

ESTIMATES COMMITTEE (1975-76)

(FIFTH LOK SABHA)

NINETY-FIRST REPORT

MINISTRY OF WORKS AND HOUSING

Action Taken by Government on the recommendations contained in the Seventy-fourth Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works and Housing—Directorate of Estates.



**LOK SABHA SECRETARIAT
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of the Estimates Committee (1975-76)
Fifth Lok Sabha, on the Ministry of
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Page	Line	For	Read
1	5, para-2	inflationary	inflationary
4	8, para-8	<u>insert</u> 'crores' after 'Rs. 22.30'	
22	3	<u>Delete</u> "of Appendix VIII"	
24	17	borrown	borrow
25	15	iniated ^d	initiated
53	7 from bottom	Alaery	Already
61	12 from bottom	<u>Delete</u> "in Appendix VIII"	
76	9	<u>insert</u> "Comments of the Committee" above "Please see paras 18-21 of the Report (Chapter-I)"	
81	13	<u>Delete</u> "Para 2.124"	
81	23	<u>Delete</u> "Para 2.125"	
83	5	Paras 2.120 to 2.125	Paras 2.119 to 2.125
88	-	Under "comments of the Committee" <u>delete</u> " "	
97	Appendix IV	under II, against (i) Number <u>for</u> '3' <u>read</u> '34' (ii) Percentage to total <u>for</u> % <u>read</u> 59%.	
91	-	<u>Insert</u> the following immediately below the printed matter.	

New Delhi,
April 3, 1976
Chaitra 14, 1898 (Saka)

R. K. SINHA,
Chairman,
Estimates Committee

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(1975-76)

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(iv)

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(1975-76)

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14. Shri Shiv Kumar Shastri

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Ninety-first Report of the Estimates Committee on Action Taken by Government on the recommendations contained in the 74th Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works & Housing.

2. The 74th Report was presented to Lok Sabha on the 30th April, 1975. Government furnished the replies indicating the action taken on the recommendations contained in this Report on the 24th February, 1976. The replies were examined by the Study Group 'F' of the Estimates Committee at their sitting held on the 15th March, 1976. The Draft Report was adopted by the Committee on the 20th March, 1976.

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

I. Report

II. Recommendations that have been accepted by Government.

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

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

4. An analysis of the action taken by Government on the recommendations contained in the 74th Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix IV to this Report. It would be observed therefrom that out of 58 recommendations made in the Report 34 recommendations *i.e.*, about 59 per cent have been accepted by Government and the Committee do not desire to pursue 8 recommendations *i.e.*, about 14 per cent in view of Government's replies. The replies of Government to 16 recommendations *i.e.*, about 27 per cent have not been accepted by the Committee.

NEW DELHI;
April 3, 1976

Chaitra 14, 1898 (S)

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

Allocation of Funds in Plans (Serial No. 1, Paras 1.17 to 1.21)

In paragraphs 1.17 to 1.21 of their 74th Report, the Estimates Committee had noted that the Planning Commission had made a tentative allocation of Rs. 100 crores made in the draft Fifth Plan for construction of residential and office accommodation (Rs. 80 crores for residential and Rs. 20 crores for Office accommodation), and against this the actual allocations made for the first two years i.e. 1974-75 and 1975-76 were Rs. 6.30 and 7 crores respectively. The Committee were further informed that the Planning Commission had asked the Ministry of Works and Housing to go slow for the first three years of the plan period. The Committee had pointed out that the allocation of meagre funds during the first three years of the Plan period would delay in providing residential accommodation to a large number of Central Government employees, more than 70 per cent of whom were without Government accommodation.

2. The Committee were also not convinced by the explanation given by the representative of the Planning Commission that keeping in view the existing economic situation and financial constraints it would not be wise to inject more funds into housing activity which was likely to be more inflationary in the present situation.

3. The Committee held the view that the allocation of larger funds would go a long way in—

- (i) providing more quarters for Central Government employees, thereby fulfilling a basic need and increasing the percentage satisfaction for housing among them.
- (ii) saving of substantial amounts by way of reduced payments of house rent allowance.
- (iii) full utilisation of the capacity of C.P.W.D. to undertake construction works which would otherwise remain under-utilised.
- (iv) saving in construction costs which are likely to go up due to rising prices.

- (v) Creating more employment potential and generating more economic activity in the various sectors connected with construction activity.

4. The Committee had, therefore, urged Government to allocate larger funds for residential and office accommodation which should be evenly spread during the remaining years of the Fifth Plan. The Committee had also desired that Government should lay down priorities for the construction of houses, particularly for the low-paid employees so that the basic requirement of a shelter was available to a larger number of Government servants and their dependent families.

5. In their reply, dated 11th August, 1975, the Ministry of Works and Housing have stated:—

“The recommendations of the Committee have been brought to the notice of the Planning Commission and Ministry of Finance who decide about allocation of funds for construction of general pool accommodation. As already stated by us earlier, for the current year a sum of Rs. 7.00 crores has been made available for construction in general pool and to this extent ban on undertaking new construction works has also been relaxed. The Ministry of Finance have expressed the view that in the present difficult financial position, it may not be possible to allocate more funds during the current financial year and, therefore, have desired that the programme of construction for next year may be considered by this Ministry in consultation with them and the funds needed for next year arrived at so that the same can be discussed at the time of consideration of annual Plan next year. This will be done by this Ministry.”

6. The Ministry of Works and Housing were asked to furnish the reactions of the Ministry of Finance and Planning Commission to the recommendations of the Committee as also an outline of the construction programme for 1976-77. They were also asked to intimate the action taken to lay down priorities for the construction of houses for the low-paid employees.

7. In their reply dated the 24th February, 1976, the Ministry of Works and Housing have stated:—

“Reactions of the Ministry of Finance and Planning Commission to the recommendations are contained in Appendices I and II.

For next year's plan i.e. 1976-77, this Ministry had formulated proposals involving an expenditure of Rs. 15 crores as per details given below:—

(Rupees in lakhs)

	Continuing Schemes	New works	Total
Residential	930.00	400.00	1330.00
Non-Residential	105.00	65.00	170.00
TOTAL	1035.00	465.00	1500.00

In the new schemes proposed to be taken up next year, this Ministry had proposed commencement of construction of 4866 residential units and 14 lakhs sq. ft. of office accommodation. The annual plan proposals of this Ministry were discussed in the Planning Commission more than once and after detailed discussion an allocation of Rs. 9.00 crores has been approved. Since it is absolutely essential to have a continuity of programme and this can be achieved only if new works are taken up, it has been decided by us that Rs. 7.00 crores should be utilised for continuing works and Rs. 2.00 crores for new works. From the allocation of Rs. 2.00 crores for new works it is proposed to commence construction of 2391 units (696 type-I, 1130 type-II, 453 type-III and 112 type-IV) quarters in Delhi/Ghaziabad and one apartment house 95 suites) in Bombay and 4.10 lakh sq. ft. of office accommodation in Delhi and Ghaziabad.

As regards laying down of priorities for construction of the accommodation for low-paid employees, this aspect is kept in view while formulating the proposals. In this connection it may be mentioned that out of 4944 houses approved for construction during the current financial year, 4788 are of lower types like type-I, II and III and even the remaining 156 are type-IV houses which are meant for middle level people. It may be mentioned that at Delhi many type IV houses are being demolished for re-construction, hence the construction of some Type-IV houses is essential. In the programme to be taken up for construction during the next year also i.e., 1976-77, out of 2391 houses,

2279 will be of types-I, II and III and only 112 houses will be of type-IV”.

8. The Committee regret to note that the Planning Commission has decided to allocate a meagre amount of Rs. 9 crores for construction of office and residential accommodation for Central Government employees during 1976-77, the 3rd year of the Fifth Plan which does not signify any worthwhile improvement over the allocation of Rs. 6.30 crores and Rs. 7 crores made for the first 2 years of the Plan viz. 1974-75 and 1975-76. The allocation for the 3 years thus works out to Rs. 22.30 against a total provision of Rs. 100 crores made in the draft Fifth Plan.

9. The Committee had hoped that with the relaxation of ban on new constructions and Government's policy to accord priority to allotment of housing sites to landless workers in rural areas under the 20-Point Programme, Government would earmark larger funds for construction of residential accommodation for its own houseless and low-paid employees during the coming years. The arrangement would have been conducive to better planning and execution of programmes as well as optimum utilisation of the capacity of the CPWD which is the executing agency for construction.

10. The Committee note that even out of the Rs. 9 crores allocated for 1976-77, Rs. 7 crores would be utilised for continuing works and the remaining Rs. 2 crores for new works. The Committee would reiterate that the allocation of meagre funds during the first two years of the Plan period has already affected the construction programme of residential accommodation which is a basic need to a large number of Government employees. The Committee feel that if adequate funds are not made available during the year 1976-77, the position would further worsen. Apart from causing hardship to the employees, the non-provision of Government accommodation would result in payment of large sums of money on account of house rent allowance to them. The Committee strongly urge that Government should launch a crash programme for construction of Government quarters for the employees at an early date by allocating larger funds during 1976-77.

Crash Programme of Housing (Sl. No. 7 and 8, Paras 2.24, 2.32—2.34)

11. In paragraphs 2.24 and 2.32—2.34 of their 74th Report, the Estimates Committee had pointed out that it was high time that the

magnitude and importance of providing accommodation for Central Government employees within a specified period was realised by Government in its correct perspective and concerted efforts made to solve the problem. The problem called for a re-orientation of policies and programmes. To achieve the object of providing accommodation to the employees within a specified time-limit and for accelerating the pace of housing construction in the country, a package of practices and programmes would have to be taken up in an integrated and coordinated manner. The Committee strongly urged that as a first step Government should declare unequivocally their policy in the matter and take immediate measures for embarking on a time bound crash programme for the construction of quarters to cover the needs of all employees who had put in ten years of service or more and should provide requisite funds therefor.

12. In their reply submitted to the Committee in October, 1975, the Ministry of Works and Housing stated as follows:—

“This Ministry agree with the recommendations of the Committee that the pace of construction of residential accommodation for Central Government employees should be accelerated. Proposals for construction of accommodation are included in the Five Year Plans and allocation is finalised by the Planning Commission and Ministry of Finance. Planning Commission, with whom the matter was taken up, have expressed the view that resources constraints are likely to continue for some years to come and there is no scope for embarking on a crash programme of construction of houses with a view to solving the problem within a reasonable period. In view of this position it is not considered feasible to prepare a crash programme. However, with a view to having a steady rate of construction of houses for the Central Government employees, long term perspective plan, covering a period of 20 years, is being drawn up to aim at a satisfaction of 80 per cent in Delhi/ New Delhi and 60 per cent in the other larger cities, where general pool houses exist, at present. This plan will be kept under constant review and will be suitably adjusted or modified depending on an increase or decrease in the physical and financial resources.”

13. The Ministry further stated that it would not be possible to have a time-bound programme and construct accommodation for all

employees who have put in 10 years service as with the preparation and implementation of the proposed 20-year perspective plan, a substantial number of employees would be provided housing.

14. The Committee regret to note that during the first four Plan periods, covering a span of 20 years, the position in respect of provision of residential accommodation for Central Government employees has been far from satisfactory inasmuch as against the total demand of 1,63,725 quarters of all types in various cities at the end of 1973-74, there was an estimated shortage of 1,14,502 units, composed of 58,924 in Delhi and 55,578 in other metropolitan cities. The percentage satisfaction achieved in Delhi which has the largest concentration of Central Government employees was of the order of 32, 32, 38 and 41 respectively during the first, second, third and fourth plans as against 80 per cent targeted during each Plan. The position is all the more deplorable in the metropolitan city of Calcutta where the satisfaction percentage has gone down from 48.9 in the 1st Plan. to 8.60 in the Fourth Plan. Judging from past performance, the Committee are not encouraged by Government's proposed perspective plan for the next 20 years, particularly when it intends to achieve only 80 per cent satisfaction which they had aimed at during each of the four Plan periods. Moreover, the Committee feel that 20 years of perspective planning is too long a period to ensure accommodation to those employees who have already been waiting for over 10 years. Since housing is a basic need which should be provided by Government to their employees, the Committee strongly recommend that Government should take effective measures to provide residential accommodation to their employees and provide adequate funds for the purpose on a priority basis. A two pronged programme could be undertaken in a serious manner. First, employees could themselves be encouraged to build their own houses so as to reduce the burden on Government and secondly adequate funds could be earmarked to embark on a crash programme of construction of more quarters during the coming years. The Committee need hardly add that with the general improvement in the economic condition and availability of building materials like cement, steel, etc., it should not be difficult for Government to launch a programme of construction of Government quarters on a massive scale. The Committee, therefore, reiterate their earlier recommendations that as a first step, Government should declare unequivocally their policy in the matter and take immediate measures for drawing up a timebound programme for construction of quarters and laying down a firm strategy

for providing accommodation to those Government employees who have already put in 10 years of service at the earliest.

Collection of Data regarding Central Government Employees (Serial No. 9, Para 2.35).

15. In paragraph 2.35 of their 74th Report, the Estimates Committee had suggested that the Ministry of Works and Housing should devise a suitable system for collection of data regarding Central Government employees who had put in 10, 20 and 25 years of service and were still without residential accommodation, as the maintenance of such a data would greatly help in formulating policies and programmes for the construction of the requisite number of quarters for the Government employees.

16. In their reply submitted to the Committee in November, 1975, the Ministry of Works and Housing have stated as follows:—

“The suggestion of the Committee has been examined. At present, details of Government employees eligible for general pool accommodation are collected at the time of inviting annual applications for allotment of general pool residences in respect of places where there are such residences. On account of shortage of funds, construction of residential accommodation is undertaken only on a limited scale. For the purpose of planning such construction for the time being at least, the present method of collection of information is considered adequate; all the same, efforts are being made to improve upon it still further.”

17. The Committee feel that the present system of collection of details from the annual applications is for a limited purpose and does not give an overall picture of the number of employees who have put in 25, 20 and 10 years of service but are without residential accommodation. The Committee consider that for any meaningful planning, it is essential that Government should be in possession of basic data to enable them to assess and plan their future requirements. The Committee, therefore, reiterate their earlier recommendation that the Ministry of Works and Housing should devise a suitable system for collection of data regarding Central Government employees who have put in 10, 20 and 25 years of service and are still without residential accommodation.

Allotment Rules (Sl. No. 13, Para 2.52).

18. In paragraph 2.52 of their 74th Report, the Estimates Committee had stated that under the present Allotment Rules, Government servants eligible for Types II, III and IV were not allowed allotment of accommodation in lower category unlike Government servants eligible for Types V and above. The Committee were informed that the allotment year comprised 3 Calendar years (1975—77) and allotments were made on the basis of entitlement at the commencement of the allotment year, namely, 1st January, 1975 and if after an allotment on this basis, the entitlement of an employee went up, he would not be considered for an allotment in the higher entitled type during the "allotment year". The Committee, pointed out that even on Government's own admission certain marginal cases could not be ruled out in that the employees who were on the verge of getting accommodation in the entitled type after long period of waiting for that type lose their entitlement to that type just because of increase in emoluments before the commencement of the allotment year which would entitle them only to the next higher type. Consequently their waiting period of getting any accommodation at all might be longer since their turn would come according to the *inter-se* priority list for the higher type. The Committee, therefore, suggested that such cases of hardship should be considered sympathetically by offering them accommodation of next below type so that the anomaly of their juniors in service getting accommodation even though of a lower type, might not arise.

19. In their reply submitted to the Committee in July, 1975, the Ministry of Works and Housing stated as follows:—

"The recommendation is that officers eligible for accommodation of types III and IV should be made eligible for allotment of accommodation in the next below types. When the allotment rules were promulgated in 1963, priority in respect of all types of accommodation was reckoned from the date from which an officer had been continuously drawing emoluments relevant to a particular type in a post under the Central Government and, in all the types except type II, allotments in the next below types were permissible. In view, however, of the shortage of accommodation and the low percentage of satisfaction in types II and III, allotment in the next below in these two types was stopped. In order to mitigate the hardship caused to the employees entitled to types IV and below, as a result of

the stoppage of allotments in the next below types, it was decided in 1964 that, for the purpose of reckoning priority, the entire length of service should be taken into consideration in the case of officers entitled to types IV and below, then there would be much pressure on type II, where the demand is the heaviest. This will be detrimental to the interest of officers of lower categories who are entitled to type-II.

There would also be practical difficulty in implementing the recommendation of the Committee as it would be difficult to draw up a line of distinction between those employees who may be considered to be 'on the verge of getting accommodation' in the entitled type before their entitlement changes to higher type, and those who may be considered to be 'not on the verge of getting such accommodation.'

In view of the position explained above, Government do not consider it desirable to make any change in the existing rules and, therefore, have not found it possible to accept the recommendation of the Committee."

20. The Committee would again like to point out that the existing allotment rules do not cover such cases where the employees who were on the verge of getting accommodation in the entitled type after long period of waiting lose their entitlement to that type just because of increase in emoluments before commencement of the allotment year which would entitle them to the next higher type. The Committee had, therefore, suggested that cases of hardship should be considered sympathetically by offering them accommodation of next below type so that the anomaly of their juniors getting accommodation even though of a lower type might not arise.

21. The Committee would like that this aspect should be thoroughly examined by Government and remedial action taken by amending the Allotment Rules suitably.

Out-of-turn allotment (Serial No. 14, Paras 2.60, 2.61 and 2.62).

22. In paragraphs 2.60 to 2.62 of their 74th Report, the Estimates Committee noted that in the allotment Rules, a provision existed regarding out-of-turn allotments on medical grounds but this provision was omitted from 13th May, 1972 and thereafter *ad hoc* allot-

ments on medical or other grounds were being sanctioned by relaxing the provisions of the Allotment Rules. All such cases were first considered by a Special Committee headed by a Joint Secretary, and then put up to the Minister for sanction. Since *ad hoc* allotments on medical and other grounds were still being made even after the relevant rule was omitted from the Allotment Rules, the Committee had recommended that the Rule regarding out-of-turn allotments should be restored in the Allotment Rules so that all persons eligible for such allotments could apply for the same. This would *inter alia* remove the impression that there was any favouritism in such allotments.

23. In their reply submitted to the Committee in September, 1975, the Ministry of Works and Housing stated as follows:—

“The recommendations have been examined by Government. It is proposed to re-constitute the ‘Special Committee’ by including representatives of the Ministry of Finance, Department of Health and the Department of Personnel and Administrative Reforms to scrutinise all applications for out-of-turn allotments on medical grounds. Out-of-turn allotments on special grounds are made to personal staff of Ministers, etc., dependent sons, daughters etc. of deceased/retiring/transferred officers. Instructions regarding such allotments were issued in the past from time to time and circulated to all concerned Ministries/Departments. These cases are decided in accordance with those instructions. It would be difficult to lay down any guidelines or detailed instructions for other cases of out-of-turn allotments in special circumstances, as the grounds for these allotments may vary from case to case and each case is to be examined on its merits. In the matter of out-of-turn allotments made on medical grounds, Government is guided by the advice of the Ministry of Health. On the basis of discussions in the National Council (JCM), it has now been decided that out-of-turn allotments on medical grounds should be considered only in cases of T.B. and cancer. No detailed instructions or amendment of rules are, therefore, considered necessary.”

24. Since out-of-turn allotments of residential accommodation are still being made to Government servants, the Committee see no reason why suitable provision to this effect cannot be included in the Allotment Rules, so that all persons eligible for such out-of-turn allot-

ment may apply for the same. The Committee agree that even after laying down the criteria in the Allotment Rules, all requests for out-of-turn allotments, whether on medical or other special grounds, should continue to be considered on merits of each case. The Committee, therefore, reiterate their earlier recommendation that the rule relating to out-of-turn allotment should be included again in the Allotment Rules to apprise Government servants of the actual position and to enable them to apply for the same, if eligible.

