

**ESTIMATES COMMITTEE
(1974-75)**

(FIFTH LOK SABHA)

SEVENTY-FOURTH REPORT

Ministry of Works and Housing

Directorate of Estates



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1975/Vaisakha, 1897 (Saka)

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(1974-75)**

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Shri K. V. Ramachandran —*Senior Financial Committee Officer.*

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Seventy-Fourth Report on the Ministry of Works and Housing—Directorate of Estates.

2. The Committee took evidence of the representatives of the Ministry of Works and Housing on the 3rd, 4th and 5th February, 1975. The Committee wish to express their thanks to the officers of this Ministry for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to all the Associations and bodies who furnished ruemoranda on the subject to the Committee.

4. The Report was considered and adopted by the Committee on the 16th April, 1975.

5. A statement giving the summary of recommendations/conclusions contained in the Report is appended to the Report (Appendix VIII). An analysis of recommendations is also appended (Appendix IX).

NEW DELHI;
April 21, 1975.

Vaisakha 1, 1897 (Saka).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

A. Organisational set up and functions

The Directorate of Estates in New Delhi with its regional offices in Bombay, Calcutta, Simla, Nagpur and Faridabad, is responsible for allotment of office and residential accommodation in the general pool at these places, management of Government hostels, the Grand Hotel at Simla, the Vigyan Bhavan and Mavalankar Auditorium in Delhi, assessment and collection of licence fee, allotment of air-conditioning units, refrigerators and desert coolers and recovery of rent thereof; leasing and requisitioning of private buildings in the general pool of accommodation and recovery of licence fee thereof; eviction of unauthorised occupants of public premises under its control and allotment of, and recovery of licence fee for shops in Government markets located in Government residential colonies and shifting of offices to and from Delhi.

1.2. The residential and office accommodation in the general pool at Madras and the residential accommodation at Chandigarh, which is also under the control of Directorate of Estates, is managed by the Superintending Engineer, C.P.W.D., Chandigarh, respectively.

1.3. The Directorate of Estates also administers two Central Acts, viz., (i) The Public Premises (Eviction of unauthorised occupants) Act, 1971 and (ii) the Requisitioning and Acquisition of Immovable Property Act, 1952, and advises various Ministries and Departments of the Government of India in respect of these two Acts. The various Ministries have also to obtain the concurrence of the Directorate of Estates in the Ministry of Works and Housing for hiring of private accommodation beyond the powers delegated to them.

1.4. The Directorate of Estates at headquarters is headed by the Director of Estates. The regional offices at Bombay and Calcutta are headed by Estate Managers and at Simla, Nagpur and Faridabad by Assistant Estate Managers.

B. Allocation of Funds in each Plan

1.5. The financial targets of investments for construction of general pool accommodation (residential and office accommodation) during various Plans are indicated below:

Plan	In crores of Rupees	
	Allocation	Expenditure
First	12.50	11.00
Second	18.50	14.90
Third	35.00 (Programme Limit)	} 28.50
	15.00 (Financial Limit)	
Plan Holiday (1966-69)	20.03	19.20
Fourth	30.83	24.42

1.6. Directorate of Estates has stated that during the First and Second Plans, individual schemes were sanctioned as and when necessary. Consolidated Plan proposals were, however, drawn up for the Third and Fourth Plans. During the Third Plan period, two types of limits were indicated. Rs. 35 crores was the limit upto which programmes could be sanctioned. The actual expenditure was to be, however, limited to Rs. 15 crores only. Later, however, the Ministry of Finance and the Planning Commission agreed to the incurring of expenditure beyond the said limit in view of the acceleration of building activities and a sum of Rs. 28.5 crores was spent against the allocation of Rs. 15 crores.

1.7. For the Fifth Five Year Plan, Ministry of Works and Housing had put up proposals for the allocation of Rs. 183 crores; 150 crores for construction of residential quarters and 33 crores for the construction of office accommodation in the General Pool. However, the Planning Commission did not agree to this and the Draft Fifth Five Year Plan envisages a provision of Rs. 100 crores only, both for residential and office accommodation. The allocation for 1974-75 has, however, been much less than what was admissible even on this basis, for, against Rs. 20 crores which should have been the allocation on the basis of 1/5th of the requirement for the plan period, only a sum of Rs. 6.30 crores was made available to be spent only on the continuing schemes.

1.8. The Secretary, Ministry of Works and Housing stated during evidence that even though Rs. 100 crores had been provided in the Draft Fifth Plan it was not known what the final figure would be. If Rs. 100 crores were finally allocated then it was assumed that Rs. 80 crores would be for constructing residential quarters and Rs. 20 crores would be for office accommodation. This was only a theoretical calculation as only Rs. 6.3 crores had been allocated during the First year of the 5th Plan.

That was more or less to complete the works that were in progress before the ban on construction, both of Government houses and office buildings, was imposed.

1.9. The witness explained that since August, 1973 there was a ban on house construction. The ban was that neither residential buildings nor offices if they had not reached the plinth level on the target day, could be proceeded with. So, even though there were sanctioned schemes, it was not possible to undertake new construction.

1.10. The Committee were informed during evidence that the allocation for the year 1975-76 was only Rs. 7 crores. Out of that, about Rs. 2.9 crores would be spent for the completion of the existing schemes which would spill over to 1975-76. The remaining amount of Rs. 4.10 crores would not be utilised unless the ban on new construction was relaxed. The spill-over schemes were expected to be completed by September, 1975.

1.11. Regarding the low allocation of funds during 1974-75 and 1975-76 the representative of the Ministry of Works and Housing stated:—

“It would not be a right way of doing it. It should be even spending throughout the Plan period rather than having a fast in the first two years and a feast in the last three years, if feast it is going to be. But if the worst comes to the worst, if it is a fast and a feast, even then we would try to adjust ourselves provided we know that it is going to be a feast during the last three years, but even that we do not know at this point of time.”

