent posts.

D. Training

41. The Department has prescribed different courses of training for various categories of officers and staff on their appointment. A list of the existing training institutions under the Department together with the courses of training offered by each of them, is given at Appendix X. The Committee were informed by the representative of the Department during evidence that the demand of training, so far as the postal side was concerned, was met in full. On the tele-communication side, the training capacity was 60 per cent for Engineering Supervisors. It was 75 and 90 per cent for Repeater Station Assistants and Wireless Operators and 55 per cent for mechanics other than Telephone Mechanics. In the Telephone District Training Centres, the capacity was 60 per cent for Telephone Inspectors, 40 per cent for Telephone Mechanics and cent per cent for Wireless and Cable Jointers.

The Committee observe that the present training capacity on the tele-communication side, more particularly for Telephone Mechanics, is inadequate and needs to be suitably augmented to meet the expanding requirements of the Department anticipated during the Third Plan.

42. The Committee were informed that there was a proposal to establish three additional residential Training Centres, one each in Southern, Eastern and Central India, and two more Regional Training Centres, one in the Bombay Circle and the other in the Uttar Pradesh Circle.

The Committee suggest that the comparative economics of having combined Posts and Telegraphs Training Centres on regional basis, in preference to separate institutions for each arm of the service for each of the Circles and Telephone Districts, may be examined.

43. The Committee were informed that adequate hostel facilities existed for the trainees at the Tele-communication Training Centre at Jabalpur. The Study Group of the Committee who visited the institution in June, 1960 had however observed that only one out of the three planned hostels had been built with the result that three students were cramped in each room. The representative of the Department admitted during evidence that the institution was short of hostel accommodation to the extent of about 40 per cent.

The Committee are of opinion that the hostel accommodation available to the trainees at the Tele-communication Training Centre, Jabalpur, is far from adequate and needs to be augmented urgently.

Training capacity.

Establishment of new Training Centres.

Hostel Accommodation of Trainees.

Refresher Courses.

44. *The Committee understand that no refresher courses for technical and operating staff are being run but the question was under their consideration. They recommend that decision may be taken early to introduce refresher courses.*

Need for having centralised control over the training programme.

45. *The Committee are also of opinion that the Directorate should exercise a centralised control and pay greater attention to the training programme of the Department in order to ensure that the training facilities are augmented where necessary and fully geared to meet the expanding requirements of the Department. Moreover it should be ensured that there is uniformity in the duration and syllabi of training and that the methods of training are abreast of the latest developments elsewhere in the country and in similar institutions abroad. Special emphasis should be laid on training in public relations, despatch and efficiency.*

The Committee understand that the departmental trainees who are drawn from different places in the country experience difficulty on account of delays in payment of salary and allowances due to them. *This, they consider, is capable of being resolved by suitable procedural instructions.*

E. Uniforms

Delay in regular supply of uniforms.

46. The idea underlying the supply of uniforms is that the government employees, whose duties involve continuous public contact or whose office must be known if they are to function smoothly and effectively, should wear a distinctive dress so that they may be easily identified by both the public and their own superior officers. The supply of uniforms and other equipment to about 88,000 eligible employees in the Posts and Telegraphs Department is regulated by scale and procedure given at Appendix XI. The Study Group of the Committee who visited various offices under the Department in June 1960, noticed that postmen on duty were shabbily and improperly dressed. During their visit to the General Post Office at Poona they were informed that only trousers had till then been supplied to postmen as bush-shirts had not been supplied by the contractor. In this context the following observations of the Uniforms Committee are pertinent:—

“The Committee are of the opinion that the main cause for the staff not attending to their duties properly dressed was the lack of sufficient awareness among them as also among the supervisory officials of the purpose and necessity of wearing uniforms in the prescribed manner. Some of the other causes are:—

- (1) Delay in the supply of uniforms.

- (2) Inadequacy of the number of sets issued.
 (3) Misfits and indifferent stitching.”

The Committee are surprised to note that there are delays in the supply of uniforms and that difficulties are also experienced in supplying overcoats, shoes and umbrellas. Now that large scale manufacture of garments is a well established industry, stitching and supply of uniforms should not prove a difficult problem. Effective action may be taken by the Department to obtain and supply in time standardized sizes of uniforms to all those eligible.

The Committee are of the view that the Department should ensure not only that the staff who come in such wide contact with the public, have uniforms but that they wear and keep them in neat and tidy condition. For this purpose, they suggest that the Department may have a scheme for regular inspection of uniforms, kit etc. The turn-out of an employee may be specially commented upon in the confidential report and duly taken into account while considering the question of his advancement.

The Committee also suggest that the adequacy of the supply of umbrellas to staff in very rainy or very hot areas and of waterproofs, overcoats, gloves etc., in rainy and extremely cold areas, may be re-examined and liberalised wherever found necessary. It may also be ensured that the umbrellas and overcoats etc., are supplied to the staff in time.

F. Efficiency through incentive

47. For improving the efficiency of staff through incentives, the following two schemes are in force in Post Offices and R. M. S. Incentive Schemes.

- (i) The Cleaner Office Competition
 (ii) The Championship Competition

Under the first scheme, awards are given annually for the office declared as winner. The latter Championship competition is for infusing a spirit of healthy competition amongst certain categories of staff whose work is of an operational nature and is capable of quantitative assessment. The winners of the prizes are awarded suitable prizes and certificates of merit.

The Committee suggest that besides the schemes referred to above, it would be desirable to institute a system of incentive awards under which cash grants can be made to employees who by their suggestions contribute to the efficiency, economy or other improvements in various departmental operations. Such a system obtains in Railways where cash awards varying in value from Rs. 25 to 500 are given for valuable suggestions received from railway employees.

It also obtains in many institutions of importance within the country and abroad and is bound to yield good results in a department of commercial character as the Posts and Telegraphs.

G. Welfare

Constitution
of the P&T
Welfare Ad-
visory Board.

48. The Posts and Telegraphs Welfare Advisory Board has been set up to make recommendations to Government in regard to measures to be adopted for the furtherance of welfare activities among the employees, provision of amenities and welfare institutions for the staff such as recreation clubs, sports, cultural and athletic meets, hostel accommodation, holiday homes etc. The composition of the Board is as follows:—

- | | |
|--|--------------------------------|
| (i) Minister of State in the Ministry of Transport and Communications . . . | Chairman |
| (ii) Director-General P & T . . . | <i>Ex-officio</i>
Member |
| (iii) Deputy Director General (Staff) | <i>Ex-officio</i>
Member |
| (iv) Assistant Director General (Welfare) | <i>Ex-officio</i>
Secretary |
| (v to xi) Seven members nominated by the Chairman from among the officers and staff of the Department having experience and background in welfare matters. . . . | |
| Employees | Co-opted
member |
| (xii) President, National Federation of P. and T. | |

The Committee were informed that the detailed constitution of the P&T Welfare Advisory Board had not been framed in a formal manner.

The Committee consider that it would be desirable to lay down such a detailed constitution early.

Labour Offi-
cers.

49. There are six posts of Labour Officers under the administrative control of the Heads of Circles. Besides there are Labour Officers attached to the Workshops who come within the purview of the Factories Act, 1948. *The Committee do not consider that the work of the Labour Officers in the Circle Offices is so technical as to warrant appointment of full-time Labour Officers.* The representative of the Department also stated during evidence that they were not satisfied with the system and were thinking of entrusting the

duties performed by Labour Officers to the departmental officers. *Decision in this regard should be expedited.*

50. The position regarding provision of government resi- ^{Housing.}
dences for employees of the Posts and Telegraphs Department as on 30th June, 1957 is shown in the table below:—

Category	Strength	Number of quarters	Percentage for each category
Class I & II Officers . . .	1,417	116	8.1
Class III and comparable industrial staff . . .	1,49,166	5,439	3.5
Class IV and comparable industrial staff . . .	54,257	3,359	6.2
Total . . .	2,04,840	8,914	4.4

The Committee observe that only 4.4% of the total strength of employees of the Department were provided with residential quarters as on the 30th June, 1957. The proportion of Classes III and IV provided with residential accommodation is smaller than that of Classes I and II. The representative of the Department stated during evidence that the immediate objective before the Department was about 24,000 quarters which constituted about 10 per cent of the total number of permanent staff. Even if the Department secured liberal grants for housing every year, it would take about 20 to 25 years to achieve that objective.

The Committee consider the housing position of the Posts and Telegraphs staff as very unsatisfactory. They are of opinion that for improving the meagre provision of housing facilities, especially for those in Class III and IV employment, a concerted drive is necessary to achieve the maximum results out of the resources made available to the Department in the Third Five Year Plan. For this purpose, they suggest that the feasibility of negotiating loans for housing from the Life Insurance Corporation, may also be explored.

51. The Study Group of the Committee who visited the Central Telegraph Office at Madras gathered an impression that the staff who left duty at odd hours, were experiencing difficulty as the existing accommodation in the dormitory attached to the office was far from adequate. In this connection they would like to quote the following observations of ^{Rest Houses, Dormitories and other facilities.}

the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957-59):—

“The operating staffs under the Departments of Railways, Posts and Telegraphs, Civil Aviation, Meteorology, Overseas Communications, All India Radio and Health, who have to provide a more or less continuous service, require one or another of these additional facilities: dormitories, rest houses and retiring rooms. Dormitories or retiring rooms are essential in offices which work round the clock, and where the duties of a certain proportion of employees regularly commence or terminate late at night. Unless they have their residences close-by, or are provided Government transport (as we understand some staff of the All India Radio are provided), they have to spend hours on the office premises before or after their duty period, as the case may be. . . .”

The Committee desire that these suggestions should be implemented. They recommend that the question of providing adequate retiring facilities to staff at the Central Telegraph Office at Madras and in similar other offices working round the clock, may be examined.

Inadequate facilities for Rest Houses.

52. The Study Group of the Committee who visited the office of the Senior Superintendent, R. M. S., Calcutta gathered the impression that the accommodation provided to the R.M.S. staff at various railway stations was inadequate. The position obtaining at other stations is more or less similar. The Committee would in this connection like to draw attention to the following observations of the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957-59):—

“The Posts and Telegraphs Department have about 300 retiring rooms and dormitories, and have provided about 250 rest houses for the R.M.S. staff. Not knowing the dimensions of the requirements, we are unable to say whether they have been met to any considerable extent. But from what we saw in Calcutta and at Delhi itself, and judging from the complaints made by many of our witnesses, we are inclined to think that the position is far from satisfactory. We understand that the Telegraph Enquiry Committee has recently examined the question of rest

rooms and dormitories for telegraph staffs. We hope that prompt action will be taken on the recommendations of that Committee, and that there will be a similar, comprehensive, examination of the rest house and retiring room facilities which other operating staffs of the Posts and Telegraphs Department—in fact, operating staffs generally require, and would be followed by adequate action. The difficulties of the R. M. S. staff, as far as we have been able to gather, call for particularly urgent attention. It has been stated on their behalf that the running staff have to work at high pressure in congested, ill-equipped and dusty mail vans; that working conditions in the R. M. S. offices at the major railway stations are also unsatisfactory; and that in the absence of adequate facilities for rest the strain continues beyond the working hours.”

While endorsing the views of the Commission, the Committee hope that suitable action will be taken by the Department to improve the position during the Third Plan.

53. The Committee were informed that the Department ^{Medical.} had set up dispensaries at Ambala, Nagpur, Patna, Saharanpur, Bangalore and Kanpur. Four more dispensaries proposed by the Department could not start functioning for want of medical officers. The Study Group of the Committee during their visit to Jabalpur in June 1960, found that the dispensary was housed in a small room and that there was no proper waiting place for patients.

The Committee consider that the dispensaries maintained by the department should be properly housed and have necessary accommodation for the waiting patients.

54. The Committee were informed that the Department ^{Holiday Homes.} was maintaining four Holiday Homes at Simla, Mount Abu, Matheran and Panchmarhi. The representative of the Department stated during evidence that the Homes had not proved popular with staff since they were not getting any concession for going to those hill stations. Two such homes at Mussoorie and Dalhousie had to be closed down for lack of response. He agreed that a more determined approach was necessary to popularise the Holiday Homes.

The Committee suggest that the reasons why the existing Holiday Homes were not being fully made use of by the staff, may be gone into and necessary remedial action taken to popularise their use by the staff.

V. AGENCY FUNCTIONS

A. Introduction

Categories of Agency Functions. 55. The Posts and Telegraphs Department is responsible for certain agency functions like Post Office Savings Bank, National Savings Certificates, Postal Life Insurance, collection of Broadcast Receiver Licence fees and anti-piracy work relating thereto. These are discharged on behalf of other departments of the Government of India except for insurance in which respect the Posts and Telegraphs is self-contained and levies separate fees. The Department receives specific charges fixed from time to time for the other functions.