Unauthorised occupation of accommodation by ex-Government servants

(Sl. No. 23 and 46, Paras 2.101—2.103 and 5.11)

25. In paragraphs 2.101 to 2.103 and 5.11, the Estimates Committee had *inter alia* referred to unauthorised occupation of General Pool accommodation by ex-Government servants and had stated that on 30th June, 1974 the number of persons who were in unauthorised occupation of General Pool accommodation was 382 in Delhi, 21 in Bombay and 13 in Calcutta. The Committee wanted the Government to analyse the reasons for overstayal by the retired Government servants and take effective follow-up action for their eviction under the rules. In this connection, the Committee had suggested that Government should also examine the feasibility of withholding sizeable amounts from the gratuity payable to Government servants on retirement, so as to serve as a deterrent against unauthorised occupation of Government quarters. As regards recovery of dues from retired Government servants for overstayal, the Committee were unable to understand why action could not be taken under the Public Premises (Eviction of unauthorised occupation) Act, 1971.

26. In their replies submitted to the Committee in October/November, 1975, the Ministry of Works and Housing have stated as follows:—

“The recommendations of the Committee have been examined by Government. It is felt that some time is bound to be required for processing cases of eviction. However, in order to gear up and streamline the machinery, some steps have been initiated for creating additional posts etc.

Steps are taken to recover Government dues under the provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 on account of overstayal of retired Government servants in Government accommodation. The

process of litigation is, for the reasons given below, a lengthy one and it takes quite long to recover the dues through the provisions of the said Act.

Under the provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1971, every unauthorised * * * * * occupant of public premises is required to pay damages on account of the use and occupation of such premises as may be assessed by the Estate Officer. However, before the Estate Officer passes any such order, he has to issue a notice in writing to the person concerned calling upon him to show cause why an order should not be made and then dispose of his objections, if any. He has also to take into consideration any evidence that may be produced in support of the objection. In view of such a statutory provision, the Estate Officer is required to give a reasonable opportunity to the unauthorised occupant under the principles of natural justice, because the proceedings are quasi-judicial in nature. Secondly, if the unauthorised occupant, even after the above order has been passed, refuses or fails to pay the dues, the Estate Officer, under Section 14 of the said Act, is required to issue a certificate for the amount due to the Collector, who has to recover the amount as arrears of land revenue. The Collector takes some time to recover the dues. Departments of retiring officers are invariably advised not to settle their final accounts till receipt of a 'No Demand Certificate' from the Directorate of Estates.

Regarding the reasons for overstayal by retired Government servants, it is felt that it would not be practicable to analyse the reasons in all such cases but, broadly, the reasons are children's education, illness in the family, inability to secure alternative accommodation, etc. There is already a provision of withholding of gratuity upto a maximum amount of Rs. 1,000/-. Government are examining what further steps could be taken to ensure that retired officials vacate Government residences promptly."

27. The Committee regret to note that even after allowing the officers overstayal upto a period of 8 months (2 months grace period and six months on certain conditions on payment of higher rents etc.) after retirement, Government have expressed their inability

to get their premises vacated from unauthorised occupation under the rules. They feel that the steps already taken under the rules, including the withholding of gratuity to the extent of Rs. 1,000/- against unauthorised occupations have not proved effective as would be evident from the large number of 382 cases of unauthorised occupation still pending on 30th June, 1974 in Delhi/New Delhi alone. The Committee feel that Government should review the effectiveness of the existing measures including the withholding of the gratuity with a view to examine what further measures, including rationalising the procedures, streamlining the administrative machinery, increasing the maximum limit of withholding gratuity are necessary to minimise the incidence of unauthorised occupation of Government residential accommodation. The Committee, therefore, reiterate their earlier recommendations on the subject.

Housing Schemes

(Sl. Nos. 24 and 25, Paras 2.123 to 2.125)

28. In paragraph 2.123 to 2.125 of their 74th Report, the Estimates Committee made a number of suggestions with a view to provide the Government employees with residential accommodation during their service or after retirement from service. In this connection, the Committee made the following suggestions:—

- (i) Ministry of Works and Housing should prepare a comprehensive scheme to provide houses on hire purchase basis to Central Government employees who have completed 10-years of services or more. The feasibility of financing the scheme from the employee's own money deposited in the Provident Fund Account may be considered. This will give the necessary incentive to the employees to save and also to provide the inducement to increase their Provident Fund subscription.
- (ii) For the Low Middle Income Group employees Government should take positive promotional measures for setting up Housing Cooperative Societies which would assist them in the procurement of plots of land and in building houses.
- (iii) For such Government employees who would like to settle after their retirement in their respective States to which they belong, Ministry of Works and Housing should assist them to get membership of some Housing Cooperative Societies in their respective States. The State Governments should be persuaded to fix some quota for the bene-

fit of Central Government employees in each Housing Co-operative Society in the State Sector.

- (iv) Central Government employees should get the Housing benefit either under the Central Scheme applicable to Delhi or under any Housing Cooperative Society in the State Sector.

The Committee consider that necessary funds for the hire purchase scheme referred to above should be found from the General Provident Fund of the Central Government employees themselves. For those employees who are admitted to the new scheme of owning a house on hire purchases, the scales of monthly contributions towards G.P. Fund should be laid down specifying clearly the portion of the total contribution which would be earmarked for housing facility and which the Government employee would not be able to withdraw for any other purpose.

The Committee trust that the Ministry of Works and Housing will initiate action on the lines suggested above and will take some concrete steps to ameliorate the sufferings of the Central Government employees in the matter of their post-retirement housing problem. The Scheme suggested above will incidentally help to reduce pressure of demand on the Central Pool Accommodation.

29. In reply to the above recommendations, the Ministry of Works and Housing have stated as follows:—

“The Ministry of Works and Housing have already introduced a scheme for the exclusive benefit of the Central Government employees in the matter of providing housing facilities to them. Under this scheme the Central Government employee can avail of House Building Advance for the purpose of construction of houses or for the purchase of ready built flats from the Housing Boards and the registered house building societies.

The Central Government employees, alongwith others, can also derive the benefit of the following two schemes under which loans are granted to the individual or their cooperatives for the construction of houses:—

- (i) Low Income Group Housing Scheme; and
- (ii) Middle Income Group Housing Scheme.

The Scheme at (i) above provides for loan assistance to the extent of 80 per cent of the cost of house subject to a maximum of Rs. 14,500/- to persons whose income does not exceed Rs. 7,200/- per annum. The Middle Income Group Housing Scheme mentioned at (ii) above provides for the grant of loans to individual house builders who are in the income range of Rs. 7,201/- to Rs. 18,000/- per annum and the loan assistance admissible is limited to 80 per cent of the cost of a house subject to a maximum of Rs. 27,500/-.

Besides, the above mentioned two housing schemes which are intended for the individuals and are applicable to the urban areas, there is Village Housing Projects Scheme which provides for grant of loans to the individuals, including Central Government employees for construction and improvement of house in villages. The amount of loan is restricted to 80 per cent of the cost of construction subject to a maximum of Rs. 5,000/- per house. The total cost of a house should not exceed Rs. 8,000/-.

Above all, as it has been observed by the Committee, the Delhi Development Authority have formulated a scheme for providing residential accommodation to the public servants in Delhi where there is a large concentration of Central Government employees. The purpose of this scheme is to give relief to the retiring public servants i.e. those who are employed in the Central Government, Delhi Administration and Central Government Undertakings, Statutory and Local Bodies and autonomous organisations etc. under the control of Central Government/Delhi Administration.

Government is substantially complying with the recommendations of the Estimates Committee mentioned above. However, the comments of the Committee have been noted and to the extent possible within the limitations of funds and within the ambit of rules governing investment of G.P. Funds, attempts will be made to give further effect to Estimates Committee's recommendations.

In so far as the recommendations of the Committee mentioned at (ii), (iii) and (iv) under para 2.123 are concerned, these have been brought to the notice of the State Governments etc., for appropriate action."

30. The Committee are not satisfied with Government's reply to the effect that "Government is substantially complying with the recommendations of the Estimates Committee. . . . However, the comments of the Committee have been noted and to the extent possible

within the limitations of funds and within the ambit of rules governing investment of G.P. Funds, attempts will be made to give further effect to Estimates Committee's recommendations. In so far as the recommendations of the Committee mentioned at (ii), (iii) and (iv) under para 2.123 are concerned, these have been brought to the notice of the State Governments etc., for appropriate action."

31. The Committee are constrained to observe that the reply of the Government is too general and that positive action on the various points made in their recommendation has not been taken by Government. The Committee would, therefore, urge that Government should give serious consideration to the various suggestions made by the Committee for implementation. They would reiterate that the Ministry of Works and Housing should prepare a comprehensive scheme to provide houses on hire purchase basis to Central Government employees. The feasibility of financing the scheme from the employees' own money deposited in the Provident Fund Account may be considered.

32. The Committee strongly feel that merely bringing the suggestions to the notice of the State Governments, will not help in mitigating the hardships of those Government employees who neither have their own houses nor have been provided with any Government accommodation so far. The Committee will, therefore, like the Central Government to study the suggestions closely and take concerted measures to implement them in right earnest in consultation with the State Government if necessary.

33. To sum up, the Committee would like to emphasise that Government should take positive lead and initiate effective measures to enable Government servants to have their own houses. Housing agencies in Delhi or other cities may be organised to construct houses exclusively for the Government employees in sufficient numbers and offer them on hire-purchase basis through a scheme to be financed through provident fund deposits of the employees. The Committee urge that Government may give serious consideration to the problem of housing their employees after retirement and take suitable effective measures in this direction.

Shifting of Government Offices outside Delhi and other big cities and development of ring towns (Sl. No. 29—31, Paras 3.38 to 3.45)

34. In paragraphs 3.38 to 3.45 of their 74th Report the Estimates Committee had pointed out that although it was the policy of Government since 1948 to shift offices outside Delhi with a view to relieving congestion both in the matter of office and residential accommodation as also relieve excessive pressure on land and various civic amenities in the capital only 11 Government offices and 6 offices of Public Undertakings had been shifted outside Delhi after 1962-63. Government had, however, no information available regarding the number of offices shifted outside Delhi since 1948 and new offices opened since then.

35. Referring to the recommendations of the Master Plan for Delhi that 50,000 Central Government employees might be deflected to the ring towns of Ghaziabad, Faridabad, Gurgaon and Narela, the Committee had pointed out that while Government had already constructed 1-lakh sq. ft. of office accommodation and 2212 residential units at Faridabad, no action had been taken to construct office and residential accommodation at Ghaziabad and Mehrauli-Badarpur areas, where 1,000 acres and 900 acres of land had been acquired respectively. No action also appears to have been taken to acquire land at Gurgaon and Narela as recommended in the Master Plan.

36. The Committee did not agree with the plea that it was necessary for the attached and subordinate offices to be in Delhi to keep constant liaison with the administrative Ministries concerned as liaison could be well-maintained from any place outside Delhi due to the availability of increased communication facilities.

37. The Committee also emphasised the imperative need for developing the ring towns at a distance of 20—25 kms. so that the congestion from the oversaturated centres of population could be relieved. The Committee had no doubt that the policy of shifting offices outside the Metropolitan and other big cities could be successful only if proper arrangements were made for office and residential accommodation as also for providing suitable medical, educational, water supply, sanitation etc. facilities at those places. The Committee considered that the following steps would go a long way in the

implementation of the policy of shifting of offices outside Delhi and other metropolitan cities:—

- (i) A complete list of Government/Semi-Government and public undertakings offices should be drawn up immediately and the particular offices which are to be shifted outside Delhi should be earmarked and time-bound programme prepared for shifting such offices.
- (ii) Office accommodation and residential accommodation for a sizeable number of employees, should be made available in the places where these offices are proposed to be shifted so that the employees do not suffer from hardship on account of lack of accommodation in new place of duty.
- (iii) Allowances of existing employees may be suitably protected and tapered off over a specified period after they are shifted to new places to save them sudden loss of emoluments.

38. In their reply dated 17-10-75, the Ministry of Works and Housing stated:—

“The information regarding new offices which have been located in Delhi since 1948 as also the particulars of offices which have been shifted outside Delhi since then is being collected. The information, when collected, will be incorporated suitably in the Annual Report of the Ministry of Works and Housing.

The Master Plan for Delhi highlighted the need for integrated planning and coordinated development of Delhi and its surrounding region and recommended the preparation of a comprehensive Regional Plan for the metropolitan city of Delhi as well as its interland served by a large number of services emanating from Delhi. This recommendation was made in view of the physical, economic and resource constraints on the unlimited growth of Delhi. Accordingly, the Government of India set up a high powered Board for the purpose of preparing the Regional Plan. The regional plan, as approved by the High Powered Board, comprises important urban centres, like Meerut, Panipet, Sonapat, Rohtak, Gurgaon etc. The Regional Plan also envisaged the development of 17 towns within the National Capital, Region which

have been identified as having excellent growth potential besides, Narela in the Union Territory of Delhi. Action for undertaking integrated development of one town in each of three sub-Regions in Haryana, Uttar Pradesh and Rajasthan has already been initiated by the State Governments. A working Group has also been set up by the Central Government to advise in the matter of decentralisation of Government offices, wholesale trade and industries away from Delhi to suitable towns within the National Capital Region."

39. In another note dated 17-10-75 the Ministry further stated:—

"Particulars of Central Government offices and semi-Government offices located at New Delhi|Delhi are being collected with a view to examining which of these could be shifted to satellite and ring towns as well as to other suitable areas in the country. It is, however, stated that the matter regarding shifting the Head Offices of public sector undertakings outside Delhi has been recently reviewed by Government and certain decisions taken.

The matter relating to protection of allowances of the existing employees, after they are shifted to new places, to save them from sudden loss of emoluments, is under examination.

The Committee's recommendation that office and residential accommodation for a sizeable number of employees should be made available at the places where offices are proposed to be shifted, has been noted and will be kept in view while preparing plans for construction of accommodation at various stations."

40. The Committee regret to note that in spite of their recommendation made as early as in April, 1975, the information regarding new offices which have been located in Delhi since 1948 as also the particulars of offices which have been shifted outside Delhi since then is still being collected by Government. The Committee desire that a time-bound programme should be drawn up for collecting such information.

41. The Committee would urge upon Government to pay urgent attention to the problem of decentralisation of Government and semi-Government offices from Delhi on receipt of the report of the

Working Group. The Committee have also no doubt that Government would pursue the matter vigorously with the State Governments of Haryana, Uttar Pradesh and Rajasthan for expediting the integrated development of the towns which are expected to absorb the deflected population of Delhi.

Arrears of Licence fee (S. No. 45, paras 5.9 & 5.10)

42. In paragraphs 5.9 and 5.10, the Estimates Committee in their 74th Report expressed their unhappiness over the increase of arrears of licence fee in respect of residential accommodation at Delhi from Rs. 76 lakhs in 1969-70 to Rs. 106 lakhs in 1973-74 and had recommended that Government should set up a Departmental Committee with representatives of Ministry of Finance and Audit to review the procedure regarding re-conciliation of accounts in detail with a view to simplify the same and to submit its report within 2 months of its constitution.

43. In their reply dated the 9th September, 1975, the Ministry of Works and Housing stated:—

“The recommendation made by the Estimates Committee to set up a Departmental Committee with representatives of Ministry of Finance and Audit to review and simplify the procedure regarding/reconciliation of accounts in detail with a view to reducing delays in reconciliation, has been accepted. The Ministry of Finance (Department of Expenditure) and the office of the Comptroller and Auditor General of India have already been requested to nominate their representatives on the Departmental Committee.”

44. When asked to state the latest position in the matter, the Ministry of Works and Housing in their communication dated the 11th February, 1976 stated as follows:—

“Although the Ministry of Finance and Directorate of Estates have since nominated their representatives for the Departmental Committee the C & AG has not so far nominated the representative.”

45. **The Committee regret to note that although the recommendation of the Committee to set up a Departmental Committee to review and simplify the procedure regarding reconciliation of accounts has**

been accepted, the proposed Departmental Committee has not actually come into being as the C. & A. G. has not yet nominated his representative to work on the Committee. The Committee regret to observe that the delay in the constitution of the Departmental Committee would further delay simplification and reconciliation of accounts. The Committee would, therefore, urge upon Government to ensure that the Departmental Committee commences its work without further loss of time.

Implementation of Recommendations

46. The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

47. The Committee also desire that further information where called for in respect of recommendations included in Chapters II and III of the Report may be intimated to them expeditiously.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (S.No. 2 of Appendix VIII) Para 2.7

The Committee welcome the proposal made by the Ministry for reducing the plinth area of the various types of residential accommodation to enable construction of more houses as well as to make the houses cheaper. They urge that early decision should be taken in the matter so that the Ministry may undertake the programme of new construction of residential accommodation without further loss of time and provide much needed relief to a larger number of Government employees in the matter of housing.

Reply of Government .

A decision regarding revision of plinth area has since been taken. As against 6 types contemplated earlier, it has now been decided to have only five types. A statement showing the revised scale of plinth areas is attached.

(No. 20012 (4) |75-W.2, dated 18-8-75)

Recommendation (S. No. 3) Para 2.8

The Committee are also in agreement with the decision taken by Government to reduce the number of types of accommodation, with the eventual objective of having only 4 types. The Committee feel, that this decision, besides facilitating speedy and economic construction, will be in conformity with the socialist pattern of society and would therefore urge its speedy implementation.

Reply of Government

As indicated in reply to para 2.7, it has been decided to have only 5 types of residential units instead of 6 contemplated earlier. These revised scales will be implemented for future constructions.

[No. 20012|4|76-W (2) dated 18-8-75].

Recommendation (S. No. 5, Para No. 2.22)

The Committee note that the Draft Fifth Five Year Plan envisages an outlay of Rs. 80.00 crores for construction of residential accommodation, which could at best result in construction of 22,000 houses against the present estimated shortage of 1,14,502, composed of 58,924 in Delhi and 55,578 in other metropolitan cities. Even the allocation of Rs. 80 crores which could remove only 20 per cent of the shortage has been beset with difficulties as already pointed out in Chapter I. Thus the objectives of attaining a 75 per cent satisfaction level in Delhi and 40 per cent in other cities would remain unfulfilled.

Reply of Government

This Ministry shares the above views of the Committee. The observations of the Committee have been brought to the notice of Ministry of Finance and Planning Commission.

[No. 20012 (6) |75-W-2 dt. 13-8-75].

Recommendation (Sl. No. 11, Para 2.45)

The Committee note that no details of Central Government employees in the various cities in the country have been collected by Government to find out the demand for Government accommodation in the various cities. They further note that so far general pool accommodation has been built by Government only in 8 cities and that construction of General Pool accommodation in some cities, particularly, the State Capitals like Gauhati, Bhubaneswar, Patna, Hyderabad, Ahmedabad, Jaipur and Srinagar is under consideration. From the data given in Appendix III which was furnished by the Ministry of Health in connection with the introduction of the Central Government Health Scheme in 18 cities during the 5th Plan period, it is noticed that there is heavy concentration of Central Government employees in cities like Poona, Jabalpure, Lucknow, Jhansi, Visakhapatnam etc., which are not being considered for general pool accommodation by the Ministry of Works and Housing. The Committee recommended that the Ministry should collect statistics about the concentration of Central Government employees in the various cities in the country and should decide on the construction of general pool accommodation in future, after taking into account the number of Government employees in the various cities so as to ease the housing situation in those cities where it is most acutely felt. The priorities for construction in the various cities may also be laid down after taking into account the relative concentrations of Central Government employees in the cities, availability of residential accommodation there and the percentage of satisfaction achieved.

Reply of Government

Steps have been taken for collection of statistics of Central Government employees in various big cities, viz., 'A', B.1 and B.2 Class cities, State Capitals, cities mentioned in appendix III of the Estimates Committee's Report and cities having more than 500 Central Government employees as intimated by the Department of Personnel and Administrative Reforms of the Cabinet Secretariat. However, it may be mentioned that while concentration of employees will be one of the biggest factors, to be considered for planning the construction of general pool accommodation, there may also be other important factors, like rate of rent, non-availability of private houses for taking on rent, scarcity of land; etc., which may have to be taken into account in deciding construction of general pool houses in different cities.