1.12. In this connection, the representative of the Planning Commission stated :—

“Taking the existing economic situation and financial constraints, it was felt that it would not be wise to inject more funds into housing activity. So, the Planning Commission thought that in the initial years we could go slow with housing activity and subsequently it could be increased.”

1.13. Asked whether investment in housing was inflationary, the representative of the Planning Commission stated :—

“It depends upon the situation. When there is general scarcity of food articles, larger housing activity is likely to be more inflationary. The situation was considered thereadbare very recently and the Planning Commission asked the Ministry to go slow for the first three years.”

1.14. The representative of the Ministry of Works and Housing stated that housing had been given a low priority even though it was contra-inflationary and as a matter of fact it helped in checking inflation.

1.15. Directorate of Estates has stated that on the basis of the periodical applications received from Government servants, the total overall availability of residential accommodation in the General Pool in eight cities viz. Delhi/New Delhi, Calcutta, Bombay, Madras, Simla, Faridabad, Chandigarh and Nagpur was only 30 per cent of the total demand.

1.16. From the data furnished by the Directorate of Estates it is seen that at the end of the Fourth Plan there is a net shortage of 33.65 lakh sq. ft. of office accommodation in the four metropolitan cities of Delhi, Calcutta, Bombay and Madras excluding leased/requisitioned accommodation.

1.17. 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 of Delhi, Calcutta, Bombay and Madras which obviously is being largely met by hiring private accommodation.

1.18. 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.

1.19. 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.

1.20. 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.

1.21. 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 larger number of Government servants and their dependent families.**

CHAPTER II

RESIDENTIAL ACCOMMODATION

A. Types of Accommodation in General Pool

General Pool accommodation for the Central Government Employees is available in the following cities:—

1. Delhi/New Delhi.
2. Calcutta.
3. Bombay.
4. Madras.
5. Simla.
6. Faridabad.
7. Chandigarh.
8. Nagpur.

2.2. Residential accommodation has been categorised into 8 Types, name'y, Types I, II, III, IV, V, VI, VII and VIII. The scale of accommodationo provided in each Type is indicated below:—

Types.	Delhi and other places excepting Bombay & Calcutta.			Bombay and Calcutta	
	Residential unit	Staircase and common passage.	Sleeping Balconies	Plinth area including staircase and common passage.	
	Sq. metres	Sq. metres	Sq. metres	Sq. metres	Sq. Feet
I.	34 (365 s. ft).	5 (54 S. ft).	5·6 (60 S. ft).	34	(365)
II.	50 (535 s. ft)	5 (54 S. ft)	5·6 (60 S. ft)	53	(575
III.	66 (710 s. ft)	5 (54 s. ft)	5·6 (60 s. ft)	67	(725)
IV.	84 (900 s. ft)	5 (54 s. ft)	7·8 (84 s. ft.)	88	(950)
V.	139 1500 s. ft)	6 64·5) s. ft)	8·9 (96 s. ft)	139	(1500)
VI.	195 (2100 s. ft)	6 64·5 s. ft)	8·9 (96 s. ft)	167	(1800)

VII. No plinth areas have been prescribed.

VIII. These are decided on the merits of each case.

2.3. It was stated during evidence that for future constructions only six types of houses were proposed to be constructed as follows:—

Type—I	365 sq. ft. as at present.
Type II—	484 sq. ft. instead of 535 sq. ft as at present.
Type III—	610 sq. ft. instead of 710 sq. ft. as at present.
Type IV—	807 sq. ft. instead of 900 sq. ft. as at present.
Type V—	1130 sq. ft. instead of 1500 sq. ft. as at present.
Type VI—	1614 sq. ft. instead of 2100 sq. ft. as at present.

2.4. This was being tried to enable construction of more houses as well as to make the houses cheaper. The Ministries of Defence and Railways have indicated that they would try to fall in line with the above proposal in the metropolitan towns but that in other areas it would be difficult to do so. The matter was proposed to be brought before the Accommodation Committee of the Cabinet for a decision to be taken at the highest level.

2.5. Asked whether the feasibility of reducing the number of types of quarters in the General Pool was being considered, the Secretary of the Ministry stated during evidence—

“****As a matter of fact, after Independence not many types VII and VIII houses have been constructed. Actually the total number constructed in these types is 81 and 4. These were built during the First and Second Plans. No construction was undertaken during Third and Fourth Plans of these two types. So far as type VII built after Independence is concerned, their floor area is 3856 sq. ft. Of course it is rather difficult to put pre-Independence houses in that category. What happened was that these were a large number of houses with different plinth areas which were taken as type VIII. Now, I think, this particular issue is of historical importance because our future construction is limited only to I to VI types of houses.”

2.6. The Secretary added that he fully agreed with the need for reducing the number of types of quarters in the General Pool. It was decided after a lot of discussion that to start with, we should make it 6 types and gradually we can bring it down to 5 types. Eventually we can have only 4 types.

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 large number of Government employees in the matter of housing.

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

B. Demand and Availability in each Plan period

2.9. Two statements showing the demand and actual availability of residential accommodation and the percentage satisfaction achieved in each type of accommodation during the first, second, third and fourth Plan periods at Delhi/New Delhi and other regional centres are at Appendices I and II.