B. Post Office Savings Bank and Certificates

Criteria for opening Post Office Savings Bank. 56. The Committee were informed that the facility of Savings Bank and Certificates was available in all Head and Sub-Post Offices and such of the Branch Post Offices which satisfied the following criteria:—

- (i) Financial stability of the Postmaster,
- (ii) Safety of the mail route,
- (iii) Arrangements for safe-custody of cash,
- (iv) Local demand, and
- (v) Likelihood of permanency in case of temporary offices.

The representative of the Department stated during evidence that out of the total number of 60,000 Branch Post Offices under the Department, 7,653 were doing savings bank work* The policy of the Department was to authorise all the 25,000 Post Offices at the headquarters of the panchayats, N.E.S. and Block headquarters to do such work. Under the scheme, 1647 Savings Banks were opened during the last three years and the Department hoped to authorise more Post Offices to do savings bank work.

The Committee feel that in order that the savings movement may develop assiduously during the Third Plan and succeed, savings bank facility needs quicker expansion.

Pre-mature Encashment of Savings Certificates. 57. The Committee understand that a large number of Savings Certificates are encashed every year with the result that the figures of net collections in comparison with gross collections, are not very encouraging. The Study Group of the Committee who visited General Post Office in Bombay

*At the stage of factual verification, the Committee were informed that the total number of Branch Post Offices as on 1-1-1961 was 62,858 and the number of Branch Post Offices doing Saving Bank work, was 12,079.

on the 28th June, 1960 noticed that there was a long queue of persons waiting to encash the Savings Certificates before the day of maturity. From the information subsequently furnished by the Postmaster-General, Bombay, it was gathered that during a period of five days, 1445 certificates were encashed prematurely and 233 on attaining maturity, and that the amount paid was Rs. 2,12,333 and Rs. 3,45,028 respectively. These figures give some indication of the extent to which the cash certificates are being encashed prematurely. The Committee were informed by the representative of the Department during evidence that statistics regarding premature encashment of Savings Certificates were not maintained by the post offices as the process was found to be expensive.

The Committee consider that the maintenance of statistics regarding premature encashment of Savings Certificates would facilitate investigation into its causes with a view to taking suitable remedial action. They, therefore, suggest the maintenance of such statistics by suitable modification of the pro-forma.

58. The following statement gives the combined figures of complaints relating to the Post Office Savings Bank and Savings Certificates during each of the last three years:—

Year	No. of complaints		Need for organising Savings Bank work on accepted banking principles.
	Received	Disposed of	
1957-58	8,987	8,654	
1958-59	10,603	10,157	
1959-60	12,120	11,233	

The Committee view with concern the increase in the number of complaints by more than 33 per cent during the last three years. The number of complaints remaining undisposed of has also shown a marked increase after 1958-59. These disconcerting features call for immediate attention of the Department. With a view to popularising the savings work, the Department should constantly make endeavours to improve efficiency on the lines of accepted banking practice and procedure. Complaints should be promptly looked into, replied and remedial action taken.

59. The cost of management of Savings Bank and National Savings Certificates work is reimbursed by the Ministry of Finance on the basis of the formulae arrived at in the year 1950-51 and given at Appendix XII. The actual

Payment received for Post Office Savings Bank and Certificates work.

charges recovered by the P&T Department during each of the last three years were as follows:—

Item of work	Amounts received by the P. & T. Department during the year		
	1957-58	1958-59	1959-60
	Rs.	Rs.	Rs.
Management of Post Office Savings, Defence Savings Bank and Government Security work . . .	1,34,98,930	1,46,88,022	1,63,42,909
Charges in connection with Savings Certificates	29,19,491	38,21,258	41,77,673

The Committee were informed that the Department was heavily subsidising the Savings Bank and Cash Certificates business. The actual figures of the cost of management for the year 1958-59 as worked out by the Department are Rs. 3,24,31,000 and Rs. 88,86,000 for the work relating to the Savings Bank and Savings Certificates respectively.

The Committee consider that the procedure of calculating the amounts payable to the P&T Department for undertaking work relating to the Savings Bank and Savings Certificates fixed in the year 1950-51, needs revision on a more rational basis. It should be ensured that the P&T Department does not undergo losses in performing these functions on an agency basis.

C. Anti-piracy Squad Organisation

Steep increase in administrative expenditure.

60. Another item of work undertaken by the Department on an agency basis is that of Broadcast Receiver Licences and Anti-piracy work relating thereto. The following table shows the strength of the inspecting staff employed on anti-piracy work, cases registered and prosecuted, amount of revenue realised and the total expenditure incurred during each of the last four years:—

Year	Staff strength		No. of cases		Amount of revenue realised	Total expenditure on the Organisation	Net amount spent
	Wireless investigation Inspectors,	Wireless Licence Inspectors	Registered	Prosecuted*			
					Rs.	Rs.	Rs.
1956-57	24	177	21,022	1,464	2,55,447	5,95,838	2,40,689
1957-58	32	189	23,553	1,063	3,73,198	6,97,539	3,24,446
1958-59	31	208	24,570	783	4,54,472	7,50,392	2,96,123
1959-60	33	263	35,632	608	5,40,571	9,41,363	4,01,543

*The remaining registered cases were compounded by the Organisation on payment of licence fees and surcharge.

The Committee observe that the net amount spent on the Organisation, which was showing a downward trend since 1957-58, has increased considerably in 1959-60. They were informed by the representative of the Department during evidence that the financial effect of the increase in the number of cases registered by the Organisation during 1959-60 would be reflected in the amount of revenue realised during the year 1960-61.

The Committee are not convinced with the reasons since the increase in the staff in the previous years did not lead to an increase in the net expenditure on the Organisation during these years. On the other hand, the result showed a distinct downward trend. They consider that the steep increase recorded in the year 1959-60 in the net amount spent on the Organisation needs investigation and remedial action to reduce the administrative expenditure to a reasonable level.

D. Postal Life Insurance

61. The Post Office Insurance Fund was established in the year 1883. The benefits of the Fund are open to employees of the Central and State Governments inclusive of the Defence personnel. It is also open to employees of semi-government institutions like Municipalities, District Boards, State Bank, Universities etc. The Fund consists of two wings viz. Dwindling Business.

- (i) Civil Wing dealing with policies issued to civilian personnel, and
- (ii) Military Wing dealing with policies issued to Defence Services personnel.

The following statement shows the figures relating to the number of policies issued and the amounts assured during each of the last five years:—

(Rs. in lakhs)

Year	No. of policies issued			Amount assured		
	Civil Wing	Military Wing	Total	Civil Wing	Military Wing	Total
1955-56 .	17,074	1,026	18,100	329	81	410
1956-57 .	10,360	501	10,861	183	39	222
1957-58 .	7,843	602	8,445	152	48	200
1958-59 .	6,353	434	6,787	134	32	166
1959-60* .	4,064	332	4,396	79	24	103

*From April 1959 to December 1959.

The Committee observe that the total number of policies issued and the total amount assured have declined by more than 62 and 59 per cent respectively from the year 1955-56 to 1958-59. They are of opinion that the declining trend in the number of policies issued by the Postal Life Insurance since the year 1956-57 calls for reappraisal of the scheme.

Premium Rates.

62. The Committee were informed that so far as Endowment Assurance policies were concerned, the Postal Life Insurance premium rates were lower than those of the Life Insurance Corporation. In respect of Whole Life policies, however, the Life Insurance Corporation rates were lower than those of the Postal Life Insurance in some cases. The question of revision of the premium tables aimed at reduction in the rates was under examination.

The Committee suggest that the fixation of the premium rates for Whole Life and Endowment Insurance in the light of the current rates of the Life Insurance Corporation, may be examined early.

Premium Credit intimation.

63. In reply to a question, the representative of the Department stated during evidence that it was not considered necessary to give intimation of the credit of premia periodically to the individual insurants since the premium was deducted from pay every month by the Accounts Officer of the establishment in which the insurant worked.

The Committee do not agree with this view. They consider that as in the case of Salary Savings Scheme of the Life Insurance Corporation, it would be desirable to intimate the insurants, through their employers once in a year, the amount of premia received so that they are kept fully informed. Such a procedure, in their view, would also facilitate the clearing of unposted items, which at one time were very large in number.

Claims.

64. The Committee were informed that the normal time taken for settlement of maturity claims was one month and for death claims, one and a half to two months. Cases requiring production of succession certificates or other legal documents took a longer time. The representative of the Department stated during evidence that a register was maintained in the Circle Offices for the purpose of watching the disposal of claims and ensuring that there was no delay in their settlement. *From the statement showing the pending claim cases of the Postal Life Insurance as on the 31st March 1960, given at Appendix XIII, the Committee observe that 49 maturity and 172 death claims were pending for more than six months and 260 maturity and 93 death claims were awaiting payment for more than six months as on the 31st March*

1960. In this connection the Committee were informed that most of the cases under investigation for over six months were those in which the claim was disputed and the parties were not able to produce legal evidence of heirship. As regards the large number of cases in which payment was not made to the parties, they were informed that there was a time-lag of about two months before the payment vouchers were received in the Circle Offices through the Audit Office.

The Committee consider that it would be desirable to lay down a time-schedule for investigation of Postal Life Insurance claims and to ensure that the claims are investigated and settled without delay. Suitable action may also be taken to ensure that actual payment to claimants is made expeditiously.

65. The Committee were informed that out of the total number of 345 policies of Pakistan liability aggregating Rs. 8 lakhs held by displaced persons in India, 167 policies worth Rs. 3,96,738 had been settled. The settlement of the remaining policies was in progress.

Postal Life Insurance claims relating to policies of Pakistan liability,

Since more than half of the total number of policies are pending settlement for several years, the Committee are of the view that the work should be expedited.

66. The entire balance at the credit of the Postal Life Insurance Fund is merged with the Consolidated Fund of India and interest is credited at the guaranteed rate of 3.5 per cent in respect of a part of the Fund relating to policies issued prior to 1-4-1940 and at 3 per cent in respect of the Fund relating to policies issued from 1-4-1940 onwards. Interest at 3.5 percent was allowed to the balance of the Fund relating to post-1940 policies also for five years with effect from 1-4-1956 and the future rate is under discussion. The closing balance of the Fund on 31-3-1959 as per departmental figures works out to Rs. 15,19,47,401. With reference to the comparatively low return obtained on the funds, the Committee were informed that proposals of the Department to utilise a small portion of the reserves for putting up a building for Postal Life Insurance Office in Calcutta with an expected return of 9½% gross, did not meet with the approval of Government.

Investment of Postal Life Insurance Fund.

The Committee are of opinion that the present rate of interest paid by the Government of India on the balance of the reserves of the Postal Life Insurance Fund needs a review.

VI. STATIONERY AND FORMS

A. Stationery

Need for laying down a scale of stationery articles for offices under P&T Department.

67. Under the existing system, the primary source of supply for stationery articles used by the P&T Department, is the Central Stationery Office in Calcutta under the Controller of Printing and Stationery. A number of officers under the Department have been permitted to place direct indents on that office, both for their own requirements as well as for supply to the offices under their control. The indents are regulated according to the funds placed at the disposal of each unit. The Committee understand that there is no provision in the Rules for assessing the stationery requirements of an office, except the RMS and Telegraph Offices, to enable the Department to correlate the estimated requirements of stationery with the volume of work turned out in each of the offices. Certain glaring instances in the allotments sanctioned for the year 1958-59 which came to the notice of the P&T Forms Committee (1959) are cited below:—

- (a) The stationery allotment of the Presidency Postmaster, Madras, is Rs. 6,000/- only while that of the Presidency Postmaster, Bombay, is Rs. 20,000/-.
- (b) The same sum of Rs. 5,000/- has been sanctioned both for the Director of Foreign Post, Bombay as well as the Superintendent of Foreign Post, New Delhi, though there is no comparison between the size of these two units.

The representative of the Department stated during evidence that the problem required to be looked into.

The Committee consider that it would be desirable to lay down a scale in consultation with the Controller of Printing and Stationery for supply of stationery to various offices so that there is proper and scientific basis for estimating requirements and taking timely steps to meet them.

B. Forms & Publications

Steps required to meet the shortage of Forms.