[No. 20012(16)/75-W-2 dt. 24-11-75].

Recommendation (S. No. 12 Paras 2.46 and 2.47)

The Committee note that the Ministry of Works and Housing have not been permitted to borrow money from Life Insurance Corporation of India, State Bank of India or other nationalised Banks in the country for the construction of General Pool accommodation. The reasons advanced in favour of that decision are, first, that while assessing the requirements of funds Government takes an overall view of the funds that would be available including funds of the financial institutions, secondly, L.I.C.'s contribution towards schemes would be in the form of its support to the market borrowings of the Governments concerned. Thirdly, if Ministry of Works and Housing are permitted to borrow money from the financial institutions, then other State Governments would also make similar demands.

While appreciating the difficulties listed above, the Committee are of the view that in the long-term perspective, outlay on the construction of houses will be a useful investment in as much as it will create permanent assets for the Government and would lead not only to economy in expenditure which is otherwise incurred on account of payment of large sums of money as house rent allowance to the Government employees but also to increase efficiency of employees by satisfying their basic need. The Committee would therefore urge the Government to review their present policy and allocate more funds to the Ministry of Works and Housing to intensify its housing activity. The Committee suggest that the feasibility of pro-

viding additional funds for construction from the Provident Funds of the Central Government employees may also be examined.

Reply of Government

The recommendations of the Committee for allocation of more funds to this Ministry for construction of residential accommodation had been brought to the notice of the Ministry of Finance and the Planning Commission. The Ministry of Finance have expressed the view that in the present difficult financial position, it may not be possible to allocate more funds during the current financial year. They have however desired that the programme of construction for the next year may be considered by this Ministry in consultation with them and the funds needed for the next year arrived so that the same can be discussed at the time of consideration of annual Plan for next year. This will be done by this Ministry and action for formulation of next year's annual plan has already been initiated. The Planning Commission have however, expressed the view that unless the resources position improves, there appears to be no scope for providing larger allocation of funds. No efforts will however be spared to impress on larger allocation for construction of general pool housing during the next plan allocation discussions.

[No. 20012 (3) |75-W2 dt. 4-10-75]

Recommendation (Serial No. 15 Paras 2.74, 2.75 & 2.76)

The Committee note that the hostel accommodation is not allotted on the basis of length of service. Upto 31st August, 1970, hostel accommodation was allotted on the basis of quantum of emoluments drawn by an officer. The officer getting higher emoluments was considered senior to the officer getting lower emoluments. The same procedure was adopted for allotment of hostel accommodation in the ladies pool. The committee further note that from the 1st September, 1970, the priority date both for double-roomed|single-roomed accommodation in the ladies pool is counted from the date a lady officer has been drawing a pay of Rs. 500 or above per month continuously. After the introduction of the new pay scales as recommended by the Third Pay Commission, the priority date is counted from the date a lady officer starts drawing Rs. 700 per month. In the case of male Government officer, the priority date for double roomed hostel accommodation is determined with reference to the date from which they start drawing Rs. 1000 per month and for single roomed accommodation, the priority date is counted from the

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date an officer is in receipt of Rs. 700 or more per month. Seniority in all cases is counted within the pay range.

The Committee also note that in the case of the Working Girls' Hostel, seniority for allotment of accommodation is determined according to the date of receipt of applications irrespective of the pay and priority date of the lady officer. It is also stated that as the accommodation in the Working Girls' Hostel is not considered as part of the General Pool accommodation and only few vacancies occur, applications are not being invited by issuing a general circular.

The Committee feel that for allotment of Hostel accommodation both for ladies and male Government officers, the total length of service within the particular pay range for entitlement and not merely the higher pay within the pay range, should be the criterion for determining their priority.

Reply of Government

The recommendation of the Committee contained in para 2.76 above is already being implemented since 1st September, 1970. The priority date—both for double roomed|single roomed accommodation in the Ladies' Pool—is counted from the date an allottee officer has been drawing a pay of Rs. 500|- (now revised to Rs. 700|-) or above per month continuously. In the case of a male Government servant, the priority date for double-roomed hostel| accommodation is determined with reference to the date from which he is drawing a pay of Rs. 1000|- p.m. or above and for single-roomed accommodation the priority date is counted from the date an officer is in receipt of a pay of Rs. 700|- or more per month. Thus, the total length of service within a particular pay range for entitlement is the criterion for determining the date of priority for allotment of hostel accommodation.

[No. 22012 (6)/75-Pol.II dated 22-7-75]

Recommendation (Serial No. 16) Para 2.77

The Committee also feel that in the case of the Working Girls' Hostel, the present procedure of determining seniority for allotment of accommodation on the basis of the date of receipt of applications is not correct particularly when no circular is being issued for the purpose of inviting applications for allotment. The Committee are not convinced of the reasons advanced by the

Ministry that since the number of vacancies which occur in the Working Girls' Hostel are very few, applications by a circular are not invited. The Committee see no reason why the fact of a few vacancies occurring in the Working Girls' Hostel should not receive wide publicity and why this fact should be kept from the notice of the Working Girls employed in various Ministries/Departments and Attached and Subordinate offices, etc.

Reply of Government

The recommendation has been accepted. Applications have been invited from all lady officers working in eligible offices who satisfy the prescribed conditions for allotment of accommodation in the Working Girls' Hostel. The total length of their service in eligible offices will be taken into consideration for determining their date of priority.

Recommendation (Serial No. 17) Para 2.78

The Committee hope that necessary corrective steps will be taken by the Ministry of Works and Housing to streamline the whole procedure for allotment of accommodation in various Hostels under the Directorate of States.

Reply of Government

This has been examined. As already stated in the reply of Government against para 2.77, certain modifications have been made in the procedure for allotment of accommodation in the Working Girls' Hostel. It is also proposed to frame suitable rules for allotment in the hostels.

Recommendation (S. No. 18) Para 2.79

The Committee further consider that one of the ways of easing the acute residential problem for Government employees particularly those with few years of service may be to provide cheap hostel accommodation to them by building such hostels in all those cities where there is a large concentration of Central Government servants. The Committee would, therefore, like Government to examine the feasibility of constructing cheap hostel accommodation for their employees to ease the housing problem to the extent possible.

Reply of Government

Demand for hostel accommodation is being assessed after which feasibility of constructing hostel accommodation will be considered.

[No. 20012 (15/75—W-2 dated 18-8-75]

Recommendation (S. No. 19) Para 2.80.

The Committee recommend that allotment of hostel accommodation both in respect of lady and male officers should form part of the regular scheme and allotment rules therefor should be framed so as to ensure equitable treatment for all eligible employees and to avoid incidence of any unfair practices.

Reply of Government

The recommendation has been accepted. Action is being taken to frame rules of allotment of hostel accommodation.

[No. 22012 (6)/75-Pol.II dated 22-7-75]

Recommendation (S. No. 21) Para 2.89

The Committee also suggest that the old quarters which were constructed before the war and for which cost of maintenance is stated to be prohibitive should be considered for demolition in a phased manner. The land which will be so vacated as a result of demolition of these old quarters should be put to better use by constructing multi-storeyed buildings. A long-term plan for demolition of old quarters whose maintenance cost had become uneconomical and construction of new buildings in replacement thereof needs to be formulated and implemented expeditiously to provide relief to the Central Government employees.

Reply of Government

The Committee's recommendations are already being implemented. The process of demolition of single-storeyed quarters and construction of 4-storeyed quarters is already being implemented and such quarters have been constructed and are under construction in Timarpur D.I.Z. and Minto Road Areas. For New Delhi area, the Government have appointed a Committee, known as the New Delhi Redevelopment Advisory Committee. The Committee's reports in respect of Sectors I and II of D.I.Z. area, where a large number of single-storeyed old quarters are existing, have been received and on the basis of its recommendations, construction of four-storeyed quarters have been taken up this year. While demo-

lishing such old quarters and constructing new ones, due regard is being paid to provision of various related facilities such as schools, shopping centres, parks, etc. and the density of population envisaged in the Master/Zonal Plan. The pace of implementation of the re-development programme will depend upon availability of funds.

[No. 20012(10)75—W-2 dt. 4-10-75]

Recommendation (S. No. 22) Para 2.94

The Committee note that 526 residential units have been placed at the disposal of the Delhi Police and the Delhi Administration from the General Poor accommodation. The Committee are unable to appreciate the reasons given by the Ministry that the finances of Delhi Administration are met out of the Central Budget and historically Delhi Administration was considered as part of the overall responsibility of the Central Government. The Committee feel that on the basis of this ground all the Union Territories can claim a share from the General Pool accommodation. Moreover, Delhi Administration have built their own houses for their own employees and Delhi Police are also building their own accommodation. The Committee consider that as the General Pool accommodation is very much short of the requirements of Government employees resulting in very low satisfaction percentages in types I to IV, action should be initiated to get the accommodation at the disposal of the Delhi Police and Delhi Administration release at an early date for being allotted to Government employees.

Reply of Government

The recommendation of the Committee has been examined by Government and accepted. The matter is being taken up with the appropriate authorities for the release of the residential units.

[No. 22012(7)/75—Pol II dt. 28-6-75]

Comments of the Committee

The final results of action taken may be communicated to the Committee.

Recommendation (Sl. No. 26) Paras 3.11 and 3.12

The Committee note that the demand for office accommodation in Delhi which was 38.50 lakh sq. ft. during the First Plan, has increased to 75.33 lakh sq. ft. during the Fourth Plan, an in-

crease of 36.83 lakh sq. ft. As against this, the availability of office accommodation which was 35.40 lakh sq. ft. during the First Plan has increased to 55.77 lakh sq. ft. only at the end of the Fourth Plan, an increase of 20.37 lakh sq. ft. Even so, the availability of office accommodation has not kept pace with the growth in demand with the result that the shortage of accommodation has registered a steep increase from 3.10 lakh sq. ft. during the First Plan to 19.56 lakh sq. ft. during the Fourth Plan. The gap between demand and availability of office accommodation in Calcutta also increased from 1.65 lakhs sq. ft. in the First Plan to 4.51 lakh sq. ft. in the Fourth Plan. The Committee have been informed that the growth in the demand for office accommodation is due to proliferation or expansion that had taken place in the number of Ministries and the posts created for those Ministries, on account of increase in the activities of the Government after Independence.

The Committee regret to note that the Directorate of Estates has maintained no records regarding the number of offices which have been located in Delhi and other cities and the number of Government employees therein, since the First Plan period. As admitted by the Secretary of the Ministry, the maintenance of such statistics is vital in the interest of proper planning for providing office accommodation as well as residential accommodation. The Committee are surprised that the Ministry which is responsible for providing accommodation both for offices and residential purposes should not have thought it necessary to collect such statistics. Evidently, the scheme for office and residential accommodation during the various Plan period have been prepared on *ad hoc* basis and not based on any scientific data. It is also no wonder that in the absence of this vital information, the policy of Government to keep under check the proliferation of office in big metropolitan towns has not met with any success. The Committee recommend that immediate steps should be taken by Government to collect and maintain necessary statistics regarding the particulars of offices and their staff strength in the various cities in the interest of policy formulation and advance planning for accommodation.

Reply of Government

The recommendation of the Committee to collect and maintain statistics regarding particulars of offices and their staff strength in various cities in the interest of policy formulation and advance planning has been accepted by Government. Steps are being taken to collect necessary statistics.

Comments of the Committee

Necessary information collected may be intimated to the Committee.

[No. 22012(10)/75—Pol. IV dt. 6-11-75]

Recommendation (Sl. No. 27) Para 3.14

The Committee would like to point out that the problem of growth of demand for office accommodation in Metropolitan Cities is vitally linked with the problem of growing congestion in these urban centres. It is, therefore, imperative that a long term view should be taken in this matter and firm measures should be adopted for implementing the policy of shifting offices outside these over-saturated Metropolitan Cities. The Committee have dealt with this subject in subsequent paragraphs of this Report. The Committee have no doubt that while preparing schemes for the construction of office accommodation, the policy of shifting offices from Metropolitan towns would be fully taken into account.

Reply of Government

In so far as implementing the policy of shifting offices outside Metropolitan Cities is concerned, the Estimates Committee has dealt with these matters in paras 3.40 and 3.41 to 3.43 and Committee has been informed of the position in reply to the recommendations mentioned above.

It may also be mentioned that the policy of shifting offices from Metropolitan Cities has been, and will continue to be, taken into account while preparing schemes for construction of office accommodation. To the extent office buildings owned and constructed by the Government already exist in the city centres, the question of shifting any office to the peripheral or outside areas, will be more a matter of adjustment between one office and another, based on relative priority as to which should be nearer the city centre. This will have little or no impact on decongestion.

Similarly, the question of having compensatory construction in replacement of old and unsafe hutments, particularly, at Delhi, where these hutments have for long been, used for office purposes, will have to be considered on merits, since all the replacements cannot always be, in altogether new areas away from the city, contrary to the traffic pattern already built up over decades, but some amount of decongestion, where considered necessary, can be tried, in this case. Subject to this, new offices, with their associated

townships, can be sited away from congested areas, or scattered about in different parts of the city so that the entire employees population does not coverage on only one site. Offices functioning in hired buildings, where the rate of rent is high, or offices functioning in the city centres in Government buildings, which it is decided to edge out on the basis of relative priority as indicated above, or new offices, can be shifted or located, as the case may be, in these new areas.

[No. 20012 (17) |75-W2, dt. 5-12-75].

Recommendation (Serial No. 28 Para 3.15)

The Committee note that demand assessment in Delhi is based on the staff strength as on 1st February, 1972 and no precise information about the present demand is available as screening of requirements for office accommodation has not been done after 1972. The Committee would like the Ministry of Works and Housing to take up the work of screening the requirements immediately so that the actual demand for office accommodation in Delhi is known and schemes for construction of office buildings during the Fifth Plan are prepared and implemented in the light of the latest studies made.

Reply of Government

Action has been initiated to collect the statistical information showing the demand for office accommodation based on the staff strength of various Ministries|Departments|Offices of the Government of India, for screening the demand and determining entitlements.

Recommendation (Serial No. 32 Para 3.46)

The Committee further recommend that integrated plans for the development of these new centres of Government offices should be prepared in consultation with the various concerned Ministries and the State Governments with a view to develop all facilities more or less simultaneously. These plans should be implemented in a phased manner over a specified period of time.

Reply of Government

The recommendations have been brought to the notice of the State Governments concerned.

(No. H. 11013/4/75, U.O. II dt. 28-11-75).

Comments of the Committee

The final results of action taken may be communicated to the Committee.

Recommendation (Sl. No. 33 Para 3.47)

The Committee note that it is the policy of Government to reduce concentration of Government offices in specific areas of Delhi and Bombay, and that office accommodation has been constructed in Rama Krishnapuram etc. in pursuance of that policy. The Committee consider this to be a step in the right direction. They would like Government to continue this policy and ensure that in future, office and residential accommodation are planned in the same areas, along with other facilities like educational, medical, marketing etc., so that the strain on the transport system is reduced and the employees and their children do not have to travel over long distances.

Reply of Government

The recommendations of the Committee have been noted and will be followed.

[No. 20012/11/75-W.2 dated 11-8-75]

Recommendation (Sl. No. 35, Paras 3.62 to 3.64)

The Committee note that a number of hutments in 19 localities in Delhi which account for 23.28 lakh sq. feet of covered area, have been declared unsafe for occupation. There are 327 residential units and 14.01 lakh sq. feet of office accommodation in these hutments. The Committee further note that due to a ban on the construction of new buildings, steps have been taken to repair these hutments at a cost of Rs. 25.95 lakhs. Further the annual expenditure on repairs and maintenance of the hutments is of the order of 75 paise per sq. foot which works out to Rs. 17.46 lakhs per year. After carrying out the necessary repairs, the hutments are expected to serve for a period of 10 years more.

The Committee note that the cost of reconstruction of residential portion and office portion of the hutments is estimated at Rs. 1.6 crores and Rs. 21.48 crores respectively, that is, a total of about Rs. 23 crores. The Committee note that these hutments which were constructed during the Second World War, have outlived their lives

and that heavy expenditure is being incurred on their repairs and maintenance. They also note that these hutments are located at places where land is extremely valuable which could be put to better use if the hutments are demolished and multistoreyed buildings are constructed on that land which can provide more accommodation.

While the Committee agree that it would be desirable and economical in the long run to demolish the hutments and construct multi-storeyed buildings, they realise that in the present financial stringency, it may not be possible to provide the requisite resources amounting to Rs. 23 crores for this purpose. The Committee; therefore suggest that Government should formulate a phased plan for the gradual demolition of the hutments and construction of multi-storeyed buildings.

Reply of Government

In view of the huge shortage of office accommodation in Delhi/ New Delhi and taking into consideration the fact that Government itself has taken on lease/rent private accommodation, it will be desirable to make maximum use of the available hutments. While therefore this Ministry agrees with the views of the Committee that as a long term measure, it would be desirable to demolish the hutments and construct multi-streyed buildings in their places, the present hugedeficit in office accommodation makes it difficult for Government to even plan gradual demolition of the hutments within the new few years. This Ministry is therefore of the view that the hutments which are not dangerous and which could be repaired and renovated, will have to be got repaired and used to the maximum possible time. With this end in view, proposals for a phased programme of repair and renovation have been planned and will be implemented. As per this programme the total plinth area of the hutments where a portion thereof is required to be renovated is 1.23 lakh square meter. Out of this, the area of 0.78 lakh square meter is required to be renovated in three phases. The expenditure proposed for the current and next two year is Rs. 21.04 lakhs, Rs. 42.22 lakhs and Rs. 35.56 lakhs. In addition, about 0.34 lakh square meter of hutments under the Ministry of Defence are also to be renovated for which the matter will be taken up with that Ministry. While this ministry would have been very happy to have substituted to hutments by proper office blocks, keeping in view the realities of the situation this ministry has to undertake this programme.

[No. 20012(10)/75-W2 dated 4-10-75]

Recommendations (Sl. No. 36 Paras 4.8, 4.9 and 4.10)

“The Committee note that there are 34 markets in Delhi under the administrative control of the Directorate of Estates having 3286 premises which consist of 2,189 shops, 273 flats, 167 stalls, 12 fuel depots, 53 show-windows and 582 platforms. 15 per cent and 7 per cent of the premises are reserved for persons belonging to the Scheduled Castes and Scheduled Tribes respectively while the remaining premises are in the general quota. Allotment of shops etc., to the Scheduled Castes and Scheduled Tribes is made by draw of lots after inviting applications through advertisements in local newspapers. The licence fee in the case of Scheduled Castes and Scheduled Tribes is charged at economic rates. The allotment of the shops in the general quota is done by inviting tenders and normally the tenderer who offers the highest amount of monthly licence fees gets the allotment.”

“The Committee further note that Directorate of Estates is not in favour of introducing the system of allotment by calling tenders in respect of the reserved quota for Scheduled Castes and Scheduled Tribes on the ground that there would be a tendency for the people to get *benami* allotments and the members of Scheduled Castes and Scheduled Tribes would not get the real benefit of the shops reserved for them.”

“The Committee feel that even under the present procedure the chances of *benami* transactions cannot be ruled out completely as a person who wants to make investment to run a business can always find an applicant belonging to Scheduled Castes or Scheduled Tribes to apply for allotment of shop on his behalf. The Committee, therefore, recommend that the applications for reserved quota should be thoroughly checked to ensure that *benami* transactions do not occur. After allotment also, there should be regular checks and enquiries to see that the benefits of allotment from the reserved quota are actually derived by those belonging to the Scheduled Castes/Scheduled Tribes only.”

Reply of Government

The above recommendation of the Committee has been examined by Government and accepted. In order to ensure that a shop in the reserved quota goes to a member of the Scheduled Caste/Scheduled Tribe community, the following provisions are made in the terms and conditions for allotment of shops etc. to member of Scheduled Castes/Scheduled Tribes of Delhi:—

“The licensee shall, under no circumstances, be entitled to or be permitted to transfer or sublet the shop or enter into partnership with any one else directly or indirectly in any manner whatsoever and the licence shall automatically stand revoked and cancelled on breach of any of these conditions.