2.10. The following statement indicates the total demand, availability and shortage of residential accommodation of all types in various cities at the end of 1973-74 and the percentage satisfaction achieved at the end of the Fourth Plan:—

Station	Demand	Availability	Shortage	Percentage satisfaction.
Delhi	99,82	40,904	58,924	41.5
Bombay . .	23,313	2,550	20,763	10.63
Calcutta .	19,333	1,864	17,469	8.60
Simla	5,016	567	4,449	12.10
Nagpur	1,345	1,061	284	81.37
Faridabad	1,867	1,402	465	77.94
Madras	6,655	518	6,137	5.96
Chandigarh	6,368	357	6,011	5.78
Total	1,63,725	49,223	1,14,502	30.00

2.11. The Type-wise demand, availability and shortage of accommodation in Delhi/New Delhi at the end of the Fourth Plan was as under:—

Type	Demand	Availability	Shortage	Percentage satisfaction.
I	27,769	13,206	14,563	47.5
II	39,738	15,316	24,422	38.5
III	14,895	5,063	9,832	34.0
IV	10,142	4,824	5,318	47.6
V	5,278	1,803	3,475	34.2
VI	1,435	550	885	38.3
VII	424	121	303	28.5
VIII	147	21	126	14.4

2.12. It has been stated that during the 1st and 2nd Plans the satisfaction aimed at for residential accommodation was 80 per cent of the effective demand in Delhi/New Delhi and for Bombay and Calcutta, it was 50 per cent for employees drawing more than Rs. 500/- per month; 25 per cent for employees drawing less than Rs. 500/- per month and 10 per cent for Class IV staff. In the Third and Fourth Plan periods, the satisfaction aimed at was 80 per cent for Delhi/New Delhi and for Bombay and Calcutta it was raised to 50 per cent for all categories.

2.13. The actual availability of accommodation and percentage satisfaction achieved for all types taken together during the first four Plan periods is indicated below:—

(Figures in brackets indicate percentage satisfaction)

	1st Plan	2nd Plan	3rd Plan	4th Plan
Delhi/New Delhi	20,824 (32.2)	29,087 (32)	38,618 (38.5)	40,904 (41.5)
Calcutta	532 (48.9)	1,014 (32.7)	2,087 (5.8)	2,230 (8.60)
Bombay . . . . .	..	942 (30.6)	1,817 (6.5)	2,448 (10.63)
Madras . . . . .	..	..	..	162 (5.96)
*Total for all cities.				49,319 (30)

*Delhi/New Delhi Calcutta, Bombay Madras, Simla Faridabad, Chandigarh, Nagpur where General Pool accommodation is available.

2.14. While framing the Fifth Five Year Plan proposals, a satisfaction level of 75 per cent in Delhi and 40 per cent in other cities like Madras, Bombay and Calcutta has been aimed at.

2.15. The representative of the Ministry of Works and Housing stated during evidence that against the target of 80 per cent satisfaction for Delhi/New Delhi during the first and second Plans, the percentage satisfaction achieved was really low. One reason for that was that the demand projection for residential accommodation was based on the number of applications actually received from the Central Government Employees and it did not take into account the total number of Government employees, who were in service. The second reason was that there had been a shortfall in the allocation of funds. The third reason was that planning for the construction of buildings was started after the money was released or allocated. This had led to a time lag between the allocation of the funds and the actual start of the construction operations. All these factors were collectively responsible for the low percentage of satisfaction achieved. In this connection the witness added:—

“Even the targets were set on the basis which I would not call very scientific because the targets were set on the basis of the applications received, and not on the basis of the number of people working. There were also other contributory factors. One was increase in the number of Government employees during the period. For example all over India in 1956, the number of employees was of the order of 18 lakhs. In 1970, it was 28.5 lakhs, an increase of 10.5 lakhs. If any planning was done on the basis of 18 lakhs, the satisfaction even if it was possible to achieve 80 per cent for 18 lakhs when it came to 1970, the number would have no co-relation with the percentage satisfaction that was envisaged at that point of time. The number of houses built would have been perhaps 40—50 per cent of the number of applicants at that point of time. But we also admit that even on the basis of the number of people working in 1951 and 1956 we were not able to achieve the 80 per cent satisfaction target and for that the amount of money that was released and our procedures were both responsible.’

2.16. As already stated in Para 1.7 of Chapter I, the Ministry proposed an outlay of Rs. 183 crores, Rs. 150 crores for construction of residential quarters and 33 crores for the construction of office accommodation during the Fifth Five Year Plan. This outlay was intended to achieve a satisfaction level of 75 per cent in Delhi and 40 per cent in other cities like Madras, Bombay and Calcutta. The estimated number

of residences proposed to be built in various cities according to the outlay of Rs. 150 crores as originally proposed was, Delhi 33,448, Bombay 6,849, Madras 2,263 and Calcutta 6,114. The Draft Fifth Five Year Plan however envisages a financial outlay of Rs. 100 crores for residential and office accommodation. As stated in Chapter I, if Rs. 100 crores were finally allocated, then it was assumed that Rs. 80 crores would be for constructing residential quarters and Rs. 20 crores office accommodation. However the actual allocations for 1974-75 and 1975-76 have been of the order of Rs. 6.30 crores and Rs. 7 crores respectively to be spent mainly on the continuing schemes.

2.17. The Secretary of the Ministry stated during evidence as follows:—

“Even though we have lost two years, if we are allowed Rs. 80 crores for housing, we would be able to catch up to a very great extent, if not the whole and we may be able to build about 22,000 houses. Our intention is to build the entire lot of 22,000 or 20,000 or 15,000 depending upon the allocation of funds for categories I to IV. We do not propose to build anything beyond Type IV in the Fifth Plan. We would be concentrating mostly in Delhi but we do have programmes for building in Bombay and Calcutta and to a certain extent in Madras during the Fifth Plan period.”

2.18. Asked whether officers entitled to Types V to VIII Quarters have been generally allotted quarters of next below type and therefore their percentage satisfaction of having Government accommodation, even though of a lower type was much more than officers who were entitled to lower types of accommodation, the Secretary of the Ministry stated during evidence:

“It is correct to say that officers entitled to higher types of accommodation are getting lower types, because they are eligible for one below type. For categories upto Type IV they count their date of eligibility from the date of entry into Government services; so far as they are concerned, a different criterion is followed. Really Type IV is the meeting ground of the two systems that are prevailing. Type V to Type VIII people do not normally get the houses to which they are entitled, not to start with at any rate, and in some cases, never. They start with one below, and in some cases two below also. So, in regard to Type IV you get people from the lower categories coming up to that level and also the next below for Type V.