68. The Committee understand that at the time when the Post Office Department was organised on an all-India basis in 1854, only 37 challans and registers were in use in post offices and the Postmasters General made local arrangements to meet their requirements. With the expansion of postal services, the number of forms have increased to 2000

out of which 870 are essential forms. Till about 1943, the supply was generally adequate to meet the demands. After 1943, the supply position steadily deteriorated due to World War. In the year 1950, the position became very alarming. The Department took various steps to meet the situation,—one of them being to categorise the forms as essential and non-essential. Under the arrangement, the Controller of Printing and Stationery was made responsible for the printing, storage and supply of essential forms only. The Aligarh Press was made responsible for printing, storage and supply of all essential forms to the U.P., Punjab, Delhi, Rajasthan and Bombay (for some essential forms only) Circles. The essential forms for other Circles were required to be printed by the Controller of Printing and Stationery at Calcutta through outside printers. As regards the non-essential forms, the Heads of Circles were empowered to make their own arrangements for local printing and supply. Some more steps were decided to be taken in 1953, whereby the distribution and storage of forms was transferred to the P&T Department resulting in the actual transfer of the Forms Store Organisations at Calcutta and Aligarh to the Department in March 1955. Even with all these steps taken by the Department, the Committee have gathered an impression that the position is far from satisfactory. The Study Group of the Committee who visited the Office of Superintendent of Forms Store, Calcutta in June, 1960 were informed that out of about 381 forms for which demands were placed, full supplies were made in respect of 78 only. The Committee were informed that the chief factor for the shortage of forms was the inadequate supply of paper for printing forms. Besides, the arrangement at Calcutta for getting the forms printed from outsiders was not considered satisfactory. With a view to meeting the shortage, the Department has authorised the Heads of Circles to purchase paper locally on competitive tender basis on each occasion to meet their two months' requirements for printing of forms. The representative of the Department added during evidence that the position might improve after the 12 new rotary machines were put into commission by the Controller of Printing and Stationery. He also disclosed that they were thinking of installing Rota-print Machines in each of the Circles.

69. The chronic delay and uncertainty in the printing of P&T publications has resulted sometimes in the incurring of infructuous expenditure as would be clear from the following instances:—

Wastage due to delay in timely printing of publications.

- (a) The P&T Guide Part II 1952 edition was delayed badly in printing in the Government of India Press, Simla. Only 35,825 copies out of

39,000 ordered to be printed, were delivered to the P&T Department in batches upto the middle of 1955. Meanwhile the 1954 edition which was being printed in the Government of India Press, Calcutta, became available making the remaining 3,175 copies of the 1952 edition, which were still in the Government of India Press, Simla, obsolete.

- (b) The same happened with the supplement to the P. & T. Guide Part II 1952 edition also. This job was also entrusted to the Government of India Press, Simla. 30,000 copies were ordered to be printed. The Press could start delivery of printed copies only in 1955, *i.e.* after the main 1954 Edition of P. & T. Guide Part II had become available. Thus, all the 30,000 copies became obsolete.

These instances of large scale infructuous expenditure need hardly any comment.

The Committee are of opinion that there should be effective control on the printing and supply of forms and publications for which there should be close and intimate co-ordination among the Directorate/Heads of Circles and the Controller of Printing and Stationery. Till such time the position shows signs of improvement, it may be necessary to delegate adequate powers to the Heads of Circles for getting the forms printed locally when the normal means of supply fail.

**Require-
ments of
Paper.**

70. *As regards the requirements of paper the Committee feel that the Department should maintain close and effective co-ordination with the Paper Development Board of the Ministry of Commerce and Industry with a view to ensuring that the requisite quantity of paper is allotted and made available to the Department for printing of forms. They also feel that there is much scope for further simplification if the layout of the forms is suitably modified according to the standard paper easily available in the country. In fact, the forms in foreign countries are printed practically only in one or two sizes of paper with their division and sub-divisions. They suggest, therefore, that the Department may curtail their paper requirements to the minimum by standardising and reducing their requirements of paper and binding material for printing of the telephone directories, forms etc.*

**Forms in
Regional
Languages.**

71. The Committee were informed that all the forms were printed in English except about 10 forms which were printed bilingually. The list of forms printed bilingually is given at Appendix XIV. The Department had also decided in March, 1960 to bring out 4 forms in regional languages/English and another 22 in regional languages only as per

details given at Appendix XV. The issue of these forms depended on the improvement of paper supply position in the country and the expansion programme of the Government presses.

The forms enumerated above constitute the greater bulk of the forms used by the public and the issue of these forms in regional languages would go a long way in satisfying the local requirements. The Committee recommend that action should be taken by the Department to expedite the supply of forms in regional languages, the decision in respect of which was taken as early as March 1960.

C. P. & T. Forms Store, Nasik

72. The Committee were informed that at the instance of Printing and Stationery Department, steps were taken in 1958 by the P. & T. Department to establish a Forms Store at Nasik for storage and distribution of forms printed at the Government of India Press (Forms Wing), Nasik where some capacity was to be utilised for printing of P. & T. Forms. The P. & T. Forms Store at Nasik was accordingly set up on 8th September, 1958. The store was to cater to the requirements of the postal stock depots at Bombay and Madras, as also of the Director of Posts and Telegraphs, Bangalore. The offer of an owner of barracks at Nasik Road having an accommodation of 50,000 sq. ft. was accepted in May, 1958 at a rental of Rs. 2,025 per month subject to the condition that the landlord would carry out the necessary repairs, alterations, additions etc. to the barracks for making them suitable for the purpose before handing over to the Department and that accommodation of about 10,000 sq. ft. would in the first instance be made available by the landlord within 3 months from the date of acceptance of offer and the remaining after another 3 months. The landlord could not make over the accommodation of about 10,000 sq. ft. as per agreement within the period of 3 months. Only a small accommodation having an area of 1,380 sq. ft. was handed over and that too on 1st January, 1959. The Committee were informed that as the Forms Wing of the Government of India Press, Nasik could not be commissioned by the Printing and Stationery Department as per original schedule, the P. & T. Department did not press the landlord for making available the accommodation which was to be made available as per conditions within three months in the first instance. The Committee understand that though the certified copies of the forms and a master schedule for printing were given to the Press in February, 1959 the Forms Wing of the Press started printing of forms only towards the end of 1959 and delivered the printed forms in January, 1960.

Delay in setting up the establishment.

The Study Group of the Estimates Committee that visited the Forms Store, Nasik in June, 1960, observed that one of the barracks was completely without a roof while the second one had a leaking roof. The barracks were situated at an appreciable distance from the Press. It was also difficult to make proper security or storage arrangements in these barracks. It was not clear as to why the Forms Store could not be temporarily housed in the Government of India Press building or in a temporary structure there or why it was not found possible to construct a regular building for the Forms Store on the land adjacent to the Press. As regards the storage and distribution of forms, the Study Group observed that a nucleus organisation had been set up as early as 1958 which took several months to compile the annual requirements of forms for the Circles on the basis of indents placed by them. When these annual requirements were processed with the Government of India Press, it was found that the Press was capable of meeting only 25% of the requirements. Out of 870 essential forms, orders had been placed for 163 forms. 71 job-orders had been completed, while 15 forms had been printed and were lying with the Press. 77 forms were under various stages of composition and printing in the Press.

The Committee are constrained to note that there has been inordinate delay in the effective functioning of the P. & T. Forms Store Depot, Nasik especially in the matter of acquiring suitable storage accommodation and in processing the indents for printing of forms. The Committee are of the view that the matter needs to be investigated to fix responsibility for delay in setting up the Store.

Need for
meeting
demand in
full.

73. The Committee understand that the P. & T. Department has already approached the Government of India Press, Nasik to meet the demand in full.

The Committee would urge that an early decision should be taken in regard to the question of augmenting the printing capacity of the Government of India Printing Press so that the requirements of forms are fully met.

NEW DELHI;
March 14, 1961.
Phalguna 23, 1882 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide para 3)

Copy of the Government's order No. Secty-4/59, dated 11th December, 1959 constituting Posts and Telegraph Board

No. Secy-4/59

GOVERNMENT OF INDIA

MINISTRY OF TRANSPORT & COMMUNICATIONS

(Departments of Commns. & C.A.)

OFFICE MEMORANDUM

Dated 11th December, 1959

20th Agrahayana 1881 S.E.

SUBJECT: *Re-constitution of the Posts and Telegraphs Board.*

The question of re-organisation of the P&T Department and its administrative set-up has been under the consideration of Government for a long time. The President has now been pleased to decide to reconstitute the P&T Board and entrust to it and to the D.G.P.&T. enhanced powers, within the existing set-up of the Ministry of Transport and Communications (Depts. of Communications and Civil Aviation), in supersession of all previous orders on this subject. This reconstitution is expected to improve the efficiency of the P&T Services and expedite disposal of business concerning them.

2. The P&T Board will henceforward consist of the D.G.P&T as *ex-officio* Chairman and the following other members:

1. Financial Adviser, Communications—*ex-officio* Member, Finance.
2. Senior Deputy Director-General, *ex-officio* Member, Posts.
3. Chief Engineer (Planning), *ex-officio* Member, Telecommunications (Planning and Development & P&T Workshops).
4. Chief Engineer, *ex-officio* Member, Telecommunications (Operations, Maintenance and Traffic).
5. Deputy Director-General (Staff), *ex-officio* Member, Administration.

6. Deputy Director General (Savings Bank) *ex-officio* Member, Banking and Insurance.

3. The Secretariat of the Board will consist of an officer of the rank of Deputy Secretary as Secretary and the Assistant Secretary, and such other clerical and other staff as may be settled by the D.G.P. & T. in consultation with the Ministry of Finance.

4. The Board and the Director-General, P & T between them shall exercise all the powers of the Ministry of Transport and Communications in administrative matters with the approval, where necessary, of the Minister of Transport and Communications. In policy matters, this approval would be obtained through the Secretary, Ministry of Transport and Communications while in other matters the Director-General, P&T will obtain the approval direct but the Secretary, Ministry of Transport and Communications will be kept in touch with the disposal of those cases.

It may be specified from time to time, by order, what cases are to be submitted to Minister through the Secretary.

5. In financial matters the Board will exercise all the powers of the Ministry of Transport and Communications under the arrangement of Internal Finance. It will also exercise such enhanced powers as may be settled with the concurrence of the Ministry of Finance. In respect of financial matters outside the competence of the Ministry of Transport and Communications, requiring the approval of the Ministry of Finance, the Member, Finance will normally deal with P&T matters on behalf of the Ministry of Finance (Department of Expenditure).

6. The existing powers of the D.G.P&T, and other subordinate officers in regard to appointments, transfers and postings and other financial and administrative matters shall remain unaffected but it will be open to the D.G.P.&T. to place any matter which he is otherwise competent to dispose of himself, before the P&T Board for discussion and suitable recommendation as to the action to be taken.

7. The P&T Workshops Board will function as a Sub-Board under the P&T Board.

8. The Chairman may, from time to time, appoint a Vice-Chairman who, in his absence, will preside at the meeting and exercise the powers of the Chairman thereat. The Chairman or Vice-Chairman and two members will form a quorum, provided that in respect of matters involving a financial issue one of the two members must be the Member, Finance.

9. The decision of the majority of the members will be the decision of the Board, a dissentient member or members having the right to record a separate note of dissent. When a recommendation is made to the Minister in pursuance of a decision of the Board, the view of the dissentient member shall be brought to his notice if the Member so desires.

10. In case of equality of votes, the Chairman shall have a casting vote.

11. If the Chairman is unable to agree with the decision of the majority of the Board in any particular case, it shall be open to him to suspend action until he has submitted the matter to the Minister for decision.

12. When the question before the Board involves a financial issue, and the Member, Finance, dissents from the majority decision of the Board, it shall be open to the Member, Finance to require that the matter be placed before the Minister for orders through the Secretary, Ministry of Transport and Communications. If the matter is covered by the financial powers of the Ministry of Transport and Communications at present or by powers which may be delegated to that Ministry in internal finance, it would be open to the Minister of Transport and Communications to over-rule the Member, Finance but in other matters, the Member, Finance, may ask the matter to be referred to the Minister of Finance for his concurrence.

13. The Board will be assisted by a Secretary, who, or the Assistant Secretary on his behalf, will arrange to maintain a record of its proceedings, issue communications on behalf of the Board and generally perform such other duties as may be imposed on him from time to time.

14. The decisions arrived at by the Board will be promulgated as orders emanating from the President and will be issued over the signature of an officer authorised to authenticate the orders issued in the name of the President.

15. The business of the Board shall be conducted in accordance with the following procedure:—

- (1) The Board will ordinarily meet once a fortnight but it will be open to the Chairman to summon a meeting of the Board at any time should he consider it necessary.
- (2) It will be open to any Member of the Board to suggest that a particular case should be placed before the Board either for sanction or for discussion.
- (3) In all cases which are referred to the Board a self-contained Memo. will be prepared by the Branch Officer concerned and the case will be sent to the Secretary of the Board for the purpose of circulating the case and supplying each member with a copy of the Memo. If the Secretary considers that the case is incomplete or requires a reference to any other Branch or Section, he shall issue instructions accordingly and will ensure that the case is expeditiously completed and placed before the Board.