After allotment of a shop|stall|flat the allottee will not be permitted to transfer or sublet the same to any one else directly or indirectly in any manner.

Any violation of the above terms and conditions will confer on the Government the right to cancel the allotment and resume the shop/stall/flat without giving any notice and without incurring any liability as to the loss that might accrue to the allottee as a result thereof”.

Recommendation (Sl. No. 37, Para 4.11)

“The Committee note with concern that a number of shops which had fallen vacant from time to time in various markets, are not being re-allotted on the basis of tenders. The Committee, therefore, recommended that all the premises in the markets which fall vacant hereafter should be allotted on the basis of tenders, except in respect of the reserved quota for which applications should be invited only from persons who belong to Scheduled Castes/Scheduled Tribes.”

Reply of Government

The recommendation of the Committee has been examined by Government. It has been decided that all the commercial premises, in the markets, which fall vacant, should be allotted on the basis of tenders except the following:—

- (i) Shops in the reserved quota in favour of members of Scheduled Castes/Scheduled Tribes;
- (ii) Shops which are required to be vacated by allottees in the public interest; and
- (iii) Shops allotted to institutions rendering public utility services, such as, banks, co-operative societies, post offices, etc.

- (iv) Shops which are restored to ex-allottees (or their partners/sublessees who had applied on or prior to 6-5-75 for regularisation in their names, subject to certain conditions) after they have been evicted under Section 5 of the (Public Premises Eviction of Unauthorised Occupants), Act, 1971, on the condition that they pay up all Government dues, remove all unauthorised construction/encroachment and execute fresh licence deeds.

[No. 22013 (18)/74-Pol-III dated 22-7-75]

Recommendation (Sl. No. 38 Para 4.12)

The Committee are concerned to note that unauthorised extensions of shops in markets are posing a big problem and that the Directorate of Estates is finding it difficult to tackle the situation. The Committee feel that this problem has arisen due to administrative laxity and non-enforcement of the rules. The machinery to detect unauthorised extensions and take suitable action in the matter does not appear to be effective. The Committee would like Government to examine this matter in detail and to take effective measures including removal of lacuna in the rules etc., if any, tightening of inspection machinery etc., to ensure that unauthorised extensions are detected in time and firm action is taken against the persons concerned speedily.

Reply of Government

Necessary action to tackle the situation of unauthorised extension of shops in markets by way of tightening of inspection machinery, etc., is being taken.

Recommendation (Sl. No. 39 Para 4.13)

The Committee further note that as admitted by the Secretary of the Ministry there is ample scope for improvement in the management of the markets. The Committee urge that necessary steps should be taken to tone up the management of the markets at an early date so that the markets are managed well and present a clean look.

Reply of Government

The recommendation of the Committee has been examined and necessary steps to tone up the management of the markets to make them "present a clean look" are being taken.

2. It has been decided to prepare proper designs and rebuild some of the markets or get them re-built by the existing lessees, according to plans approved by Government. Some rationalisation in the matter of distribution of shops, by way of keeping particular trades in adjoining shops, such as, car repairs and automobile spare parts in one corner, or ensuring that shops selling cooked food are not located near nullahs, etc., are being thought of. Once the above-policy is formulated and implemented, the objective recommended by the Committee will be achieved.

Recommendation (Sl. No. 41 Para 4.15)

The Committee consider that there is a socio-economic purpose in providing shops in or near residential areas of Government servants. The Committee, therefore, recommend that Government should encourage establishment of cooperative stores in these areas with full and effective participation of residents. There should be regular checking of prices, charged by the shopkeepers, particularly for commodities of every day use to make sure that these are being supplied at most competitive rates.

Reply of Government

The recommendation of the Committee has been examined by Government.

2. Cooperative Stores formed by Government servants and sponsored by Government are already shown preference in the matter of allotment of shops in various markets under the administrative control of the Directorate of Estates. The Central Government Employees Consumers' Cooperative Society Ltd. and other consumers' cooperative societies are allotted shops.

3. As regards regular checking of prices charged by the shopkeepers, it may be stated that the Directorate of Estates do not have any machinery to take up this job. However, the functioning of the Central Government Employees' Consumer Cooperative Stores and its branches in various residential areas of Government servants will automatically exercise a healthy check on the prices charged by the private shopkeepers operating in those colonies.

4. Secondly, there is almost in every Government colony a Residents' Welfare Association recognised by the Department of Personnel & Administrative Reforms in the Government of India. That

Department have agreed to appeal to the Welfare Association to report to the authorities in the Civil Supplies Department in case any trader charges unusually high price for any commodity.

Recommendation (Sl. No. 43 Para 4.28)

The Committee regret to note that licence fee which was fixed in 1964 for the market other than the Rehabilitation markets has not been revised so far although the question of revising the rent in these markets was mooted as far back as 1969. As the rents in the open market have gone up considerably, the Committee urge that necessary steps should be taken for the upward revision of the licence fee in these markets at an early date.

Reply of Government

The recommendation of the Committee has been accepted by Government. Orders revising the licence fees have issued.

[No. 22013(13)/75-Pol. I dated 17-10-1975]

Recommendation (Sl. No. 44)

“The Committee note that subleasing of shops by the allottees is quite common although it is not permissible and the lease-deeds do not make any provision for it. But the market instructions which have been drawn up for the internal use of the Directorate provide that sub-leasing can be regulated if the sub-lessee asks for it and the following conditions are satisfied:—

- (i) Sub-lessee is an actual and effective occupation of the shop;
- (ii) All the arrears of rent/licence fee/damages as also service charges and other dues as stipulated by Government in respect of the shops are cleared; and
- (iii) A licence deed in the prescribed form is executed by the sub-lessee on a licence fee which may be fixed for the purpose.”

“The Committee further note that out of 50 shops which fell vacant in four markets, namely, Srinivaspur, Andrews Ganj, Nanakpur and Mandi House during the years 1972, 1973 and 1974, Nine shops were regularised in the names of unauthorised occupants which constitute 18 per cent of the total shops which fell vacant.”

4.38. "The Committee are disturbed to note that the provisions in the Market Instructions are at variance with the Clauses in the lease deeds, regarding the subletting of shops in the markets, with the results the particular clause in the lease deed which did not permit sub-letting has virtually become a dead letter. This is a serious lapse and requires investigation."

4.39. "The Committee do not agree with the Ministry that the regularisation of sub-leases is serving a dual purpose, viz., the ejection of the original allottee and the recovery of arrears from the sub-lettee. They consider that regulation of subletting encourages malpractices particularly when it is not permissible under the lease deeds. The Committee would like the Ministry to examine this problem in all its aspects and make suitable amendments in the rules and instruction to eliminate the malpractice of sub-letting of the shops."

Reply of Government

The recommendation of the Committee has been accepted by Government. Orders prohibiting regularisation in favour of sub-lessees/partners have been issued.

[No. 22013 (18)/74-Pol-III dated 22-7-75]

Recommendation (Sl. No. 47, Para 5.12)

The Committee further suggest that a detailed study of the outstanding from Government departments like P&T, Railways and Defence, may be made with a view to simplify the procedure regarding recovery of licence fee from those offices. They would further like that a break-up of the outstandings of the licence fee, more than six months old but less than one year, more than one year but less than two years, and two years and over, and the amount involved, should be published departmentwise in the Annual Report of the Ministry together with concrete measures taken to effect recovery.

Reply of Government

Till June, 1973, recoveries on account of licence fee of general pool accommodation from officers of the Departments of P&T, Railways and Defence were credited to Civil Accounts through Exchange Accounts and these were posted in the books of the Directorate of Estates on the basis of certificates of recoveries furnished by those offices. Under the old system, substantial amounts were found out-

standing under the "Remittance Head". It was decided that w.e.f. 1-7-73, payments on account of licence fee made by the occupants of general pool accommodation belonging to the Departments of P&T, Railways and Defence should be remitted to the Directorate of Estates by cheque/bank draft. The cheque/bank draft is required to be accompanied by a schedule of deduction of rent due and the same should reach the Directorate of Estates by the 20th of each month.

2. Although the new system has many advantages, all the offices did not fall in line together and they adopted the new system from different dates. In some cases, although cheques/bank drafts were received, supporting details were either not sent or were sent separately later. Hence the amounts representing these cheques/bank drafts had to be kept in suspense involving a lot of clerical labour. The services of an Accountant are utilised exclusively for the clearance of these amounts and it is hoped that the new procedure will bring about improvements. Moreover, the matter will also be considered by the Committee which is proposed to be constituted as per recommendation of the Estimates Committee in para 5.10 of their Report under consideration.

3. The recommendation of the Committee that a break-up of the outstandings of the licence fee, more than six months but less than one year, more than one year but less than two years and two years and over, with the amounts involved should be published departmentwise in the Annual Report of the Ministry together with the concrete measures taken to effect recovery, has been noted for implementation.

[No. 22013 (20)/75-Pol. I dated 9-9-1975]

Recommendation (Sl. No. 48, Para 5.13)

The Committee note that arrears of licence fee for office accommodation which amounted to Rs. 4.55 lakhs in 1969-70 have gone upto Rs. 24.48 lakhs in 1973-74. The arrears include an amount of Rs. 17 lakhs, due from Jawahar Lal Nehru University, which has since been settled. The balance of arrears include outstanding dues from Railways on account of office accommodation allotted to them as also due to delays in receiving intimation of recovery from the departments concerned. The Committee would like the Government to evolve in consultation with Audit, and the Departments concerned, a suitable procedure for the speedy recovery of licence fee for office accommodation which is mostly allotted to Government Departments so that no arrears on this account accumulate.

Reply of Government

The recommendation of the Committee is accepted. It has been decided that Government should evolve, in consultation with Audit and the departments concerned, a suitable procedure for the speedy recovery of licence fee for office accommodation. Action has already been initiated to set up a departmental Committee with representatives of the Ministry of Finance and Audit, as recommended by the Committee in their recommendation contained in para 5.10(Sl. No. 45) of their 74th Report (5th Lok Sabha) and this Directorate's suggestions for the speedy recovery of licence fee for office accommodation will be made to the committee so instituted.

[No. 22012(16)/75-Pol. I dated 17-10-1975]

Recommendation (Sl. No. 50 Para 5.18)

The Committee note that Rs. 16.5 lakhs, Rs. 5.8 lakhs and Rs. 6.7 lakhs are still due from the P & T Department, the Court Liquidator and National Instruments Ltd; respectively, on account of occupying General Pool accommodation at Calcutta. Since 1972, these organisations were required to pay enhanced licence fee at the market rate instead paying at the old rate calculated under F.R. 45-B, the Committee would like Government to settle the matter expeditiously by holding discussion at the highest level with the P & T Department, National Instruments Ltd, and the Court Liquidator.

Reply of Government

All the three cases of recovery of arrears of licence fees from the P & T Department, National Instruments Ltd. and the Court Liquidator are being pursued. The Ministry of Industries have already instructed M/s National Instruments Ltd. for clearing the arrears without delay. As regards the P & T Department, the matter is being taken up with the P & T Directorate at a high level. The position in regard to the recovery of arrears of licence fees from the Court Liquidator has been reviewed in consultation with the Ministry of Law Branch Secretariat, Calcutta and further action to reassess the arrears due is being taken, as advised by them.

(No. 22013 (21)/75-Pol. dated 22-7-75)

Comments of the Committee

The final results of action taken may be communicated to the Committee.

Recommendation (Sl. No. 51) Para 5.19

The Committee note that Rs. 18 lakhs are due from Himachal Pradesh Government on account of the accommodation occupied by them. The Committee would like the matter to be settled expeditiously by holding discussion with the State Government, at the highest level if necessary.

Reply of Government

The matter regarding recovery of arrears of licence fee from the Himachal Pradesh Government has been taken up by the Minister with the Chief Minister of Himachal Pradesh. It is proposed to hold a high level meeting shortly for sorting out the issue if it is not possible to settle it by correspondence.

[No. 22013 (21)/75Pol. I dated 22-7-75]

Comments of the Committee

The final results of action taken may be communicated to the Committee.

Recommendation (Sl. No. 53) Paras 5.24 and 5.25

The Committee are disturbed to note that the outstanding balance of licence fee in respect of markets in Delhi was Rs. 14 lakhs on 1-1-75. They are concerned to note that this sum includes Rs. 2 lakhs which are outstanding from evicted shopkeepers and Rs. 8.5 lakhs from 379 shopkeepers for which action has been initiated for recovery under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971. The Committee are unable to understand how such heavy arrears were allowed to be accumulated in respect of licence fee from the shopkeepers as under the rules, eviction proceedings could be taken against defaulters, if the licence fee has not been paid for a period of four months. In the opinion of the Committee, there has been remissness and laxity in recovering the dues from the shopkeepers. The Committee would like this matter to be examined in depth and responsibility fixed where timely action has not been taken to start proceedings against the defaulting shopkeepers.

5.25. The Committee would further urge that effective measures should now be taken to clear all these arrears expeditiously.

Reply of Government

As on 1st January, 1975. the arrears were Rs. 14.02 lakhs. This figure was reduced to Rs. 11.43 lakhs as on 31st July, 1975. The main

reasons for the accumulation of arrears in respect of markets are as under:—

- (i) Various provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1958 were struck down by Courts and no action could be taken from 1968 to 1971 for the recovery of the arrears. When the new Act came into force in 1971, the arrears stood at Rs. 20.37 lakhs as against the figure of Rs. 11.43 lakhs as on 31st July, 1975.
- (ii) Cases for recovery of licence fee/rent are required to be processed under the provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1971. Such proceedings under the Act are quasi-judicial in nature and a reasonable opportunity of showing cause is required to be given to the other party. This is time-consuming and, sometimes, it takes long to finalise a case recovery.
- (iii) In many cases, although eviction orders had been passed, it was not possible to take physical possession of the premises because the strength of the Eviction Squad of this Directorate is quite inadequate to tackle the large number of cases promptly. This results in accumulation of arrears during the period of unauthorised occupancy.
- (iv) The certificate of recovery is sent to the Collector for realising the dues as arrears of land revenue. The Collector takes his own time to realise the dues.
- (v) Sometimes, the whereabouts of defaulters are not available.
- (vi) Some of the shopkeepers are allowed to pay the arrears in instalments under any special circumstances.

2. The following steps have been taken to bring down the arrears of licence fee:—

- (a) It has been decided that a shopkeeper, who falls in arrears for one month, will have to pay interest at the rate of 12 per cent on amount due. This is likely to improve recovery position.
- (b) If the shopkeeper does not pay for one month, his licence is liable to be cancelled and the licence would be restored to him only when he pays an additional licence fee.
- (c) It is proposed to strengthen the Eviction Squad of the Directorate of Estates so that physical eviction from shops,

which now takes a very long time, is expedited. This is likely to result in reducing accumulation of arrears.

- (d) In all new licence deeds, the permanent address of the licensee should be given so that the whereabouts of the defaulters could be traced easily.
- (e) There were heavy arrears in respect of shops in Sectors VIII and XII, Ramakrishnapuram, New Delhi. With the sealing of a few shops in these two Sectors, the position of payment has improved considerably.
- (f) All efforts are being made to realise as speedily as possible the maximum amount of arrears.

3. From the above, it will be observed that there was no laxity on the part of any officer in taking timely action against defaulters. It has been observed that the index line of arrears has been descending for some time past.

Recommendation (Sl. No. 55) Para 5.27

In order to ensure that arrears are not allowed to accumulate in future, Government may also consider the desirability of taking advance rent for six months to one year, as security from the shop-keepers.

Reply of Government

In Clause 4 of the licence deed there exists a provision that the licensee (s) shall deposit and keep deposited with the Director of Estates a sum equivalent to six-months licence fee as security amount which is liable to be forfeited if any of the terms and conditions is contravened or violated. As such the recommendation of the Committee already stands implemented.

[No. 22013 (21)/75-Pol. dated 22-7-75]

Recommendation (Sl. No. 56) Para 5.28

The Committee are surprised that no interest on arrears of licence fee was charged so far and that now there is a proposal to charge interest at 12 per cent on the outstandings. It should have been evi-

dent that the absence of any interest charge on outstanding licence fees, is itself an inducement to accumulate the outstandings. The Committee would like the Government to charge penal interest rates on outstanding rents so as to discourage delays in the payment of licence fees by the shop-keepers, apart from eviction proceedings wherever necessary.

Reply of Government

The recommendation of the Committee has been accepted by Government. Interest at 12 per cent per annum will be recovered from all licences/tenants of shops on arrears of licence fee/rent due from them.

Recommendation (Sl. No. 57) Paras 6.4, 6.5 and 6.6

The Committee note that during the last three years, construction cost of buildings has gone up by about 66 per cent. They further note that Central Building Research Institute and the Structural Engineering Research Institute are doing research to reduce costs by reducing the specifications while keeping the structural suitability of the buildings to normal safe levels. The Committee further note that the C.P.W.D. has decided to adopt some measures to effect the economy in the cost of construction as a result of the researches done by these institutes. The Committee are unhappy that so far no worthwhile progress has been made in adopting the results of research in the field in the matter of reduction in construction costs. The Committee need hardly emphasise that unless Government agencies themselves adopt measures like reduced specifications, use of local materials etc., in the construction of their buildings with a view to bringing down the costs of construction, such researches will remain on paper and would not be widely adopted by others. It is, therefore, imperative that in the context of constraints of resources and the need to build larger number of houses the Government construction agencies like, C.P.W.D. should adopt cost reduction techniques on a larger scale which will not only result in construction of more buildings but would have a demonstrative effect on the public and private organisations.

The Committee would further like the research institutes to intensify their efforts to undertake result-oriented researches as also to optimise the use of local materials in building construction.

In this connection, the Committee would also like to draw attention to the recommendations contained in paras 4.16 and 4.17 of

their 37th Report on "Housing" regarding the use of flyash as an alternative to cement and the need to find cheaper substitutes for brick, timber, etc. The Committee would like Government to take concrete action in the interest of bringing down the cost of construction.

The Committee would like Government to specify the measures adopted by them in reducing costs in their construction projects and to mention precisely the economics achieved, as a result thereof in the annual Report of the Ministry.

Reply of Government

The C.P.W.D. has already adopted the following techniques for effecting economy in the cost of construction of buildings:

- (i) Hypar footings;
- (ii) 9" load bearing walls for 4-storeyed construction;
- (iii) 3" thick pre-cast lintels;
- (iv) Under reamed piles;
- (v) Use of high strength bars/deformed bars;
- (vi) Design on the basis of ultimate load;
- (vii) Computerisation of structural analysis.

2. The above techniques are explained below.

(1) *Hyper footing*: Hyper footings have been adopted by C.P.W.D. in the construction of type III quarters in Madras. This has resulted in sizeable saving in the quantity of concrete. The savings in steel was marginal. The saving in cost was nearly 10 per cent as compared to conventional methods of foundation design. It is proposed to adopt hyper footings for 4-storeyed residential buildings in Minto Road at New Delhi which will be taken up for construction next year. Designs are under preparation.

(2) *9" Load bearing walls for 4-storeyed construction*: C.P.W.D. has extensively adopted 9" thick load bearing walls for 4-storeyed construction and these have been found to be successful. This has resulted in a saving of 25 per cent on the cost of structural masonry and 7-8 per cent on total of building work.

(3) *Pre-cast Components*: Pre-cast lintels and treads for staircases have been adopted in a number of locations by C.P.W.D. The

Thickness of lintels has been considerably reduced and the reinforcement has been made more or less nominal, where conditions permit resulting in saving of 10—15 per cent on the cost of such works.

(4) *Under-reamed Piles*: Under-reamed piles have been adopted by C.P.W.D. in places like Dewas and other locations in Delhi. Wherever soil conditions are such that under reamed piles become more economical, these are being adopted. Usually such under reamed piles are found to be economical in areas where black cotton soil is encountered.