The percentage of satisfaction are:

Type I	44·5%
Type II	25·5%
Type III	50%
Type IV	57%
Type V	70%
Type VI	90%
Type VII	7%
Type VIII	92%

When I say Type VII or VIII it does not mean that they get their entitled quarters. Most of the men entitled to Type VIII, get Type VII. The point is that they have got some type of house or another. That way it would appear that the lowest percentage of satisfaction is in regard to Type II—25.5 and the next two lower percentages are 44.5 and 50 respectively for Types I and III. That is why we want to concentrate on these three Types in the next few years.”

2.19. 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 satisfaction 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 for 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.

2.20. 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 em-

ployees without taking into account the total number of employees, and that planning for construction of buildings 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 employees any meaningful plans for housing them can be formulated. The Committee have referred to this aspect in a subsequent section of the Report.

2.21. Another reason advanced 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 constructions. 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.

2.22. The Committee note that the Draft Fifth Five Year Plan envisages an outlay of Rs. 80 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.

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 difficul-

ties 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.

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.

C. Priority dates covered in each Type

2.25. The following statement indicates the priority dates covered on 31-8-1974 in providing accommodation to Government employees in various types at different stations:—

Station	Type	Priority Date covered	
1	2	3	
Delhi	I	11-2-1957	
	II	1-1-1954	
	III	22-7-1948	
	IV	31-5-1945	
	V	7-6-1962	
	VI	31-8-1964	
	VII	16-6-1973	(Additional Secretaries in the next below type).
	VIII	1-5-1964 November, 1970	(In entitled Type). (Secretaries only, Addl. Secretaries are not being covered).
Simla	I	March, 1962	
	II	December, 1943	
	III	April, 1942	
	IV	March, 1941	
	V	June, 1962	
	VI	November, 1970	
Calcutta	I	March, 1951	
	II	July, 1948	
	III	February, 1943	
	IV	February, 1943	
	V	October, 1962	
	VI	February, 1960	

	1	2	3
		VII	December, 1965
Bombay		I	April, 1943
		II	November, 1944
		III	April, 1942
		IV	November, 1941
		V	April, 1963
		VI	February, 1964
		VII	December, 1969
Faridabad		I	January, 1959
		II	July, 1955
		III	June, 1957
		IV	100% Satisfaction
		V	100% Satisfaction
		VI	100% Satisfaction
Madras		I	January, 1949
		II	July, 1955
		III	March, 1943
		IV	March, 1940
		V	February, 1961
		VI	January, 1961

2.26. On the basis of the priority dates covered as on 31-8-1974, the minimum number of years of service required to be put in by the employees in order to comply with the requirements of eligibility for each type of accommodation is as follows:

Type	Delhi	Simal	Calcutta	Bombay	Faridabada	Madras
I	17	12	23	31	15	25
II	20	31	26	30	19	19
III	26	32	31	32	17	31
IV	29	33	31	33	..	34
V	12	12	12	11	..	13
VI	10	4	14	10	..	13
VII	10	..	9	5	..	..
VIII	4	..	..	..	..	..

2.27. During evidence when the Committee enquired whether according to current availability of accommodation in various cities, there was any possibility of employees who had put in less than the number of years of service indicated above, getting a fair chance of allotment in the near future, the representative of the Ministry of Works and Housing stated:

“I am very sorry I have got to sound a very pessimistic note. There is no possibility of the employees who have put in less number of years of service getting allotment in the near future, with the existing number of houses because the number of employees will be much large. Particularly after 1947 and more particularly after 1955, the recruitment has been quite high. That is why, unless we build a substantial number of houses, the position is certainly not going to improve, if anything, it will worsen.”

2.28. Referring to the fact that in respect of lower types, the period of service required even for submission of applications for accommodation was more than 20 years in Delhi and Calcutta; more than 30 years in Bombay etc., the Committee enquired whether Government would ensure that Government servants in the lower categories (Types I to IV) would get accommodation at least after ten years of service. The representative of the Ministry of Works and Housing stated:—

“I fully agree that it is a very modest idea that Government servants, particularly in the lower categories, should get accommodation at least after ten years of service.”

2.29. The witness explained that for achieving that objective of providing accommodation after ten years of service, the tempo of construction of residential quarters would have to be increased.

2.30. When the Committee enquired whether it was not the responsibility of the Government to provide residential accommodation to their employees particularly of lower category after a specified period of service, the representative of the Ministry of Works and Housing stated:

“It is the responsibility of not merely Government but of every employer. They should try to give satisfaction to the employees. It is their bounden responsibility to give reasonable satisfaction to the employees.”

2.31. Asked whether Government had collected any statistics regarding the number of Central Government employees who had put in 10 years, 15 years, 20 years, 25 years and 30 years of service and were without accommodation in various cities where General Pool accommodation was available, the representative of the Ministry of Works and Housing admitted.

that such statistics had not been collected and necessary steps would have to be taken to collect the same.

2.32. 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 years 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.

2.33. 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.

2.34. 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.

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.

D. Construction of Quarter in each Plan

2.36. The following statement indicates the number of quarters actually constructed during each Plan period in various cities:

Name of City	Ist Plan	2nd Plan	3rd Plan	Plan Holiday (1966-69)	4th Plan
Delhi/N. Delhi	5,933	12,273	9,380	2242	2,712
			In addition	320 appar t- ment rooms were cons- tructed during 4th Plan Period.	
Bombay .	318	336	536	1254	361
Calcutta .	..	312	24	336	286
Madras .	..	..	42	168	346
Nagpur .		280	257	274	228
Faridabad			810	1402	
Chandigarh					358
Bangalore	..	..	..	..	126
TOTAL :	6,251	13,201	11,049	5676	4,737

2.37. The Committee enquired about the targets of construction of residential quarters and the type-wise quarters which were actually constructed during each Plan period. The representative of the Ministry of Works and Housing stated:—

“So far as the earlier Plans are concerned, we did not think in terms of giving higher priority for building lower types of houses. So far as the percentage was concerned, it was a flat 80 per cent theoretically as against the number of applications that were pending. So far as the present is concerned, we are going by the actual number and not in terms of applications pending or something like that.”