- (4) Ordinarily no item will be included in the agenda of the next meeting of the Board unless the file reaches the Secretary at least ten days before the meeting but in special cases the Chairman may relax the limit. It will, however, be open to the Chairman to admit any subject for discussion in the Board even if it is not on the agenda.
- (5) The agenda for a meeting will be circulated as far as possible a week before the date of the meeting.
- (6) The minutes of the meetings will be prepared by the Secretary who will submit them to the Chairman for approval. It will then be circulated to the Members of the Board for concurrence and on return, after circulation, action will be taken in pursuance of the decisions recorded in the minutes. The minutes will be formally confirmed at the next meeting of the Board. The Secretary will return the cases discussed at the Board to each Branch Officer with a copy of the decision of the Board, duly certified under his signature.
- (7) A copy of the minutes of each meeting of the Board together with copies of the memoranda circulated to Members, will be submitted to the Secretary, Ministry of Transport and Communications, immediately for information.
- (8) The P&T Workshops Board will continue to exercise its present powers. But the P&T Board may modify its constitution and powers to the extent considered necessary, from time to time.
- (9) The P&T Board may constitute such other Sub-Boards with such powers as it may confer on them.
- (10) It will be open to the Board to prescribe that in any urgent or any other appropriate cases the decision may be taken either by circulation of the case to the Members of the Board or by the concurrence of any two Members of the Board one of whom shall be the Finance Member in cases where any financial issues are involved. In such cases, it will be open to the Member, Finance to authorise the D.F.A. or A.F.A. to dispose of the case on his behalf.
- (11) A list of cases disposed of either by circulation to the Members of the Board or by the concurrence of any two Members of the Board shall be placed before the next meeting of the Board for the information of its Members and for any action which the Board may wish to take.
- (12) The Secretary of the Board will maintain a register of cases discussed at the meeting of the Board and will enter opposite each case the decision or instructions of the Board as contained in its minutes.

- (13) It will be open to the Board to make minor changes in the procedure of business as laid down above as may be found necessary from time to time but no important changes shall be made without the approval of the Minister of Transport and Communications through the Secretary.
- (14) The Chairman will be competent from time to time to issue orders regarding the detailed distribution of functions between the Members of the Board other than the Member, Finance. In the case of any important change in the duties of the respective Members, he shall obtain the approval of the Minister through Secretary.

16. The above arrangements shall come into force with effect from the 14th December, 1959.

Sd|- (K. K. SARAN)

*Deputy Secretary to the Government
of India.*

APPENDIX II

(Vide para 4)

List of cases required to be submitted by the Director General, Posts and Telegraphs to the Minister directly or through Secretary, Ministry of Transport and Communications—Departments of Communications and Civil Aviation

No. Secy-4/59

GOVERNMENT OF INDIA

MINISTRY OF TRANSPORT & COMMUNICATIONS

(Deptts. of Commns. & Civil Aviation)

OFFICE ORDER NO. 62

Dated the 11th December, 1959

SUBJECT:—*Classification of cases requiring submission to Minister.*

Consequent upon the re-constitution of the P&T Board with enhanced powers, the following orders are issued in supersession of all the previous orders on the above subject as far as the P&T Department is concerned.

2. The following classes of cases shall be submitted to the Minister for orders through the Secretary:—

- (1) Cases which require submission to the President.
- (2) Cases for Cabinet or Cabinet Committees.
- (3) Cases involving legislation.
- (4) Cases involving or likely to lead to dispute or difficulty with Parliament.
- (5) Cases likely to involve dispute or difficulty with State Governments.
- (6) Cases likely to lead to controversy in the Press or Parliament.
- (7) Cases involving major questions of new policy or change of existing policy.
- (8) Cases where it is proposed to reject the recommendation of the Comptroller or other statutory authorities.
- (9) Cases relating to appointment of Directors and above, creation of Class I posts, major disciplinary action against Class I Officers.

- (10) Cases relating to the appointment of non-Indians to posts under this Department, and in the statutory and autonomous bodies under them, wherever approval of the Government of India to such appointments is necessary.
- (11) Memorials and petitions in disciplinary cases, involving dismissal or removal and other important disciplinary cases relating to Class I Officers.
- (12) Any other cases or class of cases which the Minister wants to be submitted to him or which the D. G. P. & T., considers to be of such importance as to warrant submission to Minister.

3. The following classes of cases may be submitted by the Director General, P&T, direct to Minister.

- (1) Cases relating to Parliamentary business other than legislation.
- (2) Cases where it is proposed to reject the recommendation emanating from Minister or Deputy Minister in some other Ministry and from a State Government relating to a major matter.
- (3) Cases of transfers of officers of a Junior Administrative Grade and above and Presidency Postmasters.
- (4) Cases of postings of officers of the grade of Assistant Director-General and Assistant Deputy Director-General and above.
- (5) Appeals and memorials in disciplinary cases involving dismissal or removal and other important disciplinary cases relating to officers other than Class I.
- (6) Cases involving substantial financial implications.
- (7) Cases involving financial sanctions for expenditure of Rs. 10 lakhs or more, after the approval of the Expenditure Finance Committee is obtained.
- (8) State of cases disposed of (other than routine cases).
- (9) Any other cases which the D. G. P. & T. considers to be of sufficient importance to warrant submission to Minister.

The Secretary will however, be kept informed of all these cases on their return. The Government orders may issue in his absence, but the papers will be shown to him on his return.

Sd/- (K. K. SARAN)

Deputy Secretary to the Government of India.

APPENDIX IV

(Vide para 9)

Statement showing the permanent and temporary sanctioned strengths of officers and other ministerial and Class IV staff (category-wise) of the Posts and Telegraphs Directorate as on 1st April 1948, 1952, 1956 and 1960

Designation	1948		1952		1956		1960	
	Permanent & Temporary	Permanent & Temporary	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
Director-General	1							
<i>Senior Administrative Grade Posts in Class I</i>								
(i) Dy. Director General	5			2	3			3
(ii) Chief Engineer				1	1			2
(iii) Additional Chief Engineer				1				..

Editor DAK TAR	..	..	..	..	7	..	1
Accounts Officers	..	2	1	..	3	5	3
Philatelic Officer	..	..	..	..	..	..	1
Special Officer Hindi	..	..	..	..	..	..	1
Secretary, P. & T. Board	..	..	..	..	..	1	..
Asstt. Secy, P. & T. Board	1	..	1	..	..	..	..
Asstt. Secy, I.D.W. Board	..	1	1†	..	..	..	..
T.T.S. Class II Posts	1†	..	1†	1†	1†	1†	..
Administrative Officer	1	1	..	..	..	..	..
Supdts. (later designated as Section Officers)	19	5	26	24	9	24	37
Assistants	56	94	77	72†	38	72**	67+2 SST Assts.
Accounts Supdts.	2	2	..	..	..	..	..
Asstt. Special Complaints Officer	..	..	2	2	..	..	..
Asstt. Complaints Officer	..	..	..	2	3	3†	..
Senior Accountants	8	3	4	5	10	12	13

*Were in Dy. Postmaster General's grade upto 14-9-1948.

**Including 2 French Assistants and 2 Tech. Assistants.

†Post held in abeyance.

‡Including 2 SST Assistants and 1 French Assistant.

	1	2	3	4	5	6	7	8	9
Junior Accountants		2	9	7	7	8	12	16	9
Airmail Inspectors in H.S.G.		1
I.P.Os./I.R.Ms.		..	9	..	5	..	5	..	10
A.S.R.M.S.		3
Stenographers		11	26	18	11	18	26	20	40
Steno-typists		3	..	12	..	16
Upper Division Clerks		76	34	83	35	83	69	72	60
Ex-cadres U. D. Clerks		23
(Airmail Accounts Clerks)		5
Computers		5
Lower Division Clerks		61	51	81	35	80	85	90	190
Hindi Translator		1	..	1
Librarian		1	1	1	1
Senior Draughtsmen		1	..	..	1	..	3	..	3
Junior Draughtsmen		..	12	2	1	2	6	11	12

	1	2	3	4	5	6	7	8	9
Dafadars		21	4	21	..	..	..		..
Sweepers		6	..	8	5	16
Peons		55	89	53	56	94 (including Farashes & Darbans)	40	117	40
Darbans		1	..
Chowkidars				2	1	1
Mazdoors	7	..	7
Caretaker-Cum-Khansama						1
Liftmen	5
Mali		1
Carpenters	2	..		..	..	..	..

APPENDIX V

(Vide para 20)

List of statistical data compiled in statistical section of the Posts and Telegraphs Directorate

<i>Subject</i>	<i>Frequency</i>
POSTAL	
1. Statistics of British Postal Orders	Annual
2. Indian Postal Orders	”
3. Money Orders	”
4. P.L.I. Business	”
5. Statistics of Cash Certificates and National Plan Savings Certificates	”
6. Statistics of outward, inward and transit surface correspondence	”
7. Dead Letter Offices returns	Half-Yearly return
8. Enumeration of unregistered articles given out for delivery	”
9. Number of SB., DSB., CCs., NPSC transactions	Monthly
10. B.P.Os. and Money Orders	”
11. Inland Airmails	”
12. Foreign Airmails	”
13. Return of economic situation of the country	”
14. Value of SB., DSB., CCs. & NSCs. etc.	”
15. Approximate & actual Postal Statistics of registered articles	”
16. Number of Head Offices, Sub-Offices and Branch Post Offices	Annual
17. Foreign Parcels	”
TELEGRAPHS	
1. Telegraphic Money Orders	Annual
2. Telegraph Traffic and revenue	”
3. Line and Wire mileage AR-21	”

<i>Subject</i>	<i>Frequency</i>
4. A.B.C. Messages from six important C.T.Os. .	Monthly
5. Telegraph Messages handled in Combined Offices and D.T.Os.	„
6. Number & value of Inland & Foreign ⁴ Telegrams	„
7. Inland Transit Telegrams from Pakistan . . .	„

TELEPHONES

1. Telephone exchanges, connections etc. in AR-21	Annual
2. Sample count statements	Half Yearly
3. Telephone traffic	Monthly
4. Indo-Ceylon Trunk Calls	„
5. Approximate Telephone Statistics	„
6. Message Rate System	Annual

GENERAL

1. Staff strength by each scale, grade and designation	Annual
--	--------

APPENDIX VI

(Vide para 23)

Method of assessment of the demand at various levels for postal, telephones, telegraphs and wireless facilities for preparing the Five Year Plans

1. **POSTAL.** Based on the policy proposed from time to time by Government for opening new Post Offices, the assessment of the number of new offices to be opened is made by the Divisional Superintendents and communicated to the Heads of Circles. The target for each plan period is proposed on the basis of such data and in consultation with the Heads of Circles.

2. **TELEPHONES.** Telephone Services fall under two main categories: (a) Local and (b) Trunks.

The local service relates to the provision of new telephone connections by the expansion of existing telephone systems and by opening new ones. Generally, in large telephone systems, a survey of the various localities is made to assess the demands likely to arise at the end of 5 years, 10 years, etc. For systems where such surveys have not been completed, the probable demand is made by an analysis of the past growth of the system, the waiting list and also an assessment of the future demands based on probable trends.

For the trunk service, the rate of growth is based on past trends, the anticipated special development in particular areas and also the demands from other administrations and private agencies.

3. **TELEGRAPHS.** Telegraph expansion also falls into two main groups (a) opening of new offices and (b) expansion and improvement of existing service.

For opening new offices, the proposals follow the policy and targets laid down by the Department for providing telegraph facilities at certain categories of administrative stations, like District, sub-divisional and tehsil headquarters, etc.

Expansion of existing services takes into account the additional circuits required to meet the growth of traffic and to reduce transmission delays and also for introduction of new services like Telex, Tape Relay working, etc. Additional circuits are also provided between certain stations depending on the demands of other Governments and also private institutions, etc.

4. **WIRELESS.** The Wireless Branch of the Department is a complement of the telegraph and Telephone branches and provides these facilities through wireless working wherever landline facilities are not practicable. Wireless stations are also opened to meet special demands, like communication with ships at sea and may be needed by the Transport Ministry and also other point to point links.