(5) *High strength bars|deformed bars*: C.P.W.D. has extensively used high strength deformed bars in most of the major constructions. Economy in steel varying from 10 per cent to 30 per cent has been achieved by the use of such bars as reinforcement.

(6) *Design on the basis of ultimate load*: It is the common practice in C.P.W.D. now to adopt ultimate load theory for structural design. This has resulted in savings to the tune of 10 per cent—25 per cent in the cost of structural members as compared to that obtained on elastic theory of design.

(7) *Computerisation of structural analysis*: The structural analysis for the 16-storeyed and 20-storeyed buildings at Calcutta have already been computerised. Input data was worked out in detail and to a high degree of accuracy and have been fed to the computer in the I.I.T., Delhi. The output was checked and counter-checked by manual analysis by several methods and are being now used for structural detailing of these buildings. This has saved considerable amount of manual labour and has yielded design moments to a degree of accuracy which could not have been obtained by normal manual means.

The following techniques are under active consideration of the C.P.W.D. for adoption:

- (i) Extension of 8" load bearing construction to 5-storeyed buildings;
- (ii) Channel units;
- (iii) Doubly curved shell units;
- (iv) Pre-cast planks;
- (v) Yield-line method of design;
- (vi) Further work on computerisation.

4. The C.P.W.D. has already finalised plans and designs for a 5-storeyed residential construction in D.I.Z. area envisaging the use of load bearing walls, channel units and doubly surved shell units for structural flooring, fly ash cement concrete, cement mortar etc. It is also proposed to adopt all techniques of sound site layout, scientific labour ganging and proper sequencing of operations at site with a view to improving labour productivity and reducing time. The project after completion will be carefully watched to find out as to how the new structural units as well as modified specifications are behaving in practice. After this, the new structural pattern and specifications will be extended to large scale construction work.

5. The Structural Engineering Research Institute has recently published a pamphlet outlining the method of design of slabs on yield line theory. This method will be adopted selectively in future buildings.

6. The designers of the Department have been given training in computerising structural design. Many complicated designs such as those of helical staircases, shear wall construction etc. are currently being programmed for computer work.

7. The C.P.W.D. was a pioneer in semi pre-cast construction. Semi-precast beam and slab construction, brick filled 'T' beams etc., had been extensively used in the past in Kamla Market, M.Ps quarters, etc., and these will be economical. It is to be noted that some of these techniques such as Hypar footings, 9 per cent walls for Multistorey construction were originated by C.P.W.D.

8. It will also be pertinent to point out that all the ideas which emerge from Research Institutions cannot be straightway translated into practice, as some of these require further studies on pilot construction scale. Further, it should also be noted that many techniques cannot be adopted on a big scale unless the technical soundness and economy are properly established.

9. The Department has set up a Committee under the Chairmanship of the Chief Engineer (Designs) specifically for the purpose of constantly following the new techniques which are being developed in the laboratories and research institutions, studying closely their behaviour in the experimental projects and suggesting methods for their adoption in large scale construction.

10. Local materials are used by the C.P.W.D. wherever possible. As regards use of flyash, necessary instructions have been issued to various State Governments and Departments of the Government of

India to ensure that flyash is utilised in building construction. These will be used by the C.P.W.D. when standard quality flyash is marketed.

11. The recommendations of the Committee that Research Institutes should intensify their efforts to undertake result-oriented researches as also to optimise the use of local materials in building construction, are being brought to the notice of the concerned authorities. As desired by the Committee, measures adopted in reducing costs in construction projects and economics achieved would be specified in the annual report of the Ministry.

[No. 20012(13)/75-W2 dated 4-10-75]

Recommendation (S. No. 58 Para 6.11)

The Committee note that since August, 1973, the Government have imposed a ban on new constructions under which no residential or office building which has not reached the plinth level, can be proceeded with. They further note that as a result of the representation made by the Ministry of Works and Housing, the Cabinet has agreed in principle to relax the ban partially and has permitted the construction of houses for low income group Government employees during the year 1975-76 with a view to utilise Rs. 4.10 crores out of the budget provision of Rs. 7 crores, after meeting an expenditure of Rs. 2.90 crores for continuing schemes. In Chapter I, the Committee have already discussed about the Government's contention regarding the inflationary effect of injecting more funds in construction activities. They have also emphasised the need for the construction of more residential accommodation for Government employees to increase the percentage of satisfaction in the various cities. Moreover, the Committee would also like the Government to consider the effect of the ban on the efficiency and morale of the C.P.W.D. Organisation. The Committee therefore strongly urged the Government to review their decision regarding the ban on construction so that the basic needs of the employees for shelter are satisfied and the organisation of the C.P.W.D. which is stated to have been geared up for a large programme of construction is utilised to the optimum. The Committee have already stressed the need to allocate larger funds for this purpose. They hope that early decision would be taken in the matter.

Reply of Government

For the current year, the ban on construction has already been lifted and steps have been taken to start construction of 4944

houses mainly for the low-paid employees. The work will gain momentum and more funds will be required next year. A programme for taking up new works next year, is also being drawn up and will be finalised, in advance so that all preliminary steps preparatory to the call of tenders, are completed by the time the next year's budget is voted. The Finance Ministry have been advised of these steps and of the recommendations of the Committee. They have stated that they would consider this matter at the time of the discussion of the annual plan for the next year. It is hoped that more funds would be allocated next year.

[No. 20012(14)/75-W-2 dt. 29-8-75]

CHAPTER III

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

Recommendation (Sl. No. 4) Paras 2.19 to 2.21

The Committee are distressed to note that the position in respect of provision of residential accommodation for the Central Government employees in Delhi and other metropolitan cities is very unsatisfactory. The percentage satisfactions achieved in Delhi which has the biggest concentration of such employees, was of the order of 32, 32, 38 and 41 respectively during the First, Second, Third and Fourth Plans, as against a target of 80 per cent satisfaction aimed at during each Plan. The number of houses available in Delhi has risen barely by 20,080 during the seventeen years, that is, from 20,824 at the end of the First Plan to 40,904 at the end of the Fourth Plan, as against an increase in the demand by 35,232 houses *i.e.*, from 64,596 in the First Plan to 99,828 in the Fourth Plan. The percentage satisfaction achieved at the end of the Fourth Plan in the cities of Calcutta, Bombay and Madras is 9, 11 and 6 respectively which is far short of the satisfaction levels aimed at. The overall satisfaction achieved or all the eight cities where general pool accommodation is available, is 30 per cent. The Committee are constrained to observe that the progress made by Government so far in providing housing to their employees is a sad reflection of their failure to satisfy the basic needs of the employees, particularly the low paid employees to any reasonable extent.

From among the many reasons advanced for the low percentage satisfaction achieved, the Committee are unhappy to note that during the first two Plans, the demand projections for each Plan period were based on the number of applications received from Central Government employees without taking into account the total number of employees, and that planning for construction of building was started after the funds were actually released leading to a time lag between allocation of funds and the start of the construction work. The Committee are unable to comprehend how without the basic information relating to number of em-

ployees any meaningful plans for housing them can be formulated. The Committee have referred to his aspect in a subsequent section of the Report.

Another reason advance was shortage of funds for construction of residential accommodation. The Committee cannot but express their concern about the low priority received by housing schemes. When financial constraints have been the major handicap, the Committee would have liked the Government and its various agencies to institute schemes for low cost houses and economy in construction, which could have made a real impact on the problem of housing instead of reducing the pace of construction. The Committee are concerned about the absence of any perspective planning on a scientific basis with time bound targets and a firm resolve to meet the housing shortage within a specified period. As it is, much valuable time has been lost and the problem remains largely unsolved. The Committee stress that the causes for the slow progress made in planning and implementing the schemes for construction of residential accommodation should be identified and the shortcomings noticed such as non-collection of data regarding employees, time lag between construction and allocation of funds etc. rectified.

Reply of Government

The satisfaction rate is, undoubtedly low. However, construction of buildings even low cost ones, requires a fairly large financial outlay and of late, because of the much directional increase in the developmental activity of the Government, calling for large investment in various fields, this has become a constraint. This Ministry has always been trying, to get larger funds allocated for building purposes; and this year, it has also got the ban on the construction of houses lifted, particularly for the employees of the lower income group; but allocation of funds is done by the Government, after taking into account all the relevant factors and priorities in the various sectors and all that this Ministry can state is that it will stress to get more and more funds allocated.

The planning process is also being streamlined. Aleary the Estate Directorate, while asking for applications according to a fixed priority, at the places where general pool accommodation exists, or is being built, has started asking the heads of offices/ departments to indicate the number of people eligible for various types of accommodation in the general pool. By applying to the latter, the percentage of satisfaction which we propose to achieve,

it will be possible to arrive at a more or less, dependable base for planning. In any case, the shortage is so large that for a long time to come, until the gap between demand and availability is narrowed down, a slight error in ascertaining the demand is not likely to make much difference. The employee population may also keep on growing. Hence, the position will have to be reviewed from time to time, and the perspective plan, now proposed to be drawn up will have to be reviewed and revised. This will be done.

The specifications adopted for the housing of Government employees are already very cheap. It will not be desirable to reduce them further. Plinth area reduction has already been done and all future construction will be on the basis of reduced plinth area. In fact now, the Government has decided to build only five types of houses and the highest of these will have only 1500 sq. ft. in the main building excluding the balcony and circulation area. Cost reduction devices, based on new technological improvements are also being adopted.

[No. 20012(5)/75-W2, dated 6-10-75].

Comments of the Committee

Government may furnish a copy of the perspective plan, when drawn up for the information of the Committee.

Recommendation (Sl. No. 6, Para 2.23)

The Committee feel particularly concerned about the very low level of satisfaction achieved in respect of the weaker section of employees entitled to accommodations in types I to II whereas officers entitled to types V to VIII are comparatively better off, the satisfaction in these categories being in the range of 70 per cent to 92 per cent in terms of some accommodation given to them though not of the type to which they are entitled. The Committee have also drawn attention in a subsequent section to the bleak prospects for securing accommodation by Government employees who have put in over 20 years of service. The difficulties faced by the employees due to paucity of private accommodation, exorbitantly high rents, insanitary living conditions in the rapidly growing and crowded urban centres, inadequacy of public transport, etc., need hardly be enumerated, and the deleterious effect on their health, morale, efficiency and their capacity to contribute effectively in their various tasks cannot be too strongly stressed.

Reply of Government

The higher level of satisfaction amongst the officers entitled to the higher types is for the following reasons:

- (i) Most of the preindependence quarters inherited by the Central Government were of the higher types;
- (ii) Key officers whose services may be required at any time, and who are also required to be contacted on the telephone, sometimes by outstation officers, outside the office hours also, must be provided with residence at convenient places; otherwise they will find it impossible to function
- (iii) Officers of this type are permitted accommodation of the next below type which results in a higher satisfaction rate in terms of Government accommodation irrespective of the type; but if the position were to be reviewed from the angle of their type entitlement it will be seen that their satisfaction rate, too, is low. The facility of the 'next below type' is not given to the employees entitled to the lower type lest this should eventually lead to the squeezing out of a large number of employees of the lowest type.
- (iv) Most of the employees of the higher type are transferable and many of them are brought over from the States on a tenure basis. If they are not assured of some type of accommodation or the other, they do not feel inclined to come.

However, the construction programme after the independence has generally been weighted in favour of the lower income brackets. No. type V, VI, VII or VIII houses were built at all at Delhi or Madras during the Forth Plan period. Only 27 type V and 59 type VI houses were built at Calcutta and 78 type VI houses at Bombay during the aforesaid period. Of the 4944 houses decided to be constructed during the current year, none is of type V and above. The number of houses of the lower type, on the other hand, is as follows:

Type I	1023
Type II	2049
Type III	1716
Type IV	156

(No. 20012(7)/75-W2 dated 1-9-75).

Recommendation (Sl. No. 20, Para 2.88)

The Committee note that on the whole about Rs. 47 crores are paid every year as house rent allowance to all Central Government employees, who have not been provided with accommodation out of which an amount of Rs. 7 crores pertain to employees at Delhi. The Committee are convinced by the arguments advanced by the Ministry that it would be more economical to build houses for the employees rather than to continue paying house rent allowance to them. There will be a better return in the shape of higher rent realisable from the employees upto the maximum of 10 per cent of their emoluments instead of standard rent which is recovered mostly at present. There will also be a substantial reduction in maintenance costs on account of a large number of new constructions. These factors alone would more than offset the amount paid as House Rent allowance. The Committee feel that besides these, the advantages of creating durable assets for the Government and satisfaction of the basic needs of the employees are added grounds for building more accommodation for employees. The Committee would, therefore, strongly urge Government to take into account the undoubted advantages of capitalizing the recurring payments on account of house rent allowance and investing in the capital works and to embark on a crash programme of construction of house for providing accommodation to Government employees, which would not only result in effecting recurring savings on account of payment of house rent allowance but also keep a large section of the employees satisfied as the availability of an essential amenity like shelter at reasonable rent would prove to be an unmixed blessing in these hard days.

Reply of Government

As already intimated to the Committee, against our request for allocation of Rs. 183.00 crores for construction of General Pool accommodation during the Fifth Five Year Plan, a sum of only Rs. 6.30 crores has been allotted during 1974-75 and Rs. 7.00 crores during 1975-76. A crash programme to the extent of Rs. 183.00 crores is therefore already available. The Planning Commission, who decide about allocation of funds for construction of general pool accommodation, have expressed the view that unless the resources position improve, there appears to be no scope for providing larger allocation of funds. They have also expressed the view

that the resources constraints are likely to continue for some years to come and there is no scope for embarking a crash programme of construction of houses with a view to solve the problem within a reasonable period.

2. In view of the position indicated above, we have to consider how best the problem of housing of Central Government employees can be solved over a period of years. With a view to having continuity of operations, it proposed to draw up a perspective plan for a 20-year period aiming a satisfaction of 80 per cent in Delhi and 60 per cent in the other metropolitan cities. It is also our intention to assess the requirement of accommodation of Central Government employees in various other large towns and State Capitals and assess the requirements and funds required therefor. In view of the constraints on resources, only a 20-year perspective plan seems to be the best solution for solving the housing problem of Central Government employees in the large cities.

(No. 20012(9)/75-W2 dated 4-10-75).

Comments of the Committee

Government may furnish a copy of the perspective plan, when drawn up for the information of the Committee.

Recommendation (Sl. No. 26, Para 3.13)

The Committee note that against the proposal of the Ministry for a provision of Rs. 33 crores during the Fifth Plan for construction of office accommodation, the draft Fifth Five Year Plan envisages an outlay of Rs. 20 crores (out of a total of Rs. 100 crores) for this purpose. They regret to note that even this provision is not final as no decision regarding final allocation for the Fifth Five Year Plan has been taken by Government so far. The Committee feel that unless a firm decision is taken regarding the total allocation of funds to the Ministry, it will be hardly possible for them to take concrete steps to formulate and implement the schemes for construction of office accommodation which would further widen the gap between demand and availability of office accommodation at the end of the Fifth Five Year Plan. The Committee recommend that early decision should be taken by Government in the matter so that schemes for constructing office accommodation can be processed and implemented in a phased manner.

Reply of Government

The recommendation of the Committee for taking an early decision regarding allocation of funds for construction of office accommodation during Fifth Plan period has been brought to the notice of the Planning Commission and Ministry of Finance. The Ministry of Finance have not expressed any view regarding taking a decision for allocation of funds during Fifth Plan period. They have also stated that in the present difficult financial position, it may not be possible to allocate more funds during the current year. They have however, desired that necessary proposals for next year may be formulated by us in consultation with them and discussed during the annual Plan discussions. This Ministry has already written to the Chief Engineers to formulate specific schemes for the next year and it will ask for more funds.

[No. 20012(3)/75-W2 dated 11-8-75.]

Recommendation (Sl. No. 34, Paras, 3.54, 3.55 and 3.56)

The Committee note that the rent paid for the leased and requisitioned accommodation varies for each building. The rents for the buildings requisitioned during the period 1941 to 1944 are lower as compared to the buildings which are now taken on rent. The Committee further note that out of 96.27 lakh sq. feet of office accommodation in use as on 31st December, 1973 in Delhi, Bombay, Calcutta, Nagpur, Simla, Faridabad and Madras, the leased/requisitioned accommodation was 12.66 lakh sq. feet which accounts for about 13 per cent of the total office accommodation available.

The Committee note that office accommodation is at present available for hire at about Rs. 3 per sq. foot of plinth area per month that is Rs. 36 per year. On the other hand, the cost of construction (excluding cost of land) of a multi-storeyed building is estimated at Rs. 1.00 per sq. foot. Taking into account the interest charges on the capital invested in the construction of new buildings, it would appear that in about 4 to 5 years time, the rent paid for hired accommodation would be equal to the cost of construction of Government owned multi-storeyed buildings.

The Committee would also like to point out that the cost of construction is likely to go up in future and consequently the rate of hiring private accommodation is also liable to further increases. The Committee would therefore like Government to examine in depth the comparative economics of construction of accommodation

and hiring of accommodation particularly where land is available with the Government, and initiate immediate measures for a well-phased construction programme to meet the deficit in office accommodation. Such a programme would be in the larger economic interests of the country in as much as, besides creation durable assets, there will be considerable saving in the payment of rent for the hired/requisitioned accommodation.

Reply of Government

This Ministry is of the view that in the long run it will undoubtedly, be more economical to construct office accommodation rather than hiring it. However, the construction of any large building takes time and until the building is ready the Government will be called upon to incur expenditure on hiring as well as construction. Hence, everything will depend on how much more additional resources the Government will be able to lay aside, for enough construction, at a time. Evidently even though if the long term economics would work out to be cheaper, the Government for some time to come will not be able to find enough resources to be able to start compensatory construction for all the hired accommodation. There are several offices functioning in old hutments which keep on becoming dangerous or unsafe from time to time, inspite of repairs and renovation compensatory construction for these too, has to be thought of. The size and magnitude of the problem are very large and the additional resources to be laid aside for construction are so small, that with the best of intentions the hiring of accommodation will have to continue till sufficient funds are available and large scale construction can be embarked upon.

However, steps are being taken to draw up a long term plan so that at least, a steady pace of progress is maintained althrough. It is proposed to draw up a plan for the liquidation of the existing shortages within the next twenty years.

(No. 20012(12)/75-W2 dated 11-11-75).

Comments of the Committee

The Committee may be informed of the action taken in the matter.

Recommendation (Sl. No. 42, Paras 4.24, 4.25, 4.26 and 4.27)

The Committee note that the allottees of shops in the four rehabilitation markets namely Sarojini market, Kamla Market, New

Central market and Pleasure Garden market are paying concessional licence fee which was fixed by the Ministry of Rehabilitation on 1st November, 1957. After these markets were transferred to the Directorate of Estates on 1st April, 1958 the same rates as fixed in 1957 continued to be charged. The rates of licence fee were revised *w.e.f.* 1st January, 1962 only in respect of allotments made regularised after 1st April, 1958.

The Committee further note that in respect of the premises in the markets which come under the "general quota" which are rented out after calling tenders, the licence fees have been revised only once in 1964.

The Committee feel concerned that in the case of the rehabilitation markets, as many as 675 allotments were made without executing any lease deeds and in cases where there are lease deeds, there is no provision in them for revision of the licence fee. The Committee note that the Law Ministry have also given the opinion that Directorate of Estates cannot revise the licence fee as the contract does not provide for it. The Committee are of the view that a detailed enquiry into the circumstances under which such allotments were made without executing lease deeds and by executing defective lease deeds should be made and responsibility fixed on the persons who were responsible for such serious lapse.

The Ministry of Law has given the opinion that the rents cannot be revised upward with respect to the original allottees who were allotted shops in the Rehabilitation Markets in 1957. The Committee would like Government to examine the problem in depth as to whether all the occupants of the shops in the Rehabilitation Markets are the original allottees against whom no action is possible for increase in licence fees according to the legal opinion. The Committee feel that in respect of those occupants who were not the original allottees, legal action can be taken either to evict them or to get them execute proper lease deeds providing for increase in licence fees.