2.38. Directorate of Estates has stated that some houses have been built at Bangalore and the question of providing General Pool accommodation in the following cities is also under consideration:

- (i) Gauhati
- (ii) Bhubaneswar
- (iii) Patna
- (iv) Srinagar
- (v) Hyderabad
- (vi) Indore
- (vii) Jaipur
- (viii) Ahmedabad

2.39. During evidence, the Committee were informed that 84 Type III houses and 42 Type IV houses were built at Bangalore during the Fourth Plan. 18 Type V houses were still under construction. As regards construction of Types I and II houses a programme would be drawn up during the Fifth Plan.

2.40. Directorate of Estates has stated that no census of Central Government employees in the various cities having a large concentration of such employees has been carried out so far. During evidence, the Committee enquired whether it was not necessary to collect such vital statistics for preparing long-term and short-term plans for providing residential accommodation to the Government employees. The Committee also desired to know how, without conducting census of Central Government employees, Government had selected some cities for providing General Pool accommodation. The Committee also referred to the statistics given in Appendix III, which had been collected by the Ministry of Health in connection with the introduction of Central Government Health Scheme in 18 cities during the Fifth Plan period.

2.41. The representative of the Ministry of Works and Housing stated as under:—

“So far as this question is concerned I fully appreciate and I fully agree that we should have census. Without census it is not possible to formulate long-term and short-term plans. What happened was that it was decided that the State capitals should be selected because the assumption was that the State Capitals would have a fairly large concentration of Central Government employees. But it is not so as has been brought out by this particular statement. For example, Poona which is not a State Capital, has 25,000 Central Government employees.”

2.42. Asked whether the nationalised Banks or the Life Insurance Corporation were helping provide necessary funds for house construction, the representative of the Ministry of Works and Housing stated:—

“We have been asking for money for Housing and Urban Development Corporation but we have been told that the first priority is irrigation and power projects. Same is the case with nationalised Banks.”

2.43. Regarding the feasibility of getting necessary funds from the nationalised Banks for the construction of new quarters for Government employees, Directorate of Estates has stated:—

“For the Fourth Five Year Plan commencing in 1969-70, a sum of Rs. 30 crores only was allotted for the construction of general pool accommodation. Since this amount fell short of our requirements, the question of making an additional allocation was taken up with the concerned authorities by this Ministry. While examining this matter, the possibility of enlisting the assistance of financial institutions like the Life Insurance Corporation of India and the State Bank of India was also considered and it was decided that the Ministry of Works and Housing cannot borrow money from these institutions for the following reasons:—

- (a) When assessing the requirements of funds Government takes an overall view of the funds that would be available including funds from institutions like the nationalised Banks and Life Insurance Corporation.
- (b) L.I.C.'s contribution towards schemes which are legitimately the responsibility of Government budgets, has necessarily to be in the form of its support to the market borrowings of the Governments concerned. Since construction of general pool accommodation is direct budgetary responsibility of the Central Government, loan from the L.I.C. outside the public borrowing programme of the Central Government, will not be desirable.
- (c) Should this request be accepted, there would be similar demands on the L.I.C. from other State Governments and such investments are bound to be at the expense of other investments.

The arguments mentioned above would hold good in the case of seeking assistance of nationalised Banks also. In any case, it was decided by Government that it was not open to the Ministry of Works and Housing to borrow money from such institutions.”

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 quarter were laid for each city during the Plan periods. They urge that detailed targets for each type of quarter 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.

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, Jabalpur, Lucknow, Jhansi, Visakhapatnam etc., which are not being considered for general pool accommodation by the Ministry of Works and Housing. The Committee recommend 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 actually 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 satisfaction achieved.

2.46. 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

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

E. Allotment Procedure

2.48. Directorate of Estates has stated that "as the demand is more than the availability of accommodation, applications for allotment in Delhi, Bombay and Calcutta are invited on a restricted basis upto particular years for different types. In the case of Types I to IV, the date of priority is reckoned from the date an officer has been in service either with the Central Government or with a State Government. In the case of Types V and above, the date of priority is determined from the date from which an officer draws emoluments relevant to the particular type."

2.49. Under the present allotment Rules, allotment of accommodation of next below type is allowed to Government servants eligible to types V and above while such allotment in lower category is not allowed to Government employees who are eligible to Types II, III and IV. In reply to a question as to why the same procedure had not been made applicable to all the categories of employees, Directorate of Estates has stated as under:—

"According to the provisions contained in the Allotment Rules, which came into force from 15.5.1963, the Officers entitled to types III and IV were also entitled to the allotment of next below type. Allotment in the next below type of accommodation to these officers was suspended in March, 1964, as the percentage of satisfaction in types II and III was comparatively very low. Subsequently, the matter was considered by an Ad hoc Committee of Secretaries in November, 1964. The Committee was of the opinion that the bulk of officers entitled to accommodation in types I to IV were permanently located in Delhi whereas officers eligible for types V and above were usually those who

were posted in Delhi on tenure basis for short duration. It was felt that the abolition of allotment in the next below type to those entitled to types V and above would, therefore, entail hardship to officers not belonging to the Central Secretariat Service. However, for purposes of allotment of accommodation in the next below type, these officers have to compete with officers eligible for the lower types. Government reviewed the position in June, 1973 in this regard and decided that *status quo* should be maintained as Government was contemplating to achieve 75 per cent satisfaction in Delhi and 40 per cent at other places where general pool accommodation was available, by the end of the Fifth Five Year Plan and the hardship will be removed when more accommodation become available. It may be mentioned here, however, that due to ban on construction the targets mentioned will not be achieved during the 5th Plan period."