APPENDIX VII

(Vide Para 24)

Financial and physical targets and achievements of various Schemes taken up by the P. & T. Department during the First Five Year Plan

I. First Plan

(i) Financial Targets

(Rs. in lakhs)

Branch	Plan Targets	Actual Expenditure during				Total	Shortfall Percentage		
		51-52	52-53	53-54	54-55			55-56	
Postal	5,00	17	15	28	64	1,88	312	62.4	
Telegraph	10,50	1,42	1,64	1,99	2,18	2,23	104	9.9	
Wireless	60	1	8	9	6	4	28	32	53.3
Telephones	33,90	3,92	4,30	5,85	6,80	6,96	27,83	607	17.8
	50,00	5,52	6,17	8,21	9,68	9,87	39,45	10,55	21.1

(ii) Achievements

Item	Plan Targets	51-52	52-53	53-54	54-55	55-56	Total Shortfall(—) Percentage Excess(+)
New Post Offices	18,900	5,990	1,119	2,704	3,883	5,252	18,948 +48 ..
New Telegraph Offices	1,200	209	256	307	332	361	1,465 +265 ..
New Telephone Exchanges	240	31	45	42	104	125	347 +107 ..
New PCOs (Long distance)	660	138	146	132	206	294	916 +256 ..
No. of Telephones	132,000	15,600	12,000	24,000	25,500	32,500	109,600 —22,400 16.9
Telephone Channel Mileage	70,000	13,964	17,058	8,427	11,650	3,701	44,800 —25,200 36.0
Carrier Channels Telegraphs	55,000	15,054	1,494	1,896	31,770	113,023	63,237 +8,237 ..

APPENDIX VIII

郵政部報告

(Vide para 24)

Financial and physical targets and achievements of various Schemes taken up by the Posts and Telegraphs Department during the Second Five Year Plan

(In lakhs of rupees)

Scheme	Plan Target	56-57	57-58	58-59	59-60	60-61 Anticipated	8	9	10
						7	Anticipated Excess(+)	Total Shortfall(-)	Percentage
<i>(i) Financial Targets</i>									
I. Local Telephone Service	30,60	5,50	5,74	5,84	5,04	5,31	27,43	(-)3,17	13.6
II. P.C.Os.	1,00	53	25	28	20	21	1,27	(+)27	..
III. Copper Wire Trunks & Carriers	3,41	81	67	41	64	69	3,22	(-)19	5.5
IV. Trunk Cables & Cable Carriers	4,30	6	34	1,28	35	1,33	3,36	(-)94	21.8
V. Trunk Exchanges	90	12	12	16	20	19	79	(-)11	12.2
VI. Telegraph Service	1,83	54	53	29	35	54	2,25	(+)42	22.9

	1	2	3	4	5	6	7	8	9	10
VII. Demands of other Administrations	3,35	99	90	1,15	1,03	4,57	(+)122	..		
VIII. Misc. wireless workshops, training and research etc. .	1,70	16	26	22	59	1,43	(-)27	15.9		
IX. Buildings	6,91	1,01	70	1,06	1,11	5,00	(-)191	27.6		
	54,00	9,52	9,51	10,02	9,27	11,00	(-)468	8.7		
(ii) Achievements										
New post Offices	20,000	3,687	2,901	3,438	5,429	4,545	20,000			
New Telegraph offices	1,400	401	274	245	188	252	1,360	(-)40	2.8	
New P.C.O.S. (Long distance)	1,200	201	145	218	278	290	1,132	(-)68	5.6	
No. of Telephones	180,000	37,000	32,000	41,200	30,800	35,000	176,000	(-)4,000	2.2	
Telephone Channels Mileage	150,000	32,000	32,600	33,280	28,015	29,000	154,895	(+)4,895		
Carrier Channels Telegraphs	75,000	28,200	14,000	29,800	3,500	5,000	80,500	(+)5,500		
Trunk Cables Mileage	2,000	..	..	130	230	220	580	(-)1,420	71.0	

APPENDIX IX

(Vide para 31)

Note* furnished by the P. & T. Department showing break-up of the branch-wise figures of revenue and expenditure and percentages of (i) Trading Expenses to Revenue, and (ii) Total Expenses to Revenue for the years 1948-49 to 1959-60.

Based on the data of "total revenue" and "total expenditure" furnished in the Branch-wise Profit and Loss Statements of the Department for 1948-49 and 1959-60 (Revised Estimates) it has been mentioned in para 31 of the Report that the "Expenditure on the telephone and telegraph branches has increased disproportionately as compared to the revenue in the two years".

2. In order to provide full data to consider this aspect, viz., proportion of increase in expenditure compared to increase in revenue, tables showing branch-wise, the Profit and Loss of the Department from 1948-49 to 1959-60 are appended. (Annexures I to IV).

3. In assessing the results of a Commercial Department it is usual to take into consideration the "trading expenses" that is, those items which are under the control of the Department excluding Interest on Capital and contribution to the Renewals Reserve Fund which are matters of larger policy.

4. In the case of Telephone Branch the gross revenues of the year 1959-60 include the receipts on account of deposits under the O.Y.T. Scheme, which is charged on the expenditure side as contribution to Telephone Development Fund. As the total deposits under O.Y.T. Scheme represent advance payment of rental for a number of years, only the appropriate fraction (1/20 or 1/10) of the progressive collection under O.Y.T. is taken as "net revenue" of the year.

5. The enclosed statements have accordingly been prepared showing separately the percentage which trading expenses bear to the total revenue.

6. As will be evident from the statement now submitted, the trading expenses of the telegraph branch was 60·73 per cent of its net revenue in 1948-49, which rose steadily to a maximum of 89·55 per cent in 1955-56. The percentage has since then been steadily brought down and stands at 74·39 in 1959-60.

7. In the Telephone Branch the ratio of trading expenses to net revenue was 47·29 per cent in 1948-49 and went up to a maximum of 58·24 per cent in 1953-54. The subsequent years results show a steady fall and in 1959-60, the ratio was 53·66 per cent. In the context of the steep fall of the average value of a trunk call from Rs. 6·3 in 1948-49 to Rs. 2·6 in 1959-60 the increase in the percentage of expenditure to revenue is small and the result of various increases in pay charges etc.

8. It is requested that the Estimates Committee may consider the above aspects and the data contained in the enclosed statement for any recasting of para 31 of Part I of the Report.

*Furnished to the Estimates Committee at the stage of factual verification of the Report vide D.G.P. & T.U.O. No. 16-19/60-B(Coll.V) dated 14-3-1961.

ANNEXURE I

Statement showing Revenue and Expenditure of Telegraph Branch

(Figures in lakhs of rupees)

	48—49	49—50	50—51	51—52	52—53	53—54	54—55	55—56	56—57	57—58	58—59	59—60
Total Revenue as per Profit & Loss Account (A)	6.24	5.90	5.95	6.12	6.25	6.01	6.16	6.70	7.69	8.24	8.26	9.10
Trading Expenditure (excluding Interest and contributions to R. R. Fund 3.(B))	3.79	3.78	4.31	4.59	5.04	5.37	5.49	6.00	6.32	6.19	6.53	6.77
Add Contribution to R. R. Fund	27	27	27	27	27	34	47	47	30	60	70	1,00
Interest	58	56	58	60	64	69	75	85	95	1,03	1,09	1,22
TOTAL EXPENDITURE (C)	4.64	4.61	5.16	5.46	5.95	6.40	6.71	7.32	7.57	7.82	8.32	8.99
Percentage of Trading Expenditure (B) to Revenue (A)	60.73	64.06	72.43	75.00	80.64	89.35	89.12	89.55	82.18	75.12	79.05	74.39
Percentage to Total Expenses (including contributions to R.R. Fund & Interest) (C) to Revenue (A)	74.35	78.13	86.72	89.21	95.20	106.48	108.92	109.25	98.43	94.90	100.72	98.79

ANNEXURE II

Statement showing Revenue & Expenditure of Telephone Branch

(In lakhs of Rs.)

	48-49	49-50	50-51	51-52	52-53	53-54	54-55	55-56	56-57	57-58	58-59	59-60
Total Revenue as per P. & L. Accounts	6.47	7.70	9.09	9.66	10.55	11.53	12.39	14.42	16.31	18.39	20.03	21.96
Less O. Y. T. collections	..	1.37	89	62	41	76	45	72	74	66	99	71
Balance	6.47	6.33	8.20	9.04	10.14	10.77	11.94	13.70	15.57	17.73	19.04	21.25
Add portion of O.Y.T. collections allocable as Revenue for the year	..*	7	11	14	16	20	23	26	30	33	38	42
TOTAL REVENUE (A)	6.47	6.40	8.31	9.18	10.30	10.97	12.17	13.96	15.87	18.06	19.42	21.67
Trading Expenses (excluding RRF, TDF & Interest) (B)	3.06	3.50	3.45	4.96	5.56	6.39	6.74	7.59	8.37	9.42	10.38	11.63
Add Contribution to T.D.F.	..	1.37	89	62	41	76	45	72	74	66	99	55
Contribution to R.R.F.	39	39	39	43	43	61	74	84	91	1.43	1.68	3.44
Interest	36	43	53	62	77	88	1.01	1.17	1.32	1.50	1.75	1.93
TOTAL EXPENSES (C)	3.81	5.69	5.42	6.23	6.97	8.64	8.94	10.32	11.34	13.01	14.80	17.55
Percentage of Trading Expenses (B) to Revenue (A)	47.29	54.68	41.51	49.67	52.03	58.24	55.38	54.36	52.74	52.15	53.45	53.66
Percentage of Total Expenses (C) to Revenue (A)	58.88	88.90	63.29	67.86	67.66	78.76	73.45	73.92	71.45	72.03	76.21	80.98

*O.Y.T. Scheme was introduced in 1949-50 only.

ANNEXURE III

Statement showing Revenue, Expenditure, Contribution to R.R. Fund, Interest, Profit or Loss of Postal Branch

(Figures in lakhs of rupees)

	48—49	49—50	50—51	51—52	52—53	53—54	54—55	55—56	56—57	57—58	58—59	59—60
Total Revenue as per P. & L. Accounts (A)	16,73	20,06	21,22	23,24	24,16	26,52	27,93	29,43	32,75	34,88	37,87	39,22
Trading Expenses (excluding Interest, Contribution to R.R. Fund) (B)	18,43	20,81	21,65	23,75	26,00	26,42	28,00	29,24	31,21	36,24	36,23	37,95
Contribution to R.R. Fund	3	3	3	3	3	3	3	3	3	45	10	20
Interest (—)	1	2	4	5	7	11	13	15	18	18	24	27
Total Expenditure including interest and contribution to R.R.F. (C)	18,45	20,86	21,72	23,83	26,10	26,56	28,16	29,42	31,42	36,87	36,57	38,42
Percentage of Trading Expenses (B) to Revenue (A)	110.16	103.73	102.02	102.19	107.61	99.62	110.25	99.35	95.29	103.89	95.66	96.76
Percentage of Total expenditure (C) to Revenue (A)	110.28	103.98	102.35	102.53	108.02	100.15	100.82	99.96	95.93	105.70	96.56	97.96

ANNEXURE IV

Statements showing Revenue and Expenditure, contributions to R.R.F., Interest, Profit or Loss of Radio Branch

(Figures in lakhs of rupees)

	48—49	49—50	50—51	51—52	52—53	53—54	54—55	55—56	56—57	57—58	58—59	59—60
Total Revenue as per P. & L. Accounts (A)	7	10	10	9	11	10	10	13	10	12	15	12
Trading Expenditure (excluding Interest and Contribution to R.R.F.) (B)	21	21	18	12	11	11	12	14	15	16	15	27
Contribution to R.R.F.	2	2	2	2	2	2	1	1	1	2	2	
Interest	1	2	2	2	2	3	3	3	3	3	4	5
Total Expenditure (C)	24	25	22	16	15	16	16	15	19	21	21	32
Percentage of Trading Expenses to Revenue (A)	300.00	210.00	180.00	133.33	100.00	110.00	120.00	107.69	150.00	133.33	100.00	225.00
Percentage of Total Expenditure to Revenue (A)	342.85	250.00	220.00	177.77	136.36	160.00	160.00	115.38	190.00	175.00	140.00	266.66

APPENDIX X

(Vide para 41)

List of the existing Training Institutions under the P. & T. Department together with the courses of training offered by each of them

(1) P. & T. TRAINING CENTRE, SAHARANPUR

As distinct from several non-residential classes the P. & T. Training Centre, Saharanpur is a residential Training Institution located at Saharanpur in Uttar Pradesh. This Training Centre was opened on 2-4-1951 to improve the quality of the staff and to maintain the efficiency of the P. & T. Services. Although in the beginning the Centre was meant for non-engineering cadres only, it now imparts rationalised training to the following categories of staff belonging to Delhi, Punjab, U.P. and Rajasthan Circles for the period shown against each: Direct recruits (out-siders) to the cadre of:

I	Training at Saharanpur Trg. Centre 2	Practical Training 3	Remarks 4
(i) Postal Clerks	2½ months	15 days	In a post office.
(ii) R.M.S. Sorters	Do.	Do.	Do.
(iii) Telephone Operators	2 months	..	Includes practical training.
(iv) C.S. Telegraphists	9 months	1½ months	In a Telegraph Office.
(v) Probationary Supdt. of Post Office.	1 month	..	
<i>Departmental Officials for the following cadres :</i>			
(i) Postal signallers	6 months	3 months	In a telegraph office.
(ii) Departmental Promotees (i. e. Postmen and Class IV approved for appointment to Class III as postal Clerk).	2 months	..	The training has been introduced at present for Delhi, U.P. and Punjab Circles as an experimental measure. The

1	2	3	4
			question of extending it to other Circles has already been taken up.
(iii) Telephone Operators (Refresher course)	1 month	..	..
(iv) C.S. Telegraphists	9 months	1½ months.	In a Telegraph Office.
(v) Depttl. officials (Mail guards & Class IV) as R.M.S. Sorters.	2 months	—	..