Reply of Government

The matter regarding non-execution of proper licence deeds in respect of shops in Rehabilitation Markets concerns the Department of Rehabilitation as the shops were originally allotted by them. They have been requested to send a suitable reply to the Estimate Committee direct.

2. Legal action is taken either to evict the occupants of shops in the four Rehabilitation Markets, who are not original allottees or to get proper licence deeds/lease deeds providing for payment of increased licence fee/rent, executed by eligible occupants. Regularisation of shops in favour of partners/sublessees has, however, been stopped.

Further Reply of Government

The matter regarding non-execution of proper lease deeds in respect of shops in rehabilitation markets prior to the transfer of the markets to the Directorate of Estates was referred to the Department of Rehabilitation. They have stated that the administrative control of the rehabilitation markets was transferred to the Ministry of Works and Housing *w.e.f.* 1-4-1958 and that, accordingly, all the relevant records, *i.e.* property files, etc., and the dealing staff were transferred to the Directorate of States. The question why lease deeds in respect of shops in these markets were not properly got executed before the allotments cannot be ascertained from the records as there is no mention of any reasons therefor. Presumably, the allotments were made in a hurry to refugees for their quick rehabilitation without for the completion of necessary formalities. As the question is more than 17 years old and as the staff dealing with the subject at that time may not be in position, it is not feasible to enquire fruitfully into the circumstances in which such allotments were made without executing lease-deeds or executing incomplete and defective lease-deeds. In any case, it is not possible to fix responsibility on the persons who were responsible for such lapses in the late Ministry of Rehabilitation.

(No. DE/MKT/25 (8) /75 Dated 17-10-1975).

Recommendation (Sl. No. 49 in Appendix VIII Para 5.17)

The Committee regret to note that arrears of licence fee in respect of general pool accommodation in the regional offices amounted to Rs. 71 lakhs at the beginning of the year 1973-74 which increased to Rs. 109 lakhs at the end of the year. The Committee regret to observe that against an annual assessment of Rs. 100 lakhs, the recoveries during the year, amounted to only Rs. 43 lakhs. This clearly indicates laxity in effecting recoveries. The Committee would like that the whole matter regarding the recovery of licence fee in all the regional offices, both for office and residential accommodation, should be gone into thoroughly and effective measures taken, in consultation with the departments concerned, to clear the outstand-

ings at an early date. They see no reason why there should be delay in the recovery of such dues from Government and Semi-Government departments.

Reply of Government

A study has been made regarding the arrears of licence fees pertaining to the residential accommodation. The study shows that the main reason for accumulation of arrears is the non-receipt of recovery schedules in time although the recoveries may have actually been effected by the Departments concerned and these are only to be adjusted in the books. A senior officer has been deputed to visit some of the regional offices to review the position and to suggest ways and means by which the arrears of licence fees in respect of the residential accommodation can be expeditiously reduced to the minimum. As regards office accommodation, steps have been taken to persuade the departments concerned to make early payment. Instructions have been issued to the regional offices to discuss this matter with the concerned Heads of Offices and to bring down the arrears.

(No. 20013(21)/75-Pol. I dated 22-7-75).

Comments of the Committee

Government may intimate to the Committee the result of the survey made by the officer concerned in respect of the Regional Offices and the action taken in pursuance of those findings.

Recommendation (Sl. No. 52, Para 6.20)

The Committee are disturbed to note that a sum of Rs. 6.7 lakhs is outstanding against a private caterer who is in occupation of a portion of Grand Hotel, Simla. They further note that although it was decided in 1968 to terminate the lease of the caterer, the vacation order was issued by the Estate Officer in March, 1970. The premises have not yet been vacated as the caterer has gone to the Court and the matter is *sub-judice*. The Committee would like the matter to be pursued vigorously with a view to expeditiously settle the case. They would also like it to be investigated whether there has been any laxity in pursuing this case vigorously by the Directorate of Estates at the various stages and particularly the reasons for issuing vacation order in March, 1970, when decision to terminate the lease was taken in 1968 and, if so, to fix responsibility therefor.

Reply of Government

It has not been possible for Government to recover rent|damages from the Caterer occupying a portion of Grand Hotel, Simla since the 15th April, 1968, as he has filed an appeal against the order of the Estate Officer and the matter is *sub-judice*. Necessary steps are being taken to expedite the settlement of the case. The District Court at Simla has since ordered the Caterer to furnish adequate security for payment of dues outstanding against him.

2. The main reason for delay in the finalisation of the eviction proceedings was the dilatory tactics adopted by the caterer. The counsel for the caterer had obtained a number of adjournments by putting legal obstacles and final eviction order could be passed only in March, 1970. The case, had to be contended upto higher courts like the High Court of Himachal Pradesh and the Supreme Court. Now the eviction case is pending appeal before the District judge, Simla, on remand from the High Court. The appeal including the appeal against the eviction order, is posted for hearing on 7-11-75. Accordingly, the physical eviction of the caterer could not be carried out.

3. The relevant records pertaining to the case have been examined and it is observed that there has not been any laxity on the part of any official of the Government in processing this case.

Further Reply of Government*

“As a result of dismissal of appeal filed by Sri C. Baljee against his eviction order passed by the Estate Officer, the Department took immediate action without giving any time to Shri Baljee to cause impediments, in evicting him and taking possession of the premises, which was under his unauthorised occupation since 1968, on 31st December, 1975.

So far as the damages recovery proceedings were concerned the appeals filed by Shri Baljee were also dismissed by the Appellate authority with modification of rate of damages recoverable from Shri Baljee. As against this, the Department is contemplating action to file writ petition against the reduction of rate of damages which was awarded by the Estate Officer in damages proceedings. During the pendency of the appeal, Shri Baljee was required to

* This information was furnished by the Ministry of Works and Housing at the time of factual verification.

furnish security. Action has been taken to maintain the security. Even otherwise Shri Baljee has paid first instalment towards his dues as assessed by the Appellate authority."

[O.M. No. 25013(1)/75-Bt. dated 1st April, 1976];

Recommendation (Sl. No. 54, Para 5.26)

The Committee find that the present system of collection of licence fee is cumbersome inasmuch as rent is first collected from the shopkeepers by the Inspectors which is thereafter deposited by them with the Cashier. Now that banks have been nationalised and banking facilities have been established in a large number of post offices, Government may consider the feasibility of allowing the shopkeepers to deposit the money directly on this account with the nationalised banks/post offices who may arrange to remit the same to Government. In this context the feasibility of issuing separate bank pass books to indicate the amount and date of payment may also be examined by Government.

Reply of Government

The Ministry of Finance (Department of Banking) were consulted about the possibility of recovery of licence fee from occupants of shops in the various Central Government markets through nationalised banks. That Ministry feel that collection of licence fee through nationalised banks would create problems pertaining to accounting, control and payment of remuneration which would outweigh the likely advantages. In the circumstances, it is not considered feasible to transfer the work of recovery of licence fee for shops in the various Central Government markets to nationalised banks.

2. The question of recovery of licence fee from occupants of shops through post offices is receiving active consideration of the postal authorities and the result of the negotiations with the postal authorities will be communicated to the Committee as soon as possible.

CHAPTER IV

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

Recommendation (Sl. No. 1, Paras 1.17 to 1.21)

The Committee note that during the First, Second, Third and Fourth Plan periods, including Plan Holiday (1966—69) against the allocation of Rs. 96.86 crores, Rs. 98.02 crores were spent by the Government for construction of residential accommodation in the General Pool and office accommodation which is managed by the Directorate of Estates. In spite of this expenditure, the overall availability of residential accommodation in the eight cities is about 30 per cent of the total demand, worked out on the basis of the periodical applications invited from the Central Government employees by the Directorate of Estates. Taking into account the overall demand of Government employees as a whole in these cities including those who are not even asked to submit applications for allotment, it would appear that the actual satisfaction achieved so far is much less than 30 per cent. In addition, there is also a shortage of 33.65 lakh sq. ft. of office accommodation excluding leased/requisitioned accommodation in the four Metropolitan Cities Delhi, Calcutta, Bombay and Madras which obviously is being largely met by hiring private accommodation.

The Committee also note that the Ministry of Works and Housing had put up proposals for the allocation of Rs. 183 crores for construction of residential and office accommodation during the Fifth Five Year Plan period. Against this, a tentative allocation of Rs. 100 crores (i.e. Rs. 80 crores for residential quarters and Rs. 20 crores for office accommodation) has been made in the draft Fifth Five Year Plan. This works out to an average of Rs. 20 crores for each year of the Plan period. The Committee are constrained to note that the actual allocations made for 1974-75 i.e., the first year of the Plan was Rs. 6.30 crores only. For the second year of the Plan i.e., 1975-76, an allocation of Rs. 7 crores only has been made. These allocations are to be spent mainly on the continuing schemes. The Committee are further informed that considering the situation in detail, the Planning Commission has asked the Ministry to go slow

for the first three years of the Plan period. The Committee are unable to appreciate this position. They feel that if the allocations made during the years 1974-75 and 1975-76 are any guide, the policy of going slow in the first three years of the Plan, would amount to an allocation of about Rs. 20 crores only during the first three years of the Plan period, leaving a balance of Rs. 80 crores to be spent during the last two years of Plan period. The Committee consider that for the economic and efficient utilisation of the resources, there should not be such a wide divergence in the allocations of funds which should be evenly distributed during each year of the Plan period as far as possible. Apart from other considerations, this is necessary for better planning and execution of programmes as well as optimum utilisation of the capacity of the C.P.W.D. which is the executing agency for construction activities.

The Committee further consider that the allocation of meagre funds during the first three years of the Plan period would delay in providing residential accommodation which is a basic need, to a larger number of Central Government employees, more than 70 per cent of whom are without Government accommodation. The non-provision of residential accommodation not only causes economic hardship to the Central Government employees, but also results in payment of considerable sums of money on account of house rent allowance to them. With the construction of more houses, this could be reduced substantially.

The Committee are also not convinced by the explanation given by the representative of the Planning Commission that keeping in view the existing economic situation and financial constraints it would not be wise to inject more funds into housing activity which is likely to be more inflationary in the present situation. The Committee are of the opinion that construction projects would generate more economic activity by creating larger employment potential among various sections of the community. Moreover, as the position regarding availability of steel, bricks etc., has considerably eased, there should be no formidable constraints in undertaking construction of houses on a larger scale particularly for the low paid Government employees.

The Committee consider that the allocation of larger funds would go a long way in:

- (i) providing more quarters for Central Government employees, thereby fulfilling a basic need and increasing the percentage satisfaction for housing among them.

- (ii) saving of substantial amounts by way of reduced payments of house rent allowance.
- (iii) full utilisation of the capacity of C.P.W.D. to undertake construction works which would otherwise remain under-utilised.
- (iv) saving in construction costs which are likely to go up due to rising prices.
- (v) creating more employment potential and generating more economic activity in the various sectors connected with construction activity. The Committee would, therefore strongly urge the Government to allocate larger funds for residential and office accommodation, which should be evenly spread during the remaining four years of the Fifth Five Year Plan period. The Committee would further like the Government to lay down priorities for the construction of houses particularly for the low-paid employees so that the basic requirement of a shelter is available to a large number of Government servants and their dependent families.

Reply of Government

The recommendations of the Committee have been brought to the notice of the Planning Commission and Ministry of Finance who decide about allocation of funds for construction of general pool accommodation. As already stated by us earlier, for the current year a sum of Rs. 7.00 crores has been made available for construction in general pool and to this extent ban on undertaking new construction works has also been relaxed. The Ministry of Finance have expressed the view that in the present difficult financial position, it may not be possible to allocate more funds during the current financial year and therefore have desired that the programme of construction for next year may be considered by this Ministry in consultation with them and the funds needed for next year arrived at so that the same can be discussed at the time of consideration of annual Plan next year. This will be done by this Ministry.

[No. 20012(3)/75-W2 dt. 11-8-75].

Further information called for by the Committee

The Committee may be informed of the reactions of the Ministry of Finance and Planning Commission to the recommendations of the Committee as also an outline of the next year's construction pro-

gramme. The action taken to lay down priorities for the construction of houses for the low-paid employees may also be intimated.

(L.S.S. No. 5/23/1/EC/75 dated 7-1-1976).

Further Reply of Government

Reactions of the Ministry of Finance and Planning Commission to the recommendations are contained in Appendices I and II.

For next year's plan i.e. 1976-77, this Ministry had formulated proposals involving an expenditure of Rs. 15 crores as per details given below:—

(Rs. in lakhs)

	Continuing Schemes	New works	Total
Residential	930.00	400.00	1330.00
Non-Residential	105.00	65.00	170.00
TOTAL	1035.00	465.00	1500.00

In the new schemes proposed to be taken up next year, this Ministry had proposed commencement of construction of 4866 residential units and 14 lakhs sq. ft. of office accommodation. The annual Plan was Rs. 6.30 crores only. For the second year of the Plan i.e., mission more than once and after detailed discussion, an allocation of Rs. 9.00 crores has been approved. Since it is absolutely essential to have a continuity of programme and this can be achieved only if new works are taken up, it has been decided by us that Rs. 7.00 crores should be utilised for continuing works and Rs. 2.00 crores for new works. From the allocation of Rs. 2.00 crores for new works it is proposed to commence construction of 2391 units (696 type-I, 1130 type-II, 453 type-III and 112 type IV) quarters in Delhi/Ghaziabad and one apartment house (96 suites) in Bombay and 4.10 lakhs sq. ft. of office accommodation in Delhi and Ghaziabad.

As regards laying down of priorities for construction of the accommodation for low-paid employees, this aspect is kept in view while formulating the proposals. In this connection it may be mentioned that out of 4989 houses approved for construction during the current financial year, 4833 are of lower types like type-I, II and III and even the remaining 156 are type-IV houses which are meant for middle level people. It may be mentioned that at Delhi many type IV houses are being demolished for re-construction, hence the construction of some Type-IV houses is essential. In the programme to be taken up

for construction during the next year also *i.e.* 1976-77, out of 2391 houses, 2279 will be of types I, II and III and only 112 houses will be of type-IV.

[O.M. No. G-25013/1/75-BT dated 11-2-1976].

Further Comments of the Committee

Please see paras 1—10 of the Report (Chapter-I)

Recommendation (Serial No. 7, Para 2.24)

The Committee would like to point out that it is high time that the magnitude and importance of providing accommodation for Central Government employees within a specified period is realised in its correct perspective and concerted efforts made to solve the problem. The problem calls for a reorientation of policies and programmes. To achieve the object of providing accommodation to the employees within a specified determined time limit and for accelerating the pace of housing construction in the country, a package of practices and programmes will have to be taken up in an integrated and coordinated manner. The Committee would strongly urge that as a first step Government should declare unequivocally their policy in the matter and take immediate measures for embarking on a crash programme of construction of housing with a view to solve the problem within a reasonable time. Such a programme should *inter alia* provide for the following factors:—

- (a) Collection of precise data about the number of Central Government employees in various cities from time to time to facilitate realistic perspective planning.
- (b) Reduction of the number of types of accommodation in the General Pool to facilitate rationalisation and quicker construction.
- (c) Laying down firm strategy for providing accommodation, according to a phased programme to be completed within five years, to those who have put in a minimum of ten years service.
- (d) Concentration of construction activities in the near future only on accommodations of Types I to II where the satisfaction is very low.

- (e) Concerted efforts for practical application of the already evolved technology for low cost housing and economy in construction.
- (f) Concerted efforts to remove congestion in the cities and to shift such Government offices as can be immediately shifted to satellite towns.
- (g) Formulation and implementation of separate cooperative housing schemes for Central Government employees enabling them to acquire their own houses, thus reducing strain on the accommodation available in the General Pool.

Reply of Government

This Ministry agrees with the recommendations of the Committee that the pace of construction of residential accommodation for Central Government employees should be accelerated. Proposals for construction of accommodation are included in the Five Year Plans and allocation is finalised by the Planning Commission and Ministry of Finance. Planning Commission, with whom the matter was taken up, have expressed the view that resources constraints are likely to continue for some years to come and there is no scope for embarking on a crash programme of construction of houses with a view to solving the problem within a reasonable period. In view of this position it is not considered feasible to prepare a crash programme. However, with a view to having a steady rate of construction of houses for the Central Government employees, a long term perspective plan covering a period of 20 years, is being drawn up to aim at a satisfaction of 80 per cent in Delhi/New Delhi and 60 per cent in the other large cities, where general pool houses exist, at present. This plan will be kept under constant review and will be suitably adjusted or modified depending on an increase or decrease in the physical and financial resources. The other points raised by the Committee are dealt with below:

- (i) Orders have already been issued fixing revised scale of plinth area for construction of accommodation for Central Government employees. The number of types has also been reduced from eight to five. The Committee has been informed of the position in reply to recommendations contained in paras 2.7 and 2.8.
- (ii) As already indicated above, it will not be possible to have a time-bound programme and construct accommodation for all employees who have put in 10 years' of service. However with the preparation and implementation of a

20-year perspective plan, a substantial number of employees will be provided housing.

- (iii) While preparing the perspective plan, it is intended to achieve a certain percentage of satisfaction in all types. From this point of view it may not be desirable to restrict the construction to only the two lowest types. However preference is always given to the construction of houses of the lower type and this will continue to be given. Of the 4944 units approved to be taken up for construction this year, only 156 are of type IV, the rest being types I, II and III.
- (iv) The C.P.W.D. has already adopted a number of techniques for effecting economy in the cost of construction of buildings. It also continues to adopt new techniques for achieving economy. Details have been indicated in reply to paras 6.4 to 6.6 of the Report.
- (v) The Committee has separately recommended in paras 3.43 and 3.44 about shifting of offices. Position will be explained in detail in reply to those recommendations.
- (vi) It has already been explained in reply to paragraph 2.121 that all encouragements are being given and will be given to cooperative societies that may be formed by employees of middle and low income groups. The Central Government employees belonging to low and middle income groups can also form cooperative societies and get assistance for construction of houses under the Low Income Group Housing Scheme and Middle Income Group Housing Scheme and, as explained in our reply to paragraphs 2.123, 2.124 and 2.125.

[No. 20012(8)/75-WL dated 4-10-1975].

Recommendation (Serial No. 8 Paras 2.32, 2.33 and 2.34)

From a study of the data regarding priority dates covered in various cities as on 31st August, 1974 where General Pool accommodation is provided, the Committee note that the position of availability is the worst in Types II to IV quarters as indicated below:

Type	Number of year of service requires			
	Delhi	Calcutta	Bombay	Madras
I	17	23	31	25
II	20	26	30	19
III	26	31	32	31
IV	29	31	33	34

It would be noticed that for Types I and II, a person has to put in 17 to 20 years of service in Delhi, 23 to 26 years in Calcutta, 30 to 31 years in Bombay and 19 to 25 years in Madras. For Types III and IV a person has to put in 31 years of service to get a quarter in Calcutta, 26 to 29 years in Delhi, 32 to 33 years in Bombay and 31 to 34 years in Madras. In Bombay and Madras, a Government employee entitled to Type III or IV quarter is likely to retire without getting his entitled accommodation.

The Committee regret to note that in the present state of availability of quarters, Government servants entitled to Types I to IV accommodation have no chance of getting accommodation even after putting in ten years of service. The chances of those who have put in 20 years of service are also not very bright.

The Committee consider that it is the responsibility of Government to provide the basic need of shelter to all its employees. They, however, realise that in view of the heavy shortage of residential accommodation and increase in the number of Central Government employees, it may not be feasible to provide accommodation to a Government servant immediately on entering service, but they feel that a Government servant with ten years of service, should at least be provided with residential accommodation. The Committee recommend that keeping this objective in view, Government should prepare a time bound crash programme for the construction of quarters to cover the needs of all employees with ten years of service and should provide requisite funds therefor.

Reply of Government

This Ministry agrees with the views of the Committee that there is need for undertaking construction of larger number of quarters for the Central Government employees. However in view of the existing constraints on resources, there is perhaps no scope for embarking on a crash programme of construction of houses, immediately. However, as a long term measure, it is proposed to prepare a perspective plan for 20-year period aiming a satisfaction of 80 per cent in Delhi and 60 per cent in other cities, and this measure, it is hoped, will solve the housing problem of Central Government employees.