2.50. The Committee enquired during evidence whether it was a fact that many officers entitled to Types III and IV lost their entitlement for a particular Type due to increase in emoluments making them eligible for a higher Type and thus remained without Government accommodation while persons with lower emoluments and with lesser years of service got their allotment. The representative of the Ministry of Works and Housing stated:—

"This has not affected a very large number of Government employees. But, there have been a certain number of marginal cases. The allotment may be such that in three years' time the cases of that nature will be further reduced. Because allotment being of a three year basis, I think that the number of marginal cases would be reduced. But, a few hardship cases cannot be ruled out."

2.51. The Directorate has elucidated the position in a further note as follows:—

"...Allotments in different types are made on the basis of the dates of priority of employees. For Types I to IV, priority is reckoned from the date of entry into Government service, and for the higher types, from the date an employee commenced drawing emoluments relevant to the particular type. Normally, a senior employee gets accommodation of a higher type sooner than a junior. However, the 'allotment year' now comprises three calendar years (1975—77) and allotments are made on the basis of entitlement at the commencement of of the allotment year, namely, 1-1-1975. If, after an allotment 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 operation of the rule should not normally result in anomalies except in rare instances. No statistics of such anomalous cases are maintained."

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 allotment 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 a 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 for 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.

F. Out-of-turn allotment

2.53. Directorate of Estates has stated 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 serious illness of a Government Employee or any member of his family, if considered necessary, in consultation with the appropriate medical authority. The policy regarding out-of-turn allotments on medical grounds was reviewed in 1971-72 and it was decided to omit this provision from the Allotment Rules. The provision regarding out-of-turn allotments on medical grounds stands omitted from 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. Such requests on medical and compassionate grounds 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.

2.54. The allotments made out-of-turn on medical grounds during 1969 to 1973 in various types of accommodation are indicated below:—

Type	1969	1970	1971	1972	1973
I	1	6	9	22	30
II	23	172	129	69	121
III	15	33	41	75	48
IV	2	14	34	51	36
V	4	9	18	25	21
VI		..	4	6	2
VII			..		..
VIII		..	..	..	..
TOTAL :	45	234	235	248	258

2.55. The statement given in Appendix IV shows the *ad hoc* allotments made in different types during the years 1969 to 1973 on the following grounds :—

1. On transfer.
2. To vacate Departmental pools.
3. Death of Government Employees.
4. Retirement of Government Employees.

5. Personal Staff of Ministers.

6. On Special Grounds.

2.56. The allotments made to the Central Government Employees on "Special Grounds" are indicated below :—

Type	Allotment on Special Grounds				
	1969	1970	1971	1972	1973
I	6	9	13	10	7
II	3	18	35	27	33
III	9	..	10	13	4
IV	22	13	4	1	18
V	3	20	25	53	25
VI	*	1	3	8	3
VII	*	..	3	1	..
VIII	*	..	2	..	2

*INFORMATION NOT AVAILABLE.

2.57. As regards allotments made on "Special Grounds" the Committee were informed that those cases related to allotments made to such categories as mentioned below :—

1. Staff car drivers of Ministers.
2. Personal staff of Vice-President.
3. Staff of Prime Minister's Secretariat not covered under the Rules.
4. Security staff of the Ministers and Prime Minister.
5. Maintenance staff of C.P.W.D.
6. Cases where normal prescribed conditions for *ad hoc* allotment to the dependents of retiring and deceased Government servants are not fulfilled.

All such cases went upto the Minister for final orders.

2.58. The Committee were informed during evidence that *ad hoc* allotments were mostly made on medical grounds on the advice of the Director General, Health Services. Certain diseases like cancer, heart-

disease, displacement of retina, psychosis, paralysis etc. had been recognised for the purpose of out-of-turn allotment. The applications were scrutinised with reference to the list of diseases and if the diseases indicated in the medical certificate did not conform to that list and there was a doubt, a reference was made to the Director General, Health Services and his advice was followed. All such cases were generally put up to the Minister.

2.59. When the Committee enquired whether it would not be desirable to include the Rule relating to out-of-turn allotment in the Allotment Rules to enable the Government servants to know the actual position, the representative of the Ministry of Works and Housing stated :—

“I am in full agreement with the view expressed here. We have certain guidelines in regard to *ad hoc* allotments so far as medical cases are concerned. It is better that it is known not in the Ministry but also to individuals so that we do not miss out certain people and certain people do not miss out themselves.”

2.60. 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.

2.61. 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 Health Services is also taken. All such cases are generally put up to the Minister for sanction.

2.62. 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.

G. Hostel Accommodation

2.63. A statement showing the details of the Hostels under the Directorate of Estates in Delhi, Bombay, Calcutta, Madras and Simla is at Appendix V.

(i) Hostels in Delhi

2.64. In Delhi, there are 9 Hostels. Of these two Hostels viz., Western Court and Vithalbhair Patel House, are intended primarily for allotment to Members of Parliament for their own use or for the use of their guests. Such of the accommodation as may be found surplus to the requirements of M.Ps., it is allotted to Government Officers. Accommodation in the Vithalbhair Patel House was initially allotted to Government Officers also but this is not being done now, and during the last about three years, no fresh allotment has been made to any Government Officer.

2.65. *Pataudi House*.—The main building of Pataudi House consisting of 11 suites is being run as a State Guest House for the stay of Chief Ministers and Ministers of State Governments and other V.I.Ps., visiting the Capital. The charges for board and lodging are borne by Government. There are ten adjacent hutments which are allotted to the personal staff of V.I.Ps. staying in the Guest House and the surplus accommodation is also allotted to Government Officers. Apart from the main Guest House, there are 104 hutments in the compound of the buildings, which are allotted to Central Government Officers.