In addition to the categories mentioned above, postal and R.M.S. instructors for non-residential training classes (opened or proposed to be opened) in Circles not served by the P. & T. Training Centre, Saharanpur are also trained in the Training Centre, Saharanpur for six weeks.

Since the working of the Training Centre, Saharanpur was found satisfactory and up to the expectations of the Department, it was made permanent with effect from 13-6-1956.

(2) TELECOMMUNICATION TRAINING CENTRE, JABALPUR

Category of staff trained

- (i) Assistant Divisional Engineers, Telegraphs.
- (ii) Engineering Supervisors.
- (iii) Repeater Station Assistants.
- (iv) Wireless Operators.
- (v) Telegraph/Carrier/Wireless Mechanics.

(3) & (4) REGIONAL TELECOMMUNICATION TRAINING CENTRE, AMBALA, AND REGIONAL TELECOMMUNICATION TRAINING CENTRE, MADRAS

Category of staff trained

- (i) Telephone Mechanics.
- (ii) Telephone Inspectors.
- (iii) Wiremen.

(5) & (6) TRAINING CENTRE, BOMBAY TELEPHONE DISTT., BOMBAY AND TRAINING CENTRE, CALCUTTA TELEPHONE DISTT., CALCUTTA

Category of staff trained

- (i) Telephone Mechanics.
- (ii) Telephone Inspectors.
- (iii) Wiremen.
- (iv) Cable Jointers.

(7) TRAINING CENTRE, MADRAS TELEPHONE DISTT., MADRAS

Category of staff trained
Telephone Mechanics.

(8) TRAINING CENTRE, DELHI TELEPHONE DISTRICT, NEW DELHI

(This Centre is expected to begin functioning shortly).

Category of staff to be trained

- (i) Telephone Inspectors.
- (ii) Telephone Mechanics.
- (iii) Wiremen.

(9) SENIOR ELECTRICAL ENGINEER'S OFFICE, CALCUTTA

Category of staff trained
Cable Jointers.

Besides these main Centres, training classes are held at the divisional headquarters, as and when necessary, to train telegraph and telephone linemen.

APPENDIX XI

(Vide Para 46)

Details regarding the scale and procedure of supply of uniforms and other equipment to P. & T. staff

On the basis of the recommendations of the Uniforms Committee the Government have decided that the scale of supply of uniforms and other equipment to P. & T. staff should be as below:—

Uniforms (Cotton and Woollen)

- | | |
|---|--|
| (1) Plain Stations where no warm uniforms are supplied. | Two sets of cotton uniforms a year. |
| (2) Plain Stations where warm uniforms are supplied. | Three sets of cotton uniforms every two years and one set of warm uniforms every four years. |
| (3) Hill Stations | Three sets of warm uniforms every four years and two sets of cotton uniforms every four years. |

Shoes and Chappals

- | | | | |
|---|--|------------------------------|---|
| (a) Officials entitled to supply of cotton uniforms only. | (b) Officials entitled to the supply of warm uniforms. | | |
| Outdoor duty staff—Chappals | Once in nine months. | Outdoor duty staff—Chappals. | One pair of chappals once a year. |
| Indoor duty staff—Chappals. | Once in eighteen months. | „ Shoes | One pair of shoes once in three years. |
| | | Indoor duty staff—Chappals | One pair of chappals once in two years. |
| | | „ Shoes | One pair of shoes once in three years. |

The officials with outdoor duties will be paid resoling charges for shoes upto the maximum of Rs. 2/- per pair with the approval of the appointing authority. This will be paid once in the life of three years and before the commencement of the third winter.

Woollen Socks

Two pairs of woollen socks are to be supplied once in three years to those officials supplied with shoes.

Waterproofs with Capes and Umbrellas

Umbrellas will be supplied once in two years to those officials eligible for supply of uniforms working at places where the average of the maximum temperature during two months of summer is 90° F or above or at places where the normal rainfall for any 4 consecutive months in a year is 30 inches or over.

Waterproofs with capes will also be supplied to such officials, at the discretion of the Heads of Circles where the average annual rainfall is 50 inches or over and the use of the umbrellas is not a sufficient protection.

In cases where the Head of Circle decides that waterproofs with capes should be supplied in addition to umbrellas, umbrellas will be supplied every three years and waterproofs with capes every four years.

Over-coats.

Warm overcoats will be supplied to all outdoor officials in places where the average of the daily minimum temperature prevailing during the coldest month of the year is 40° F or below provided the staff are entitled to supply of warm uniforms. In places where the average of the daily minimum temperature prevailing during the coldest months of the year is above 40° F but does not exceed 45° F, the overcoats may, at the discretion of the Heads of Circles, be supplied to those outdoor officials who are continuously exposed to working in cold weather for an appreciable length of time at nights. For this purpose, night is to be taken to mean the period from sunset to sunrise. The overcoats will be supplied once in four years in the hills and once in six years in the plains.

Buttons and Badges

These are to be supplied when worn out but not earlier than once in 5 years.

Types of uniforms to be supplied

About 88,000 officials are eligible for supply of uniforms. They were divided into nine categories for which different types of uniforms were prescribed.

2. The Uniforms Committee recommended only three categories in place of existing nine and the P. & T. Board accepted the same. The cadre of officials included in each category and particulars of uniforms to be supplied are as follows:—

Type 'A' for Class III for postmen, linestaff etc.

Summer—Forage cap, Bushcoats with full sleeves and four pockets with flaps and belt, trousers with buttons, pockets, buckle traps and chappals.

Winter—Forage Cap, short buttoned-up closed coat, trousers, socks and shoes.

*Type 'B' for operative Class IV staff like Telegraph Messengers,
Mail Peons etc.*

Summer—Forage cap, Bush-shirt, one with full sleeves, one with half sleeves with four pockets, trousers with buttons, pockets, buckle strap and chappals.

Winter—Forage cap, Short buttoned- up closed coat trousers, socks and shoes.

Type 'C' for non-operative staff like Sweeper, etc.

Summer—Forage cap, Shirts, Shorts and trousers alternatively and chappals.

Winter—Forage cap, shirts, Pyjama and chappals.

APPENDIX XII

(Vide para 59)

Formulae laid down by the Ministry of Finance for payment of the cost of management of Savings Bank and National Savings Certificates work to the P. & T. Department

(a) SAVINGS BANK

A lump amount to cover expenses incurred in the Department calculated on the number of transactions at the rate of ten annas for each transaction of deposit in and withdrawal from the Savings Bank including that on account of a transfer to a Dead-Account and re-opening of a Dead Account and for each transfer of account.

(b) CASH CERTIFICATES

A lump amount to cover expenses incurred in the Department calculated on the number of transactions (issues, discharges and transfers) at the rate of seven annas per transaction.

(c) CASES OF LOSS—SAVINGS BANK/CASH CERTIFICATES

Actual amount of loss incurred by the Indian Posts and Telegraphs Department on account of frauds committed by the public and the P. & T. staff in connection with Savings Bank, Government Securities and Certificate transactions less the amount of recoveries made towards such losses. (Losses caused exclusively by mistake or negligence of the P. & T. staff are debited to P. & T. Revenues. Cases of loss involving contributory fraud, mistake or negligence on the part of P. & T. staff are allocated to P. & T. General Revenues on the merits of each case by Government.)

The rates of 10 annas per Savings Bank transaction and 7 annas per Cash Certificate Transaction [referred to at item (a) and (b) above] were adopted with effect from 1951-52 for a period of 10 years or until the rates of pay and/or allowances undergo substantial revisions whichever happens earlier.

APPENDIX XIII

(Vide para 64)

Statement showing the pending claim cases of the Post Life Insurance as on 31-3-1960

Period for which claims are pending	Investigation				Payment			
	Death Claims		Maturity Claims		Death Claims		Maturity Claims	
	Less than Rs. 1500	Rs. 1501 to Rs. 20,000	Less than Rs. 1500	Rs. 1501 to Rs. 20,000	Less than Rs. 1500	Rs. 1501 to Rs. 20,000	Less than Rs. 1500	Rs. 1501 to Rs. 20,000
1. Less than 6 months	99	104	88	108	28	28	193	142
2. Over 6 months but less than 1 year	31	24	15	13	16	30	103	102
3. Over 1 year but less than 2 years	43	32	5	8	24	11	28	25
4. Over 2 years but less than 3 years	10	8	1	4	5	2	1	1
5. Over 3 years	9	15	..	3	3	2

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APPENDIX IV

(Vide para 71)

List of P. & T. Forms Printed Bilingually (English Hindi)

1. MO-8 Inland Money Order form.
2. RP-54 Acknowledgement form of registered articles.
3. Eng-66 Reminder for outstanding bills.
4. Eng-58 Reminder for unpaid rent and trunk call bills.
5. NC-4 Preliminary Receipt to be issued by a Postmaster when National Plan Savings Certificates applied for are not issued immediately.
6. CPT-7 Intimation of transfer letters.
7. CPT-13 Intimation that complaint is still under enquiry.
8. CPT-14 Intimation that action has been taken on complaint.
9. SB-28 Receipt for depositor's pass-book.
10. SB-33 Intimation to depositor to call for his pass-book.

APPENDIX V

(Vide para 71)

List of the P & T forms which are to be printed in regional languages either separately or bilingually (Regional language and Hindi)

Sl. No.	Name of form	Description
1	2	3
<i>I. To be printed bilingually in Regional language and English.</i>		
1	MO-8 .	Inland money order (loose/books).
2	MO-24 .	TMO Receipt.
3	MO-51 .	Form of money order for V.P. articles.
4	RP-54 .	Acknowledgment for registered articles of the letters or parcel mails (loose/books).
<i>II. To be printed separately in Regional languages.</i>		
5	M-6(a) .	Notice of hours of business (sheet).
6	MS-19 .	Certificate of posting.
7	MS-87 .	Village postmen's book of receipts.
8	MS-87(a)	B. O. Book of receipts.
9	NC-1 .	Application for P. O. National Savings Certificates and Identity Slip.
10	NC-2 . .	National Savings card.
11	NC-34 . .	Application for transfer of National Savings Certificates from one person to another
12	NC-34(a)	Applications for the exchange of N.S.C. from one class to another.
13	SB-3 .	Index Card.
14	SB-3(a)	Letter of authority to husband or agent of female depositor.
15	SB-3(b)	Index card to be used for accounts opened on behalf of a woman by her husband or agent.
16	SB-3(c)	Index card to be used for accounts opened on behalf of minors.
17	SB-3 (d).	Index.
18	SB-5 . .	Pass Book.

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19	SB-5(a)	. Pass book for supply to depositors of public conjoint and Teacher's provident fund account.
20	SB-7	. Warrant of payment.
21	SB-16(b)	. Application for purchase of Government Promissory Notes.
22	TI-168	. Application form for registration of abbreviated addresses.
23	WT-101	. Application form for Broadcast Receiver Licence.
24	WT-107	. Application form for Dealer's possession licence.
25	WT-112	. Application form for Commercial Broadcast Receiver Licence.
26	WT-114	. Application form for Demonstration Licence.

APPENDIX XVI

Summary of recommendations/conclusions contained in the Report

Serial No.	Reference to Para No.	Summary of recommendations/conclusions
1	2	3
1	3	The Committee hope that the functions of the Posts and Telegraphs Board would in course of time be so arranged as to permit the service chiefs to become the real functional heads with the Chairman exercising only powers of co-ordination and policy-making.
2	4	(i) The Committee recommend that the P&T Board may be encouraged to submit more and more cases direct to the Minister so that ultimately there is no necessity of routing them through the Secretary, Ministry of Transport and Communications (Departments of Communications and Civil Aviation.) (ii) The procedure suggested above should also facilitate abolition of the post of Under Secretary retained in the Ministry of Transport & Communications (Departments of Communications and Civil Aviation) for processing cases relating to the P & T Department.
3	5	It is high time that consistent with the responsibilities and social obligations of the Posts and Telegraphs Department, due recognition is given to its commercial character by conferring on the Posts and Telegraphs Board powers similar to those enjoyed by the Railway Board or at any rate the substance of powers enjoyed by public undertakings, such as the Indian Airlines Corporation, which may enable it to approach the problems of management and organisation with a more business-like mind and a greater sense of enterprise.