Comments of the Committee (Rec. Nos. 7 and 8)

Please see paras 11—14 of the Report (Chapter-I).

Recommendation (Serial No. 9 Para 2.35)

The Committee further suggest that the Ministry of Works and Housing should devise a suitable system for collection of data regarding Central Government employees who have put in 10, 20 and 25 years of service and are still without residential accommodation as the maintenance of such a data will greatly help in formulating policies and programmes for the construction of the requisite number of quarters for the Government employees.

Reply of Government

The suggestion of the Committee has been examined. At present, details of Government employees eligible for general pool accommodation are collected at the time of inviting annual application for allotment of general pool residences in respect of places where there are such residences. On account of shortage of funds, construction of residential accommodation is undertaken only on a limited scale. For the purpose of planning such construction for the time being at least, the present method of collection of information is considered adequate; all the same, efforts are being made to improve upon it still further.

Comments of the Committee

Please see paras 15—17 of the Report (Chapter I).

Recommendation (Serial No. 10 Para 2.44)

The Committee note that the number of quarters actually constructed in the 8 cities (Delhi/New Delhi, Calcutta, Bombay, Madras, Simla, Faridabad, Chandigarh, Nagpur) during the 1st, 2nd, 3rd and 4th Plan periods was 6251, 13,201, 11049 and 4737 respectively. The number of quarters constructed during the 4th Plan was the lowest. The Committee regret that no physical targets for the construction of each type of quarters were laid for each city during the plan periods. They urge that detailed targets for each type of quarters to be built during the 5th Plan period in each city should be fixed so as to enable the actual performance to be judged against the targets laid down.

Reply of Government

At present due to financial stringency, funds for construction are being allocated on a year to year basis. In the absence of a long term indication of funds long term planning may not be possible.

This also affects target fixation which, in the absence of a long term perspective, becomes merely a decideratum or objective. However, it is accepted that long-term planning for house construction is very desirable and it is hoped that this will be possible when financial stringencies are overcome.

However, schemes are sanctioned city-wise; and, hence, as soon as a scheme is sanctioned a city-wise target, at least for taking up work is automatically set. Further target for actual commencement and completion are set at the time of concluding the contract agreements. Performance is also judged against these targets; but these are targets of individual works. The target for actual achievement in terms of the number of houses or the percentage of satisfaction to be achieved can only be set if a long term financial perspective is available. As has been indicated earlier, it is hoped that things would be clear after the present financial difficulties end. However, within these limitations this Ministry is trying to work out a perspective plan, which it will review from time to time depending on funds allocation.

Comments of the Committee

The Committee consider that for any realistic planning, whether on short term or long term basis, it is necessary to lay down the targets on the basis of physical needs. Efforts should then be made to achieve those targets on the basis of availability of funds which should be allocated in accordance with the priority accorded to the various needs. The Committee would, therefore, stress that detailed targets for each type of quarters to be built during the Fifth Plan period in each city, should be fixed so as to enable the actual performance to be judged against the targets laid down. The Committee, therefore, reiterate their recommendation for implementation.

Recommendation (Serial No. 13 Para 2.52)

The Committee note that under the present allotment rules, allotment of accommodation of next below category is allowed to Government servants eligible for Types V and above while such allotment in lower category is not allowed to Government servants eligible for Types II, III and IV. Government reviewed the position in June, 1973 but decided to continue with the existing practice on the ground that the availability of accommodation would improve in lower types. The Committee have been informed that the allotment year now comprises three calendar years (1975—77) and allotments are made on the basis of entitlement at the commencement of the allotment year, namely, 1st January, 1975, and that if, after an allot-

ment on this basis, the entitlement of an employee goes up, he will not be considered for an allotment in the higher entitled type during the 'allotment year'. The Committee would, however, like to point out that even on Government's own admission certain marginal cases cannot be ruled out in that employees who are on the verge of getting accommodation in the entitled type after long period of waiting for that type lose their entitlement to that type just because of increase in emoluments before the commencement of the allotment year which would entitle them only to the next higher type. Consequently their waiting period of getting any accommodation at all may be longer, since their turn will come according to the *inter se* priority list for the higher type. Such cases can be particularly hard when the prospects of large scale constructions are not very good. The Committee would therefore suggest that such cases of hardship whenever they arise should be considered sympathetically by offering them accommodation of next below type so that the anomaly of their juniors in service getting accommodation, even though of a lower type, may not arise.

Reply of Government

The recommendation is that officers eligible for accommodation of types III and IV should be made eligible for allotment of accommodation in the next below types. When the allotment rules were promulgated in 1963, priority in respect of all types of accommodation was reckoned from the date from which an officer had been continuously drawing emoluments relevant to a particular type in a post under the Central Government and, in all the types except type II, allotments in the next below types were permissible. In view, however, of the shortage of accommodation and the low percentage of satisfaction in types II and III, allotment in the next below types, in these two types was stopped. In order to mitigate the hardship caused to the employees entitled to types IV and below, as a result of the stoppage of allotments in the next below types, it was decided in 1964 that, for the purpose of reckoning priority, the entire length of service should be taken into consideration in the case of officers entitled to types IV and below. If it is now decided to permit allotments in the next below types in cases of officers entitled to types IV and below, then there would be much pressure on type II, where the demand is the heaviest. This will be detrimental to the interest of officers of lower categories who are entitled to type II.

There would also be practical difficulty in implementing the recommendation of the Committee, as it would be difficult to draw up

a line of distinction between those employees who may be considered to be 'on the verge of getting accommodation' in the entitled type before their entitlement changes to higher type, and those who may be considered to be 'not on the verge of getting such accommodation'.

In view of the position explained above, Government do not consider it desirable to make any change in the existing rules and, therefore, have not found it possible to accept the recommendation of the Committee.

[O.M. No. 22012(3)/75-Pol. II dated 22-11-1975].

Please see paras 18—21 of the Report (Chapter-I)

Recommendation (Serial No. 14 Paras 2.60, 2.61 and 2.62)

The Committee note that in the Allotment Rules, a provision existed regarding out-of-turn allotments on medical grounds under which Director of Estates was competent to make such allotments in view of a serious illness of a Government employee or any member of his family. The policy regarding out-of-turn allotments on medical grounds was reviewed in 1971-72 and the rule regarding out-of-turn allotment on medical grounds was omitted from the Allotment Rules from 13th May, 1972. Thereafter, *ad hoc* allotments on medical or other grounds are being sanctioned by relaxing the provisions of the Allotment Rules. Requests for out-of-turn allotments are considered by a "Special Committee" headed by a Joint Secretary and each case is put up to the Minister with the recommendations of the Committee. The Committee also note that during 1972 and 1973, 248 and 258 residential units were allotted out-of-turn on medical grounds and during the same years 534 and 660 *ad hoc* allotments were made on various other grounds.

The Committee also note that certain diseases like cancer, heart-disease, displacement of retina, psychosis, paralysis etc. have been recognised for the purpose of out-of-turn allotment on medical grounds and in cases of doubt advice of the Director General of Health Services is also taken. All such cases are generally put up to the Minister for sanction.

The Committee recommend that since *ad hoc* allotments on medical and other grounds are still being made after the rule was omitted from the Allotment Rules, the Rule relating to out-of-turn allotment should be included again in the Allotment Rules to enable the Government servants to know the position. The Rule should

specifically include the detailed procedure and criterion for getting out-of-turn allotment on medical and other grounds and the authority for sanctioning the allotment so that all persons eligible for such allotments can apply for the same. This would, *inter alia*, remove the impression that there is any favouritism in such allotments.

Reply of Government

The recommendations have been examined by Government. It is proposed to re-constitute the 'Special Committee' by including representatives of the Ministry of Finance, Department of Health and the Department of Personnel and Administrative Reforms, to scrutinise all applications for out-of-turn allotments on medical grounds. Out-of-turn allotments on special grounds are made to personal staff of Ministers, etc., dependent sons, daughters, etc., of deceased/retiring/transferred officers. Instructions regarding such allotments were issued in the past from time to time and circulated to all concerned Ministries/Departments. These cases are decided in accordance with those instructions. It would be difficult to lay down any guidelines or detailed instructions for other cases of out-of-turn allotments in special circumstances, as the grounds for these allotments may vary from case to case and each case is to be examined on its merits. In the matter of out-of-turn allotments made on medical grounds, Government is guided by the advice of the Ministry of Health. On the basis of discussions in the National Council (JCM), it has now been decided that out-of-turn allotment on medical grounds should be considered only in cases of T.B. and cancer. No detailed instructions or amendment of rules are, therefore, considered necessary.

[O.M. No. 22012(5)/75-Pol. II, dated 9-9-1975].

Comments of the Committee

Please see paras 22—24 of the Report (Chapter-I).

Recommendation (Serial No. 23 Paras 2.101, 2.102 and 2.103)

The Committee note that as on 30th June, 1974, the number of persons who are in unauthorised occupation of General Pool accommodation is 382 in Delhi, 21 in Bombay and 13 in Calcutta. These persons are ex-Government servants. The Committee have been informed that action has been initiated for eviction against them under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971.

The Committee are unable to appreciate the reasons given for delay *viz.*, giving of adequate opportunities to the parties con-

cerned at different stages, evasion of service notice by the unauthorised occupants etc., in getting the quarters vacated from these unauthorised occupants. The Committee feel that if the Administrative machinery is tightened and vigorous effort is made, it should not be difficult for Government to get the quarters vacated from unauthorised occupants under the existing rules. The Committee would further like Government to analyse the reasons for overstayal by the retired Government servants, and take effective follow up action in cases of those who have overstayed for a long period of time. The Committee suggest that Government should also examine the feasibility of withholding sizeable amounts from the Gratuity payable to Government servants on retirement, so as to serve as a deterrent against unauthorised occupation of Government quarters.

In this connection, the Committee would like to point out that the ex-Government servants are allowed two months' grace period to vacate the quarters and another six months' time is also allowed on certain conditions on payment of higher rents etc. In the opinion of the Committee, the period of eight months is adequate for the ex-Government servants to make their own arrangement for residential accommodation and vacate Government quarters. The Committee have in para 2.123 recommended various measures to enable the retired Government servants to own their own houses which would go a long way in removing the hardships of these persons.

Reply of Government

The recommendations of the Committee have been examined by Government. It is felt that some time is bound to be required for processing cases of eviction. However, in order to gear up and streamline the machinery, some steps have been initiated for creating additional posts, etc.

Regarding the reasons for overstayal by retired Government servants, it is felt that it would not be practicable to analyse the reasons in all such cases but, broadly, the reasons are children's education, illness in the family, inability to secure alternative accommodation, etc. There is already a provision of withholding of gratuity upto a maximum amount of Rs. 1,000/-. Government are examining what further steps could be taken to ensure that retired officials vacate Government residences promptly.

Comments of the Committee

Please see paras 25—27 of the Report (Chapter-I)

Recommendation (Serial No. 24 Para 2.119)

The Committee note that two housing schemes namely Low Income Group Housing Scheme (1954) and Middle Income Group Housing Scheme (1959) have been introduced by the Ministry of Works and Housing for easing housing problem in urban areas. These schemes are being operated by the State Governments/Union Territories. Under both these schemes, loans are provided for construction of houses and all citizens including Government servants can avail of the facilities.

Reply of Government

The observations of the Committee have been noted. No action is called for.

Recommendation (Serial No. 24, Para 2.120)

The Committee further note that no specific housing scheme has been formulated for provision of residential accommodation to retiring and retired Central Government employees. Only recently Delhi Development Authority had formulated a Scheme of providing accommodation in Delhi to public servants after retirement with loan assistance from Housing and Urban Development Corporation. Some 620 flats are proposed to be constructed under this scheme and public servants retiring during the period 1-4-72 to 31-3-1975 can avail of the facility. The scheme is confined to those employed in the Central Government Delhi Administration, Central Government Undertakings, Statutory and Local Bodies and Autonomous organisations under the control of Central Government/Delhi Administration.

Reply of Government

The observations of the Committee have been noted. No action is called for.

Recommendation (Serial No. 24, Para 2.121)

The Committee also note that some residential colonies like Defence Colony and Vasant Vihar etc. have been developed in Delhi as a result of the efforts of Housing Cooperative Societies of the employees in the higher income groups. But for the low and middle income groups, no organised efforts seem to have been made so far.

Reply of Government

The observations of the Committee have been noted. All encouragements are being given and will be given to Co-operative Societies that may be formed by employees of middle and low income groups.

Recommendation (Serial No. 24, Para 2.122)

The Committee feel concerned about the plight of the Central Government employees who have not been able to construct houses for themselves during their service period and find it difficult to make arrangements for accommodation after they retire. The Committee are aware that under the rules Government employees have to vacate the residential quarters allotted to them after 2 months from the date of their retirement. The Committee feel that it is the responsibility of the Government to ensure that the Government employees on retirement are not put to unnecessary hardship in finding a shelter for themselves and their families.

Reply of Government

The views of the Committee have been noted. Facilities available to Government servants for construction of houses have been explained in the reply of Government to Paras 2.123, 2.124 and 2.125.

Recommendations (Serial No. 24 and 25, Paras 2.123, 2.124, and 2.125)

The Committee, therefore, suggest that following steps may be taken to provide houses to the Central Govt. employees:—

- (i) Ministry of Works & Housing should prepare a comprehensive scheme to provide houses on hire purchase basis to Central Govt. employees who have completed 10 years of service or more. The feasibility of financing the scheme from the employees' own money deposited in the Provident Fund Account may be considered. This will give the necessary incentive to the employees to save and also to provide the inducement to increase their Provident Fund subscription.
- (ii) For the Low and Middle Income Group employees, Govt. should take positive promotional measures for setting up Housing Cooperative Societies which would assist them in the procurement of plots of land and in building houses.

- (iii) For such Govt. employees who would like to settle after their retirement in their respective States to which they belong, Ministry of Works & Housing should assist them to get membership of some Housing Cooperative Societies in their respective States. The State Govts. should be persuaded to fix some quota for the benefit of Central Govt. employees in each Housing Cooperative Society in the State Sector.
- (iv) Central Govt. employees should get the housing benefit either under the Central Scheme applicable to Delhi or under any Housing Cooperative Society in the State Sector.

Para 2.124

The Committee consider that necessary funds for the hire purchase scheme referred to above should be found from the General Provident Fund of the Central Govt. employees themselves. For those employees who are admitted to the new scheme of owning a house on hire purchase, the scales of monthly contributions towards G.P. Fund should be laid down specifying clearly the portion of the total contribution which would be earmarked for housing facility and which the Govt. employee would not be able to withdraw for any other purpose.

Para 2.125

The Committee trust that the Ministry of Works & Housing will initiate action on the lines suggested above and will take some concrete steps to ameliorate the sufferings of the Central Govt. employees in the matter of their post-retirement housing problem. The Scheme suggested above will incidentally help to reduce pressure of demand on the General Pool Accommodation.

Reply of Government

The Ministry of Works & Housing have already introduced a scheme for the exclusive benefit of the Central Government employees in the matter of providing housing facilities to them. Under this scheme the Central Government employee can avail of House Building Advance for the purpose of construction of houses or for the purchase of ready built flats from the Housing Boards and the registered house building societies.

2. The Central Govt. employees, alongwith others, can also derive the benefit of the following two schemes under which loans are granted to the individuals or their cooperatives for the construction of houses:—

- (i) Low Income Group Housing Scheme; and
- (ii) Middle Income Group Housing Scheme.

The scheme at (i) above provides for loan assistance to the extent of 80 per cent of the cost of a house subject to a maximum of Rs. 14,500/- to persons whose income does not exceed Rs. 7,200/- per annum. The Middle Income Group Housing Scheme mentioned at (ii) above provides for the grant of loans to individual house builders who are in the income range of Rs. 7,201/- to Rs. 18,000/- per annum and the loan assistance admissible is limited to 80 per cent of the cost of a house subject to a maximum of Rs. 27,500/-.

3. Besides, the above mentioned two housing schemes which are intended for the individuals and are applicable to the urban areas, there is Village Housing Projects Scheme which provides for grant of loans to the individuals, including Central Govt. employees, for construction and improvement of houses in villages. The amount of loan is restricted to 80 per cent of the cost of construction subject to a maximum of Rs. 5,000/- per house. The total cost of a house should not exceed Rs. 8,000/-.

4. Above all, as it has been observed by the Committee, the Delhi Development Authority have formulated a scheme for providing residential accommodation to the public servants in Delhi where there is a large concentration of Central Government employees. The purpose of this scheme is to give relief to the retiring public servants i.e. those who are employed in the Central Government, Delhi Administration and Central Government Undertakings, Statutory and Local Bodies and autonomous organisations etc. under the control of Central Government/Delhi Administration.

5. Government is substantially complying with the recommendations of the Estimates Committee mentioned above. However, the comments of the Committee have been noted and to the extent possible within the limitations of funds and within the ambit of rules governing investment of G.P. Funds, attempts will be made to give further effect to Estimates Committee's recommendations.

In so far as the recommendations of the Committee mentioned at (ii), (iii) and (iv) under para 2.123 are concerned, these have been brought to the notice of the State Governments etc., for appropriate action.

Comments of the Committee

(Recommendation S. Nos. 24 and 25, Paras 2.120 to 2.125)

Please see para 28—33 of the Report (Chapter-I).

Recommendation (Sl. No. 29, Paras 3.38, 3.39 and 3.40)

The Committee regret to note that although it is the policy of Government since 1948 to shift offices outside Delhi with a view to relieving congestion both in the matter of office and residential accommodation as also to relieve excessive pressure on land and various civic amenities in the capital and that no new office of the Central Government or semi-Government Organisation can be opened or shifted to Delhi without the express approval of the Cabinet Committee, there has been no worthwhile progress in the implementation of this policy. Considering the increase in the demand for office accommodation in Delhi which has gone up from about 38 lakh sq. ft. during the First Plan to 75 lakh sq. ft. during the Fourth Plan, it is evident that instead of offices being shifted outside Delhi, there has been a proliferation in their growth. It is surprising that Directorate of Estates has no information about the offices which have been shifted outside Delhi since 1948 as a result of the implementation of Government policy. According to them, only 11 Government offices and 6 offices of public undertakings were shifted outside Delhi after 1962-63. No information is also available about the new offices which have been located in Delhi after 1948. As admitted by the representative of the Ministry, the policy of shifting offices outside Delhi has not been followed by Government in a consistent manner.

The Committee further note that the Master Plan for Delhi specifically recommended that 50,000 Central Government employes may be deflected to the ring towns of Ghaziabad, Faridabad, Gurgaon and Narela. Government have already constructed 1 lakh sq. ft. of office accommodation and 2212 residential units at Faridabad for the purpose and some offices have been shifted there.. Government have also acquired 1,000 acres of land at Ghaziabad and 900 acres of land in the Mehrauli-Badarpur areas for construction of

both office and residential accommodation but no construction work has been started due to paucity of funds. No action appears to have been taken to acquire land at Gurgaon and Narela as recommended in the Master Plan. It is thus evident that the decision to develop these ring towns to relieve congestion from Delhi has also not been implemented to any great extent.

The Committee deplore the casual manner in which the policy of shifting Government offices outside Delhi has been implemented so far. It is surprising that no information about the particulars of new offices which have been located in Delhi since the policy decision in 1948, is maintained by the Directorate of Estates. The Committee would like Government to collect the information regarding new offices which have been located in Delhi since 1948 as also the particulars of offices which have been shifted outside Delhi since then and suitably incorporate it in the Annual Report.

Reply of Government

The information regarding new offices which have been located in Delhi since 1948 as also the particulars of offices which have been shifted outside Delhi since then is being collected. The information, when collected, will be incorporated suitably in the Annual Report of the Ministry of Works and Housing.