2.66. *Asia House, Minto Road Apartments, Tagore Hostel, Kasturba Marg Apartments*.—Except in the case of Kasturba Marg Apartments, where 30 rooms are set apart for officers visiting Delhi on official duty, the remaining accommodation in the above Hostels is allotted to Central Government officers eligible for general pool accommodation on the basis of their entitlements and date of priority. Officers drawing emoluments of Rs. 800/- and above are considered for allotment of double-roomed suites and officers drawing emoluments of Rs. 500—799 for single rooms.

2.67. *Working Girl's Hostels.*—This Hostel was originally under the administrative charges of the Social Welfare and Rehabilitation Directorate and came under the control of the Directorate of Estates with effect from 1-6-1963. Previously, accommodation in the hostel was also allotted to women not working in Government Offices, but since last year such non-eligible working women are not considered for allotment.

2.68. The Working Girl's Hostel in New Delhi consisting of 137 units is exclusively reserved for allotment to women working in Government offices at Delhi. In addition, some quarters and some suites in the Government Hostels are also reserved for allotment to women officers in Delhi and some of the regional stations. Details of the accommodation provided for working women at Delhi are given below:—

Accommodation in Lady Officer's Pool

<i>Type</i>	<i>Units available</i>
I	28
II	346
III	63
IV	82
V	16
Kasturba Marg Apartments	50 Double suites) 20 single suites)
Asia House Apartments	16 Single suites
Tagore Road Apartments	8 Single suites
TOTAL :—	629

2.69. The dates of priority covered in the ladies pool from 1970 to September, 1974 are as under:—

Year	Priority date covered
Upto 31-12-1970	January, 1959
Upto 31-12-1971	April, 1959
Upto 21-12-1972	July, 1966
Upto 31-12-1973	February, 1969
Upto 30-9-1974	June, 1968

(ii) *Allotment Procedure for hostel accommodation*

2.70. Directorate of Estates has stated that the hostel accommodation is not allotted on the basis of length of service. Upto 31-8-1970, this 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 upto 31-6-70. From 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. This has now been revised to Rs. 700 after the introduction of the new pay scales recommended by the Tihrd Pay Commission. However, in the case of male Government Officers, the priority date for double roomed hostel accommodation is determined with reference to the date from which they are drawing a pay Rs. 1,000/- per month 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.

2.71. Directorate of Estates has stated that "Accommodation in the Working Girl's Hostel is now allotted only to such women, as are employed in Government Offices eligible for general pool accommodation, irrespective of their pay and priority date. Their seniority for allotment of accommodation in Working Girl's Hostel is determined according to the date of receipt of applications in the Directorate, of Estates and the Waiting list is prepared on this basis."

2.72. During evidence when the Committee enquired about the reasons why length of service of an officer was not taken into account for the purpose of allotment of Hostel Accommodation, the representative of the Ministry of Works and Housing stated that single room suites were equated to regular Type IV and double room suites were equated to regular Type V. For Type V, priority actually counted from the day the Officer started drawing emoluments relevant to that type. The entire length of service was not taken into account. For single room also, the salary drawn by the officer was taken into account for allotment of Hostel accommodation. Seniority counted within the pay range. Asked why length of service was not taken into account for allotment of accommodation in the Working Girls Hostel, the representative of the Ministry of Works and Housing stated:—

"I do feel that perhaps we are not following the right procedure and we should go in for seniority in service rather than date of application."

2.73. In reply to a question if due publicity is given regarding the availability of accommodation in the Working Girl's Hostel and whether applications are invited for the purpose, Directorate of Estates has stated in a written note as under:—

“In the Working Girl's Hostel, there is limited accommodation, namely, 137 rooms and all these rooms are occupied by working girls of Central Government Offices, Semi-Government Offices and Private Organisations. Since the accommodation is limited in this hostel and is not considered as part of the general pool and only few vacancies occur, inviting of applications by a general circular would mean waiting for long by the working girls and would result in frustration etc. In view of this position, applications by a circular are not invited. Applications received from the working women are registered and they are allotted rooms in the Working Girl's Hostel according to their date of registration. Since applications are not invited by a general circular, the question of making allotment on the basis of length of service does not arise.”

2.74. The Committee note that the hostel accommodation is not allotted on the basis of length of service. Upto 31-8-1970, 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 of 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 Officers, 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 date an officer is in receipt of Rs. 700 or more per month. Seniority in all cases is counted within the pay range.

2.75. The Committee also note that in the case of the Working Girl's 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.

2.76. 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.

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.

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 Estates.

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.

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.

H. Payment of House Rent Allowance

2.81. Directorate of Estates has stated that in Delhi, Bombay, Calcutta, Madras and Chandigarh, an officer can get house rent allowance even without submitting his application for accommodation or refusing the accommodation when offered/allotted, or even after surrendering the accommodation. In Simla Officers entitled to types I to IV can draw house rent allowance without applying for Government accommodation or even on refusing/ surrendering Government accommodation. In respect of type V and above, officers have to apply for accommodation and to obtain 'no accommodation certificate' from the Assistant Estate Manager before claiming house rent allowance. Similarly in Nagpur Officers entitled to types I to V have not to apply for accommodation before becoming eligible for house rent allowance. In types VI and VII, Officers have to apply before becoming eligible for house rent allowance.