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| 4 | 6 | The Committee are of the view that consequent on the reconstitution of the Posts and Telegraphs Board, the question of reorganising the Posts and Telegraphs Directorate and various arms of the department assumes greater urgency and should receive serious consideration. |
| 5 | 7 | The Committee recommend that a P & T Users' Consultative Council similar to the National Railway Users' Consultative Council, may be constituted. |
| 6 | 8 | The Committee feel that the increase in expenditure of the Posts and Telegraphs Directorate in 1960-61 as compared to 1948-49 on establishment, particularly on officers, is on the high side and needs to be carefully reviewed. |
| 7 | 10 | <p>(i) The Committee suggest that the feasibility of placing the Member, Administration of the Posts and Telegraphs Board in overall charge of all establishment and administrative matters pertaining to all categories of the staff so as to facilitate a co-ordinated establishment and administrative policy in all arms and services of the Posts and Telegraphs Department, may be examined.</p> <p>(ii) It may be possible as a result to abolish the existing posts of Deputy Director-General (Postal Staff Establishment) and Deputy Director-General (Telegraph and Engineering Staff and Establishment) by placing the respective Directors under the overall supervision of Deputy Director-General (Staff), Member—Administration of the Posts and Telegraphs Board. This would also tend to correct the present overloading in the higher echelons of the Directorate caused by having senior officers like Deputy Directors-General to function under officers of almost the same status.</p> |
| 8 | 11 | <p>(i) The Committee recommend that the post of Assistant Director-General in charge of BRL and Hindi Sections for whom there is not sufficient work-load, may be abolished by suitable readjustment of work, and M-I and M-II Sections be amalgamated to form into one Section and one of the two posts of Branch Officers surrendered.</p> <p>(ii) Similar action may be taken in respect of other posts whose functions can be redistributed without affecting general efficiency of the Department.</p> |

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- 9 12 (i) The fact that the increase in the number of Section Officers (including Accounts Officers) in the Posts and Telegraphs Directorate from 26 in 1948 to 69 in 1960, has resulted in bringing down the ratio of a Section Officer to staff under him (Assistants, Accountants and Clerks) from 1: 16.7 in 1948 to 1:8.8 in 1960, calls for investigation by the Special Reorganisation Unit of the Ministry of Finance and for rational distribution of work.
- (ii) There has been a steep increase in the ministerial staff also which needs looking into.
- 10 13 Considering that the Posts and Telegraphs Directorate is located in a compact building, the present strength of 50 Daftaries/Jamadars and 157 peons appears to be excessive and needs reduction.
- 11 14 The Committee feel that the work of revising and bringing out fresh publications of the P & T Accounts Code originally taken up sometime in 1947 for which a separate Code Revision Section was created, has not been given the attention due to it. They urge that it should be completed expeditiously and the special staff sanctioned for the purpose surrendered thereafter.
- 12 15 The Committee feel that it should be possible gradually to reduce the staff in the Cost Check Unit at Bangalore, as production costs in the Indian Telephone Industries come to be stabilised.
- 13 17 (i) The Committee view with serious concern the large number of complaints, particularly, in regard to delay in delivery of postal articles including money orders in rural areas and of misconduct or mis-behaviour of staff.
- (ii) The Committee recommend that the Posts and Telegraphs Department may maintain proper record of the number and nature of complaints, particularly, those which are well-grounded, analyse them carefully and initiate effective remedial measures so as to reduce their incidence.
- 14 18 The Committee consider that the average time of 53 days taken by the Posts and Telegraphs Department in the final disposal of complaints is excessive and needs to be reduced by simplifying the procedure

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- 15 19 (i) Even though the figures of the average carry over—
(i.e. percentage of primary receipts in hand remaining
undisposed of) for the last quarter of 1956-57, 1957-58
and 1958-59 in the Posts and Telegraphs Directorate
have shown an improvement, the Committee are
surprised to note that they are the highest among
the corresponding figures of the other Ministries
and Attached Offices of the Government of India.
- (ii) The Committee are of opinion that the high per-
centage of average carry over of primary receipts
remaining undisposed of in the Posts and Telegraphs
Directorate during each of the last three years needs
a thorough review to see how far it was due to (i)
the large number of levels of officers in the Directorate
dealing with cases, (ii) the insufficiency of administra-
tive and financial powers delegated to Heads of Circles
and other subordinate authorities etc. and (iii) the
rules, procedure and unwritten conventions followed
in the Directorate and Circle Offices which had led
to cases being pushed up to the higher level un-
necessarily.
- 16 20 (i) The Committee consider that the present arrange-
ment for collection, compilation and publication of
statistics relating to the posts and telegraphs matters
is far from satisfactory and needs to be reviewed and
revised in a comprehensive way.
- (ii) They are of the view that the Posts and Telegraphs
Directorate may first of all decide the nature of statis-
tics required to be compiled and then ensure their
prompt compilation. The statistics may also be
intelligently interpreted and evaluated so as to facilitate
comparative study of performance of various units.
- (iii) The Committee recommend that the publications
of the Posts and Telegraphs Department which
are circulated to Members of Parliament during the
Budget Session, should give a comprehensive picture
of various activities undertaken by the Department
like staff welfare, staff amenities, etc. They should
be written and published in such a manner as would
catch the people's imagination.
- 17 21 (i) The Committee are of the opinion that there should
be a distinct organisation in the Posts and Telegraphs
Directorate for dealing with all matters, having a
financial bearing, as in the Railway Board.
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- (ii) The organisation may be placed under the control of the Member (Finance) of the Posts and Telegraphs Board whose services should be fully made available to the Posts and Telegraphs Department.
- (iii) The Director of Accounts may function directly under control of the Financial Adviser (Member, Posts and Telegraphs Board).
- (iv) So far as the territorial and other administrative units of the Posts and Telegraphs Department are concerned, there may be suitable arrangement for rendering financial advice to the Heads of such units specially when it is proposed to delegate enhanced powers to them.
- 18 23 (i) The Committee feel that Plans drawn up at the apex level without the complete association of the Circles are apt to be somewhat unrealistic and unrelated to the needs of the constituent units. They consider that a better procedure would be for the detailed plans to be drawn up on the basis of the broad objectives and policies set down by the Department, by the lower administrative units, namely, the divisions. Such plans may be discussed at a conference of the divisional heads at the circle level and of the Heads of Circles and functional units at the Directorate level so that a coordinated plan is drawn up.
- (ii) With such decentralisation of planning, it should be possible for the Posts and Telegraphs Directorate to spare some of the officers and staff from its planning wing for employment for planning in the Circles.
- 19 24 (i) The procedure of forecasting [expenditure and inclusion of works in the budget estimates seems to be unrealistic resulting in not only locking up of the funds but also to some extent wastage of personnel and machinery earmarked for the projects.
- (ii) The Committee are of the view that the existing machinery in the Posts and Telegraphs Department for scrutiny of estimates and planning of works, needs overhauling to avoid in future recurrence of the instances referred to in para 24.
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- 20 25 (i) The Committee are inclined to share the Posts and Telegraphs Department's apprehensions that the proposed allocation of Rs. 68 crores for the Third Plan may not prove adequate for meeting the increasing public needs. As the time left for finalisation of the details of the Plan allocations is very short, the Committee trust that the matter will be urgently re-examined by Government and the Planning Commission.
- (ii) At the same time, the Committee would stress on the Posts and Telegraphs Department that its performance in the last two plans as judged from the heavy short-falls needs to be considerably improved during the Third Plan. Its case for increased allotment should be accompanied by an increasing awareness of responsibilities to utilise it fully and a resolute determination to discharge them effectively.
- 21 26 (i) The Committee welcome the arrangement of a self-contained C.P.W.D. Wing which would functionally form a part of the Posts and Telegraphs Directorate and suggest that in the matter of construction of buildings, the agency of the State public Works Departments may also be utilised, unless the Central Public Works Department Wing is in a position to have the work executed in time on its own.
- (ii) The Committee hope that construction work would be given a fillip and there would not be any occasion for lapse of funds under that head.
- 22 27 The Committee suggest that the question of acquiring powers whereby it may be possible to earmark suitable plots of land in developing localities for eventual construction of the departmental buildings, may be finalised early in consultation with the Ministry of Law and Ministry of Works, Housing and Supply so as to avoid large shortfalls in the budget estimates under 'Land' every year.
- 23 28 With a view to avoiding shortfall in expenditure, the Committee consider that it would be desirable to treat the estimate of the cost of land separately, so that the competent authorities are enabled to go ahead with the acquisition of land.
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24	29	The Committee regret to note that both the incidence of cases of defalcations and loss of public money and the percentage of cases for which the employees of the Posts and Telegraphs Department were responsible has been increasing. This is a matter of serious concern and calls for a review of the existing rules and regulations with a view to removing loopholes.
25	30	The Committee hope that the revised financial arrangement between General Revenues and the Posts and Telegraphs Department would enable the Department to build up sufficient reserves to meet the replacement cost of assests.
26	31	The Committee observe that while the Telegraph revenue has increased from Rs. 6·24 crores to Rs. 9·10 crores, the expenditure has shot up from Rs 4·64 crores to Rs. 8·99 crores. The increase of revenue and expenditure in the Telephone Branch from Rs 6·47 crores to Rs. 21·96 crores and from Rs. 3·81 crores to Rs. 17·55 crores respectively is phenomenal. The expenditure on the telephone and telegraph branches has increased disproportionately as compared to the revenue in the two years. There is need for constant watch being kept on the trends of the ratio of working expenses to the revenue and remedial action taken.
27	32	The Committee suggest that the rates charged for various services by the Posts and Telegraphs Department may be reviewed once in five years. This does not however preclude the Government from effecting any changes in between the two reviews in the tariffs of any category of service if they are very necessary and desirable. Such instances should be more an exception than a rule. In such cases, the Committee expect normally a full enquiry into the proposals before deciding on the changes.
28	33	(i) The Committee feel that the surpluses and losses shown by the Posts and Telegraphs Department every year do not give a realistic picture of its working as a commercial undertaking since contributions are not made on any scientific basis to the Renewals Reserve Fund. The net accretions to the Fund have not kept pace with the growth of capital investment with the result that replacements have to be partly met from fresh interest bearing capital.

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(ii) They recommend that the extent of contributions to be made to the Fund may be so fixed that it may enable the Department to meet the replacement cost from the Fund.

29 34 The Committee are of the view that detailed objectives of the Posts and Telegraphs Development Fund and Revenue Reserve Fund may be formally laid down and the procedure of making future accretions defined.

30 35 (i) As a result of the policy laid down by Government from time to time for opening of new post offices and telegraph offices etc., the Department is undergoing substantial losses on maintaining such unremunerative services. Although the Posts and Telegraphs Department as a commercial-cum-public utility service has many social obligations, it does not mean that the Department should be run as a vast social service without regard to the economic facts of life

(ii) The Committee are of opinion that Government may examine whether the losses incurred by the Department in the implementation of social obligations of increasing the postal, telegraph and telephone facilities in rural and remote areas, etc. should be met from General Revenues.

31 37 The Committee consider that it should be possible to finalise and issue the Rules of Recruitment and Promotion of the remaining categories of posts in the Posts and Telegraphs Department, early.

32 38 The Committee do not see any reason for fixing as many as seven different percentages of reservations for promotion of about thirteen categories of posts on the telecommunication side. This matter calls for rationalisation and adjustment directed to improvement of the efficiency of the service consistent with the reasonable aspirations of the departmental staff.

33 39 The Committee recommend that knowledge of the regional language should be considered as a pre-requisite condition for entertaining applications for appointment to the subordinate services under the Posts and Telegraphs Department whose members are required to deal with the public.