2. The Master Plan for Delhi highlighted the need for integrated planning and coordinated development of Delhi and its surrounding region and recommended the preparation of a comprehensive Regional Plan for the metropolitan city of Delhi as well as its hinterland served by a large number of services emanating from Delhi. This recommendation was made in view of the physical, economic and resource constraints on the un-limited growth of Delhi. Accordingly, the Government of India set up a high powered Board for the purpose of preparing the Regional Plan. The regional Plan, as approved by the High Powered Board, comprises important urban centres, like Meerut, Panipat, Sonapat, Rohtak, Gurgaon, etc. The Regional Plan also envisaged the development of 17 towns within the National Capital Region, which have been identified as having excellent growth potential besides, Narela in the Union Territory of Delhi. Action for undertaking integrated development of one town in each of three sub-Regions in Haryana, Uttar Pradesh and Rajasthan has already been initiated by the State Governments. A Working Group has also been set up by the Central Government to advise in the matter of decentralisation of Government offices, wholesale trade and Industries away from Delhi to suitable towns within the National Capital Region.

Further Information Called for by the Committee

A copy of the Report of the Working Group set up by Central Government to advise in the matter of decentralisation of Government offices, wholesale trade and industries away from Delhi to suitable towns within the National Capital Region may be furnished.

(L.S.S. No. 5/23/1/EC/75 dated 7-1-1976).

Further Reply of the Government

The Working Group set up to advise in the matter of decentralisation of Government offices etc. outside Delhi has not yet submitted its report. The matter, however, being pursued actively.

(O.M. No. G.25013(1)/75-Bt., dated 11-2-1976).

Further Comments of the Committee

Please see paras 34—41 of the Report (Chapter -I).

Recommendation (Sl. No. 30, Paras 3.41, 3.42, 3.43 and 3.44)

The Committee note that the main difficulties in implementing the policy regarding shifting of offices from Delhi are:—

- (i) Non-availability of suitable office/residential accommodation in places where offices are proposed to the shifted and financial difficulties in construction of new offices/residential building there.
- (ii) Attached/subordinate offices do not want to move outside Delhi on the plea of keeping constant liaison with the administrative Ministries.
- (iii) Reluctance of Government servants to shift outside Delhi due to reduction in the quantum of allowances like City Compensatory allowance, House Rent allowance as also non-availability of suitable facilities such as medical, education etc. at those places.

The Committee do not agree with the plea that it is necessary for the attached and subordinate offices to be in Delhi to keep constant liaison with the administrative Ministries concerned as liaison could be well maintained from any place outside Delhi due to the availability of increased communication facilities. They, however, consider that other difficulties like non-availability of office/residential accommodation etc. are genuine and should be removed if it is really intended to shift offices outside Delhi.

The Committee need hardly emphasise the imperative need to shift offices outside Delhi and other Metropolitan towns not only in the interest of relieving congestion from these over-saturated centres of population but also to give a fillip to the development of ring towns. It is common knowledge that opening of more offices in these metropolitan towns tends to inflate their population not only by the addition of Government servants and their families but by attracting persons of subsidiary occupations also to these centres, resulting in the creation of slum conditions, unhealthy environments and serious strain on social utility services like water, electricity, housing, transport etc. It is, therefore, urgent that effective measures are taken to regulate the increase in the population of these metropolitan cities. One of these measures, is the shifting of Government offices to satellite and ring towns as also to other suitable areas in the country.

The Committee have no doubt that the policy of shifting offices outside these cities can be successful only if proper arrangements are made for office and residential accommodation as also for providing suitable medical, educational, water supply, sanitation etc., facilities at these places. The Committee consider that the social and economic costs of providing utility services in the areas where these offices are proposed to be shifted, will in the long run, be much less than providing the services in these metropolitan cities. The Committee consider that the following steps will go a long way in the implementation of the policy of shifting of offices outside Delhi and other metropolitan cities :—

- (i) A complete list of Government/semi-Government and public undertakings offices should be drawn up immediately and the particular offices which are to be shifted outside Delhi should be earmarked and time-bound programme prepared for shifting such offices.
- (ii) Office accommodation and residential accommodation for a sizeable number of employees should be made available in the places where these offices are proposed to be shifted so that the employees do not suffer from hardship on account of lack of accommodation in a new place of duty.
- (iii) Allowances of existing employees may be suitably protected and tampered off over a specified period after they are shifted to new places to save them sudden loss of emoluments.

Reply of Government

Particulars of Central Government offices and semi-Government offices located at New Delhi/Delhi are being collected with a view to examining which of these could be shifted to satellite and ring towns as well as to other suitable areas in the country. It is, however, stated that the matter regarding shifting the Head Offices of public sector undertaking outside Delhi has been recently reviewed by Government and certain decisions taken.

2. The matter relating to protection of allowances of the existing employees, after they are shifted to new places, to save them from sudden loss of emoluments, is under examination.

3. The Committee's recommendation that office and residential accommodation for a sizeable number of employees should be made available at the places where offices are proposed to be shifted, has been noted and will be kept in view while preparing plans for construction of accommodation at various stations.

Comments of the Committee

Please see paragraphs 34—41 of the Report (Chapter-I).

Recommendation (Sl. No. 31 para 3.45)

The Committee consider that the ring towns which are proposed to be developed around these metropolitan towns should be at a distance of not less than 20—25 Kms. so that these ring towns do not get swallowed up by the mother city. It would also be desirable if first priority for the development of ring towns is given to places which are already somewhat developed and where medical, educational facilities etc. are available so as to avoid immediate heavy expenditure thereon.

Reply of Government

The recommendations have been brought to the notice of the State Governments concerned.

(O.M. No. 11013/4/75-U.D-II dated 10-9-1976).

Comments of the Committee

Please see paras 34—41 of the Report (Chapter-I).

Recommendation (Sl. No. 40) para 4.14

The Committee further suggest that Government may constitute a Market Advisory Committee, consisting of representatives of the residents in every locality to enable them to participate in the efficient functioning of the markets which cater to their requirements.

Reply of Government

In almost each residential colony of Government Servants, there are already associations of shopkeepers as well as associations of residents. The grievances of both the shopkeepers and the residents are ventilated by their respective associations to the Directorate of Estates which invariably coordinate in such matters. In the circumstances, there is no need for setting up Market Advisory Committees in addition.

Comments of the Committee

"The Committee would like to point out that the Residents' Association and the Association of the Shopkeepers in a colony are set up with different aims and objects and as such they have no common or joint role under the aegis of the Government to participate in the efficient functioning of the market. The Committee, therefore, reiterate their earlier recommendation that Government may constitute a Market Advisory Committee consisting of representatives of the residents in every colony."

Recommendation (Sl. No. 45, paras 5.9 and 5.10)

The Committee are unhappy to note that the arrears of licence fee in respect of residential accommodation at Delhi which were Rs. 76 lakhs in 1969-70 have increased to about Rs. 76 lakhs in 1973-74. The arrears of recovery are stated to be due to following reasons:—

- (i) Delay of 4—5 months in receipt of recovery schedules from the various offices and their reconciliation by the Estate Office.
- (ii) Want of timely intimation from the various departments regarding cases of transfer, promotion etc.

- (iii) Delay in remittance of recovery of dues by the departments of P. & T., Railways and Defence.

The Committee note that from January, 1975, the Directorate of Estates have posted their staff in the different treasury offices to get the schedules of deductions and recoveries and effect reconciliation.

The Committee recommend that Government should set up a Departmental Committee with representatives of Ministry of Finance and Audit to review the procedure regarding reconciliation of accounts in detail with a view to simplify the same so as to reduce delays in reconciliation and submit a report within two months of its constitution. It should be ensured that specific follow up action is initiated immediately on such of the recommendations of the Departmental Committee which have been accepted by Government.

Reply of Government

The recommendation made by the Eastimate Committee to set up a Departmental Committee with representatives of Ministry of Finance and Audit to review and simplify the procedure regarding reconciliation of accounts in detail with a view to reducing delays in reconciliation, has been accepted. The Ministry of Finance (Department of Expenditure) and the Office of the Comptroller and Auditor General of India have already been requested to nominate their representatives on the Departmental Committee.

Further information called for by the Committee

The latest position may be intimated.

(L.S.S. No. 5/33/1/EC/75 dt. 7-1-76)

Further reply of the Government

“Although the Ministry of Finance and Directorate of Estates have since nominated their representatives for the Departmental Committee the C & AG has not so far nominated the representative.”

(O.M. No. G-25013|1|75—Bt. dt. 11.2.76)

Further comments of the Committee

Please see paras 42—47 of the Report (Chapter I).

Recommendation (Sl. No. 46) Para 5.11

The Committee see no reason why action could not be taken to recover the dues from unauthorised occupants, like overstayer by retired Government servants, under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971. The Committee have already recommended in para 2.102 of the Report that Government should examine the feasibility of withholding sizeable amounts from the Gratuity payable to Government servants on retirement so as to discourage unauthorised occupant by ex-Government servants.

Reply of Government

Steps are taken to recover Government dues under the provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1971 on account of overstayer of retired Government servants in Government accommodation. The process of litigation is, for the reasons given below, a lengthy one and it takes quite long to recover the dues through the provisions of the said Act.

2. Under the provisions of the Public Premises (Eviction of Unauthorised Occupants) Act, 1971, every unauthorised occupant of public premises is required to pay damages on account of the use and occupation of such premises as may be assessed by the Estate Officer. However, before the Estate Officer passes any such order, he has to issue a notice in writing to the person concerned calling upon him to show cause why an order should not be made and then dispose of his objections, if any. He has also to take into consideration any evidence that may be produced in support of the objection. In view of such a statutory provision, the Estate Officer is required to give a reasonable opportunity to the unauthorised occupant under the principles of natural justice, because the proceedings are quasi-judicial in nature.

3. Secondly, if the unauthorised occupant, even after the above order has been passed refuses or fails to pay the dues, the Estate Officer, under Section 14 of the said Act, is required to issue a certificate for the amount due to the Collector who has to recover the amount as arrears of land revenue. The Collector takes some time to recover the dues.

4. Departments of retiring officers are invariably advised not to settle their final accounts till receipt of a "No Demand Certificate" from the Directorate of Estates.

5. The question of withholding a sizeable amount from the gratuity payable to a Government servant on retirement is being examined and a reply would be sent to the Committee with reference to para 2.102 of the Report.

(O.M. No. 22013(18)/75-Pol-III dt. 17.10.75)

Comments of the Committee

Please see paras 25—27 of the Report (Chapter-I).

APPENDIX I

*Reactions of the Ministry of Finance on recommendation in
Estimates Committee's 74th Report
(Paras 1.17 to 1.21)*

In view of the present financial stringency, the ban on construction of non-functional buildings was imposed by the package of measures adopted by the Government to contain the inflationary pressures prevailing in the country. The intention was not to halt the progress of construction works which has proceeded beyond the plinth level. There is no denying the fact that these measures have helped to a considerable extent in easing the financial stringency in the country. This, is also borne out by the fact that the Cabinet had, in March, this year, specially relaxed the ban to the extent of budgetary plan during the current financial year for construction of (i) low income group houses (ii) houses for those employed in essential services and (iii) essential office accommodation.

APPENDIX II

Views of the Planning Commission on recommendations contained in paras 1.17 to 1.21 of the 74th Report of the Estimates Committee

The inability to provide higher resources for the scheme in the initial years of the Plan was due to the prevailing inflationary situation in the economy and the need to provide resources for higher priority sectors. In fact, as a part of the package to fight inflation, the construction activity in the entire country has been deliberately slowed down to take off the pressure on the scarce material like steel, cement which was sold in blackmarket at a very high prices. The inflationary situation has caused erosion in the resources available for the plan programme which might involve readjustment in outlays. Besides, the annual workload of the CPWD on this programme had been only of the order of Rs. 4 crores to 5 crores during the Fourth Plan period except in the year 1973-74 when it reached Rs. 7 crores. Again in 1974-75 against a plan provision of Rs. 6.33 crores, the likely expenditure would be about Rs. 5.3 crores only. The position will be reviewed from year to year. Allocation for construction of residential accommodation for Government employees in the subsequent Annual Plans will be made in the light of the overall availability of resources, the emerging price trends in the economy and the priorities to be accorded to other sectors of development. The question of providing accommodation to Central Government employees also to be conceived with reference to the requirements of the employees of the State Governments, public sector undertakings etc., and also the overall availability of housing accommodation in the community as a whole. Government has been taking steps to provide larger housing facilities through various measures-non-Plan loans to Government employees for construction of houses or purchase of houses constructed by public agencies like the DDA, loans by LIC for housing etc.

In view of the various constraints mentioned above it may not be possible to ease the situation in regard to the availability of Government accommodation to Central Government employees in the short period. The pressure on Government accommodation is also on account of the fact that existing house rent allowance per-

missible under the rules is not sufficient to enable them to get private accommodation of their standard on reasonable rents. The Third Pay Commission went into the question and made a number of recommendations. The two important recommendations are—(i) Taking the houses on long lease and making available to Government employees on payment of 10 per cent of their pay; (ii) Government may lay down appropriate rates of house rent allowance for different cities and towns on the basis of prevailing levels of rent. Alternatively, notional rates for different types of accommodation for employees in specified pay grounds should be laid down for different cities and towns. The difference between actual rent paid and the 10 per cent of the pay may be reimbursed provided the actual rent does not exceed the notional rent etc. From the short-term point of view when overall problem of constraint of resources is going to be with us for some time, it is suggested that the Ministry of Works and Housing may undertake a study regarding the economics of construction of Government accommodation *vis-a-vis* providing house rent allowance on liberal terms to enable the Government employees to get private accommodation on reasonable standard.

No doubt, employment creation is one of the objective of the Fifth Five Year Plan. The manner in which it is brought out is crucial. In an economy experiencing all round shortage of essential commodities specially of wage goods, creation of employment opportunities through construction is likely to be inflationary. New additions to labour force would push up the prices of commodities in short supply as a result of income earned by new entrants competing for the commodities in short supply.

No doubt, employment creation is one of the objectives of the Fifth Five Year Plan. The manner in which it is brought out is crucial. In an economy, experiencing all round shortage of essential commodities especially of wage goods, creation of employment opportunities though construction is likely to be inflationary. New additions to labour force on account of employment in construction would push up the prices of commodities in short supply as a result of income earned by new entrants competing for the commodities in short supply.

APPENDIX III

(See Rec. S. No. 2 Chapter II)

Revised Scale of Plinth Area

Type	Pay Range	Area of Unit		Staircase/circulation		Sleeping out balcony		Cycle/Scooter Shed/ Garage		Remarks
		Sq. M.	Sq. F.	Sq. M.	Sq. F.	Sq. M.	Sq. F.	Sq. M.	Sq. F.	
I	Upto Rs. 259	34.00	365.00	5.00	54.00	7.45	80	2.50	27.00	Cycle Shed—100%
II	Rs. 260—499	45.00	484.00	5.00	54.00	7.45	80	2.50	27.00	Cycle Shed—100%
III	Rs. 500—999	55.75	600.00	5.00	54.00	7.45	80	4.20	45.00	Scooter shed—100%
IV	Rs. 1000—1499	83.60	900.00	5.50	59.00	7.80	84	4.20	45.00	Scooter shed—100%
V	Rs. 1500 and above	139.35	1500.00	6.00	65.00	9.85	106	18.00	194.00	75% (Garage)
	Main Unit									
	Servants quarters attached to the main unit	18.60	200.00	4.50	50.00	

NOTES:—

1. These plinth area standards shall be applicable to the construction of residential accommodation in all places in India.

2. Plinth areas proposed above are based on the wall thickness achieved with the standard brick size $9'' \times 4\frac{1}{2}'' \times 3''$ (Nominal).—When standard size bricks are replaced by modular bricks (20cm. X 10cm. X 10cm.) in course of time the plinth areas specified above without change. Where wall thickness has to be more for technical reasons, plinth areas may be suitably increased. In places where stone construction is more economical and is normally adopted, the plinth areas may be suitably increased to allow for additional thickness of walls. In areas, where standard size of bricks is 10'' an increase of plinth area to the extent of 4% in case of type I, II and III quarters, and 2.5% in case of type IV and V quarters will be allowed. In areas where local specifications permit use of thinner walls such as accra walling or timber construction, the plinth areas would be reduced suitably.

3(a) Sleeping out balconies shall be provided in regions of hot and dry climate and for construction which is more than two-storeyed. In the case of regions with hot and humid climates, i.e., coastal regions where it is not customary to sleep out during summer, sitting balconies with half of the areas stipulated above, shall be provided in lieu of sleeping out balconies in places other than Bombay and Calcutta (for which reduced standards as indicated at 3(b) will apply) in regions of cold climate, viz., hill stations, glazed verandahs in lieu of sleeping out balconies may be provided hewith half the areas of sleeping out balconies. Where a sleeping out balconies are provided, facility for use of terrace by occupants need not be provided.

(b) The area of sitting out balconies in Bombay and Calcutta will be 1.5 Sq. Mt. (16.15 Sq. ft.) for type I, 2.5 Sq. Mt. (26.90 Sq. ft.) for type II, 3.5 Sq. Mt. (37.65 Sq. ft.) for type III, 4.5 Sq. Mt. (49 Sq. ft.) for type IV and 5.50 sq. Mt. (60 Sq. ft.) for type V.

(c) Areas of sleeping and sitting out balconies may vary with the type design, depending on architectural and structural considerations. The areas stipulated in this statement are maximum that will be allowed.

(d) In hot and dry regions, sitting out balconies may be provided for two storeyed construction.

(e) In hot and dry regions, sitting out balconies may be provided for two storeyed construction.

4. In case of types I, II, and III quarters, the standard plinth area may be exceeded upto 2% when found necessary on architectural considerations. This is to allow for some flexibility in architectural planning.

5. In type V quarters, Car garages will be provided for 75% of the number of units to be constructed. Out of these, 1/3rd of the garages will be partitioned temporarily so as to provide Scooter sheds for remaining 50% of the allottees. Provision in planning and layout should be made for construction of additional garages for cars to an extent of 25% of the number of residential units.

6. Plinth areas of double-storeyed quarters, cycle or scooter sheds shall not be provided. Also no Scooter/cycle sheds will be provided in Bombay and Calcutta.

7. In case of main buildings, areas for staircase/circulation are based on a stair width 3'-6". Where bye-laws require more width than this, areas to be provided will be increased suitably. For 4" wide stair, areas for staircase shall be 6.5 Sq. M.

8. Where local bye-laws so require, additional area for fire escape staircase will be allowed.

9. Sanitary pipe shafts open to sky, wherever provided, are not to be included within the standard plinth areas.

10. Area required for services, such as garage chutes electric sub-station, Pump room, etc., wherever necessary, will be allowed over and above the standard plinth areas.

11. In multi-storeyed flats, where lifts are necessary, additional areas over and above the standard plinth areas for the different types, will be allowed for the provision of one or more lifts and lift landings.

12. In cases of construction of four-storeys and above, in places other than Bombay and Calcutta, in respect of types I to IV, cycle/scooter sheds may be provided separately or one or more quarters on the ground floor may be earmarked for covered parking of cycles and scooters.

APPENDIX IV

Analysis of the action taken by Governments on the Recommendations contained in the Seventy Fourth Report of the Estimates Committee.

(FIFTH LOK SABHA)

I.	Total number of recommendations	58
II.	Recommendations which have been accepted by Government (vide recommendations at Sl. No. 2, 3, 5, 11, 12, 15—19, 21, 22, 26, 27, 28, 32, 33, 35—39, 41, 43, 44, 47, 48, 50, 51, 53, 55—58.	
	Number	34
	Percentage to total	%
III.	Recommendations which the Committee do not desire to pursue in view of Government's reply (vide recommendations at S. Nos. 4, 6, 20, 26 (partly), 34, 42, 49, 52 & 54.	
	Number	8
	Percentage to total	14%
IV.	Recommendations in respect of which replies of Government have not been accepted by the Committee (vide recommendations at S. Nos. 1, 7—10, 13, 14, 23, 24, 25, 29—31, 40, 45 & 46.	
	Number	16
	Percentage to total	27%