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34	40	The Committee consider that the cases of the gazetted and non-gazetted officers who are officiating in the Posts and Telegraphs Department for over five years without confirmation need to be reviewed expeditiously with a view to confirming as many of them as possible against permanent posts.
35	41	The Committee observe that the present training capacity in the Posts and Telegraphs Department on the tele-communications side, more particularly for Telephone Mechanics, is inadequate and needs to be suitably augmented to meet the expanding requirements of the Department anticipated during the Third Plan.
36	42	The Committee suggest that the comparative economics of having combined Posts and Telegraphs Training Centres on regional basis, in preference to separate institutions for each arm of the service for each of the Circles and Telephone Districts, may be examined.
37	43	The Committee are of opinion that the hostel accommodation available to the trainees at the Telecommunication Training Centre, Jabalpur, is far from adequate and needs to be augmented urgently.
38	44	The Committee recommend that decision may be taken early to introduce refresher courses for technical and operating staff of the Posts and Telegraphs Department.
39	45	<p data-bbox="298 1080 973 1259">(i) The Committee are of opinion that the Posts and Telegraphs Department should exercise a centralised control and pay greater attention to the training programme of the Department in order to ensure that the training facilities are augmented where necessary and fully geared to meet the expanding requirements of the Department.</p> <p data-bbox="298 1295 973 1456">(ii) Moreover it should be ensured that there is uniformity in the duration and syllabi of training and that the methods of training are abreast of the latest developments elsewhere in the country and in similar institutions abroad. Special emphasis should be laid on training in public relations, despatch and efficiency.</p> <p data-bbox="298 1474 973 1584">(iii) They consider that the difficulty experienced by the departmental trainees on account of delays in payment of salary and allowances due to them is capable of being resolved by suitable procedural instructions.</p>

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- 40 46 (i) The Committee are surprised to note that there are delays in the supply of uniforms to the eligible employees in the Posts and Telegraphs Department and that difficulties are also experienced in supplying overcoats, shoes and umbrella.
- (ii) Now that large scale manufacture of garments is a well established industry, stitching and supply of uniforms should not prove a difficult problem.
- (iii) Effective action may be taken by the Department to obtain and supply in time standardized sizes of uniforms to all those eligible.
- (iv) They are of the view that the Department should ensure not only that the staff who come in such wide contact with the public, have uniforms but that they wear and keep them in neat and tidy condition. For this purpose, they suggest that the Department may have a scheme for regular inspection of uniforms, kit etc. The turn-out of an employee may be specially commented upon in the confidential report and duly taken into account while considering the question of his advancement.
- (v) They also suggest that the adequacy of supply of umbrellas to staff in very rainy or very hot areas and of waterproofs, overcoats, gloves etc., in rainy and extremely cold areas, may be re-examined and liberalised wherever found necessary. It may also be ensured that the umbrellas and overcoats etc., are supplied to the staff in time.
- 41 47 The Committee suggest that it would be desirable to institute a system of incentive awards under which cash grants can be made to employees who by their suggestions contribute to the efficiency, economy or other improvements in various departmental operations. Such a system is bound to yield good results in a department of commercial character as the Posts and Telegraphs.
- 42 48 The Committee consider that it would be desirable to lay down a detailed constitution of the Posts and Telegraphs Welfare Advisory Board early.
- 43 49 (i) The Committee do not consider that the work of the Labour Officers in the Circle Offices of the Posts and Telegraphs Department is so technical as to warrant appointment of full-time Labour Officers.
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- (ii) Decision in regard to the question of entrusting the duties performed by Labour Officers to the departmental officers should be expedited.
- 44 50 (i) The Committee consider the housing position of the Posts and Telegraphs staff as very unsatisfactory.
- (ii) They are of opinion that for improving the meagre provision of housing facilities, especially for those in Class III and Class IV employment in the Posts and Telegraphs Department, a concerted drive is necessary to achieve the maximum results out of the resources made available to the Department in the Third Five Year Plan.
- (iii) They suggest that the feasibility of negotiating loans for housing from the Life Insurance Corporation may also be explored.
- 45 51 (i) The Committee desire that the suggestions offered by the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957-59) in regard to the provision of dormitories, rest houses and retiring rooms for the operating staff of the Posts and Telegraphs Department should be implemented.
- (ii) They recommend that the question of providing adequate retiring facilities to staff at the Central Telegraph Office at Madras and in similar other offices working round the clock may be examined.
- 46 52 The Committee endorse the observations of the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957-59) made in paragraph 8 of Chapter XLIII of their report and hope that suitable action will be taken by the Department to improve the present inadequate position of accommodation provided to the RMS staff at various railway stations during the Third Plan.
- 47 53 The Committee consider that the dispensaries maintained by the Posts and Telegraphs Department should be properly housed and have necessary accommodation for the waiting patients.
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48	54	The Committee suggest that the reasons why the existing Holiday Homes maintained by the Posts and Telegraphs Department were not being fully made use of by the staff may be gone into and necessary remedial action taken to popularise their use by the staff.
49	56	The Committee feel that in order that the savings movement may develop assiduously during the Third Plan and succeed, savings bank facility needs quicker expansion.
50	57	The Committee consider that the maintenance of statistics regarding premature encashment of Savings Certificates would facilitate investigation into its causes with a view to taking suitable remedial action. They, therefore, suggest the maintenance of such statistics by suitable modification of the <i>pro forma</i> .
51	58	<p>(i) The Committee view with concern the increase in the number of complaints relating to the Post Office Savings Bank and Savings Certificates by more than 33 per cent during the last three years. The number of complaints remaining undisposed of has also shown a marked increase after 1958-59. These disconcerting features call for immediate attention of the Department.</p> <p>(ii) With a view to popularising the savings work the Department should constantly make endeavours to improve efficiency on the lines of accepted banking practice and procedure. Complaints should be promptly looked into, replied and remedial action taken.</p>
52	59	The Committee consider that the procedure of calculating the amount payable to the Posts and Telegraphs Department for undertaking work relating to the Savings Bank and Savings Certificates fixed in the year 1950-51 needs revision on a more rational basis. It should be ensured that the Department does not undergo losses in performing these functions on an agency basis.
53	60	<p>(i) The Committee observe that the net amount spent on the Anti-piracy Squad Organisation, which was showing a downward trend since 1957-58, has increased considerably in 1959-60.</p> <p>(ii) They consider that the steep increase recorded in the year 1959-60 in the net amount spent on the Organisation needs investigation and remedial action to reduce the administrative expenditure to a reasonable level.</p>

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54	61	<p>(i) The Committee observe that the total number of policies issued and the total amount assured under Postal Life Insurance have declined by more than 62 and 59 per cent respectively from the year 1955-56 to 1958-59.</p> <p>(ii) They are of opinion that the declining trend in the number of policies issued by the Postal Life Insurance since the year 1956-57 calls for reappraisal of the Scheme.</p>
55	62	<p>The Committee suggest that the fixation of the premium rates of Postal Life Insurance for Whole Life and Endowment Insurance in the light of the current rates of the Life Insurance Corporation may be examined early.</p>
56	63	<p>The Committee consider that as in the case of Salary Savings Scheme of the Life Insurance Corporation, it would be desirable to intimate the insureds under Postal Life Insurance, through their employers once in a year, the amount of premia received so that they are kept fully informed. Such a procedure, in their view, would also facilitate the clearing of unposted items, which at one time were very large in number</p>
57	64	<p>(i) The Committee observe that 49 maturity and 172 death claims were pending for over six months, and 260 maturity and 93 death claims were awaiting payment for more than six months as on the 31st March, 1960.</p> <p>(ii) They consider that it would be desirable to lay down a time-schedule for investigation of Postal Life Insurance claims and to ensure that the claims are investigated and settled without delay. Suitable action may also be taken to ensure that actual payment to claimants is made expeditiously.</p>
58	65	<p>Since more than half of the total number of the P.L.I. policies of Pakistan liability are pending settlement for several years, the Committee are of the view that the work should be expedited.</p>
59	66	<p>The Committee are of opinion that the present rate of interest paid by the Government of India on the balance of the reserves of the Postal Life Insurance Fund needs a review.</p>

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60	67	The Committee consider that it would be desirable to lay down a scale in consultation with the Controller of Printing and Stationery for supply of stationery to various offices under the Posts and Telegraphs Department so that there is proper and scientific basis for estimating requirements and taking timely steps to meet them.
61	69	The Committee are of opinion that there should be effective control on the printing and supply of forms and publications for which there should be close and intimate co-ordination among the Posts and Telegraphs Directorate/Heads of Circles and the Controller of Printing and Stationery. Till such time the position shows signs of improvement, it may be necessary to delegate adequate powers to the Heads of Circles for getting the forms printed locally when the normal means of supply fail.
62	70	<p>(i) The Committee feel that the Posts and Telegraphs Department should maintain close and effective co-ordination with the Paper Development Board of the Ministry of Commerce and Industry with a view to ensuring that the requisite quantity of paper is allotted and made available to the Department for printing of forms.</p> <p>(ii) They also feel that there is much scope for further simplification if the layout of the forms is suitably modified according to the standard paper easily available in the country.</p> <p>(iii) They suggest that the Department may curtail their paper requirements to the minimum by standardising and reducing their requirements of paper and binding material for printing of the telephone directories, forms etc.</p>
63	71	Since the forms enumerated in Appendix XV constitute the greater bulk of the forms used by the public and the issue of these forms in regional languages would go a long way in satisfying the local requirements, the Committee recommend that action should be taken by the Posts and Telegraphs Department to expedite the supply of forms in regional languages, the decision in respect of which was taken as early as March, 1960.

1	2	3
64	72	(i) The Committee are constrained to note that there has been inordinate delay in the effective functioning of the P & T Forms Stores Depot, Nasik, especially in the matter of acquiring suitable storage accommodation and in processing the indents for printing of forms, (ii) They are of the view that the matter needs to be investigated to fix responsibility for delay in setting up the Store.
65	73	The Committee would urge that an early decision should be taken in regard to the question of augmenting the printing capacity of the Government of India Press, Nasik, so that the requirements of forms are fully met.

APPENDIX XVII

Analysis of recommendations contained in the Report

I. *Classification of Recommendations :*

A. Recommendations for improving the organisation and working :

Sr. Nos. 1, 3, 4, 5, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 27, 28, 29, 31, 32, 33, 34, 35, 37, 38, 39, 40, 41, 42, 49, 50, 51, 54, 55, 56, 57, 58, 59, 60, 61, 63, 64, 65... *Total* 45

B. Recommendations for effecting economy (including those for augmenting income) :

Sr. Nos. 2, 6, 7, 8, 9, 10, 11, 12, 26, 30, 36, 43, 52, 53, 62... *Total* 15

C. Miscellaneous Recommendations :

Sr. Nos. 44, 45, 46, 47, 48 .. *Total* 5

II. *Analysis of more important recommendations directed towards economy (including those for increasing the income)*

Sr. No.	No. as per summary of recommendations	Particulars
1	2	3
1	2	Submission of more and more cases by the P & T Board direct to the Minister may facilitate abolition of the post of Under Secretary, retained in the Ministry of Transport and Communications (Departments of Communications and Civil Aviation).
2	6	The increase in expenditure of the P & T Directorate in 1960-61 as compared to 1948-49 on Establishment, particularly on Officers, is on the high side and needs to be reviewed.
3	7	By placing the Member, Administration of the P & T Board in overall charge of all establishment and administrative matters, it may be possible to abolish the existing posts of Deputy Director-General (Postal Staff Establishment) and Deputy Director-General (Telegraph and Engineering Staff and Establishment) by placing the respective Directors under his overall supervision.

1	2	3
4	8	Abolition of the post of Assistant Director-General in charge of BRL and Hindi Sections, amalgamation of M-I and M-II sections, and surrender of one of the two posts of Branch Officers. Similar action needs to be taken in respect of other posts whose functions can be redistributed without affecting general efficiency of the Department.
5	9	The increase in the number of Section Officers which has resulted in bringing down the ratio of a Section Officer to staff under him, calls for investigation by the S.R.U. of the Ministry of Finance for rational distribution of work. The steep increase in the ministerial staff also needs looking into.
6	10	The present strength of Daftaries/Jamadars in the P & T Directorate, needs reduction.
7	11	Expeditious completion of the work of revising and bringing out fresh publications of the P & T Accounts Code may facilitate surrender of the special staff.
8	12	Gradual reduction in the staff of the Cost Check Unit at Bangalore needed.
9	26	Need for keeping a constant watch on the trends of the Working Expenses and Revenue Receipts of different branches and taking remedial action.
10	30	To examine whether the losses incurred by the P & T Department in the implementation of social obligations of increasing the postal, telegraph and telephone facilities in rural and remote areas should be met from General Revenues.
11	36	To examine the comparative economics of having combined P & T Training Centres on regional basis, in preference to separate institutions for each arm of the service for each of the Circles and Telephone Districts.
12	43	The work of Labour Officers in Circle Offices of the Department is not so technical as to warrant appointment of full time Labour Officers.
13	52	To ensure that the P & T Department does not undergo losses in performing the work relating to the Savings Bank and Savings Certificates on agency basis.

1	2	3
14	53	The steep increase in the year 1959-60 in the net amount spent on the Anti-piracy Squad Organisation needs investigation and remedial action to reduce the administrative expenditure to a reasonable level.
15	62	To modify the lay-out of the P & T Forms according to the standard paper available in the country and to curtail the paper requirements to the minimum by standardising and reducing the total requirements of paper and binding material.