2.82. Directorate of Estates has stated that no study has been made regarding the economics of providing Government accommodation to the employees instead of paying house rent allowance to them. However, according to the information collected by the Comptroller and Auditor-General of India for the year 1970-71, Government paid Rs. 7.09 crores as house rent allowance to Government servants in Delhi and New Delhi. These figures related to all the Government servants in Delhi/New Delhi including those entitled to accommodation from other pools such as Railways, Post and Telegraphs and Defence etc. The percentage of satisfaction in that year in the General Pool was about 42.5 per cent. On that basis, Directorate of Estates has worked out that a sum of about Rs. 2.89 crores per annum would be saved by way of house rent allowance if the satisfaction of 75 per cent in respect of General Pool accommodation would be achieved by the end of the Fifth Plan. This was again, only a rough estimate. The exact figures about the amount of house rent allowance paid to all the Central Government employees in Delhi/New Delhi annually were not available with the Directorate of Estates.

2.83. Directorate of Estates has estimated that by achieving 75 per cent satisfaction in Delhi/New Delhi by the end of the Fifth Plan, the additional revenue by way of realisation of house rent would roughly amount to Rs. 1.93 crores per annum. The above amounts of house rent allowance and house rent realisation would be recurring savings.

2.84. In a note furnished to the Committee, Directorate of Estates has stated that "Government paid a sum of Rs. 45.37 crores and Rs. 46.60 crores as house rent allowance to the Central Government employees as a whole during the years 1971-72 and 1972-73 respectively. Even though separate figures are not available a substantial portion of this was apparently paid to the employees in the major cities where there is concentration

of Central Government employees. Therefore, construction of more accommodation in these cities would, besides fetching additional revenue to Government by way of recovery of licence fee, result in saving of lot of money which is now paid as house rent allowance to the employees working in these cities.”

2.85. During evidence when the Committee enquired as to what steps had been taken to reduce the payment of large sums of money as House Rent Allowance to Government servants, the representative of the Planning Commission stated that the point was considered in the Planning Commission who had asked the Ministry of Works and Housing to prepare cost-benefit analysis in that regard but no information was received from them. In this connection, the representative of the Ministry of Works and Housing state:—

“The point was raised in the Planning Commission. It is quite clear that if you capitalise the amount of money Government is spending on the basis of 12 per cent return and the asset that you create against that would have a longevity of 50 or 60 years. So, a separate cost analysis was not necessary. The investment on capital works would be much more economic than revenue expenditure year after year.”

2.86. During evidence when the Committee enquired whether it was not necessary to undertake a study of the comparative economics of providing Government accommodation to employees instead of paying house rent allowance to them, the representative of the Ministry of Works and Housing state:—

“It is our very strong feeling that it is more economical in the long run to build houses rather than to pay house rent allowance. During the interim period, we pay both the house rent allowance and also spend money in construction of houses. If you take the long term view considering the money that we pay during the long-term period of two, three or four years, that is going to be wiped out. The second point that is always made, is that the return on the houses that have been built would be hardly from five to seven per cent. The house is given at the standard rent while the maintenance costs on it come to about 2 per cent of the construction cost per year. Now, the answer to that is that, firstly, these are charged at a standard rent basis because most of the houses are pre-war houses when the cost of construction was low. But, if we build new houses, we would naturally be charging at 10 per cent and not the standard rent as has been the case in Delhi because the pooled standard rent even now, because of a large number of old houses that we

have, is less than ten per cent. There is no reason why we should not charge full 10 per cent with the construction of a large number of houses."

2.87. Regarding cost of maintenance, the representative of the Ministry of Works and Housing stated:—

"This 2 per cent that we spend on maintenance will not be a regular phenomenon for the simple reason that the maintenance costs are high because we have to maintain a large number of older houses built before the War. If we are able to build new houses in seventies, the maintenance costs would be marginal—very much lower. Therefore, I think that without going into any sophisticated cost—benefit analysis and things of that sort, it is much better to create permanent assets for the Government rather than to keep on giving the house rent allowance."

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 the 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 houses 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.

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 has 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.

I. Allotment of residential Quarters to other Departments

2.90. The following statement indicates the residential accommodation which has been placed at the disposal of Ministry of Defence and other Departments out of the General Pool:—

Station	Quarters with Ministry of Defence	Quarters placed in Lok Sabha Pool	Quarters with other Departments	Total
Delhi	1,092	400	2,218	3,710
Bombay .			51	51
Calcutta .			2	2*
Simla ¶ .	267		185‡	452
Madras .			..	
Faridabad	182		66**	248
Nagpur .				
Chandigarh				

2.91. Directorate of Estates has stated that there are no hard and fast rules for placing accommodation at the disposal of other Departments. The accommodation is placed at their disposal on the basis of their demands and to the extent, accommodation could be spared from the General Pool.

*With West Bengal Government.

‡With Himachal Pradesh Government.

**With Haryana Government.†

2.92. The Committee were informed during evidence that 526 residential units have been placed at the disposal of the Delhi Police and Delhi Administration as shown below:—

Delhi Police . . .	450
Delhi Administration .	76
	<hr/>
TOTAL :	526
	<hr/>

2.93. Asked about the reasons why these quarters had been made available to Delhi Police and Delhi Administration out of the General Pool, the representative of the Ministry of Works and Housing stated that historically Delhi Administration was considered as part of the overall responsibility of the Central Government and houses had been constructed after taking into account the requirements of Delhi Administration as their finances were met out of the Central Budget. In reply to a question whether Delhi Administration had also built their own quarters, the witness stated that they had built some semi-permanent houses in the past. The witness added that if the Police can start constructing their own barracks, the position will change.

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 Pool 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 released at an early date, for being allotted to Government employees.

J. Unauthorised Occupation by Retired Government servants

2.95. The following statement indicates the number of persons who are in unauthorised occupation of General Pool accommodation as on

30th June 1974 :—

Type	Delhi	Bombay	Calcutta
I .	40	2	..
II .	95	8	1
III	72	3	6
IV	109	3	3
V .	55	3	2
VI .	11	1	1
VII	..	1	..
VIII	..		..
TOTAL :—	382	21	13=416

2.96. Directorate of Estates has stated that there are no unauthorised occupants other than ex-Government servants. As soon as the allotment of any accommodation is cancelled and the occupant does not vacate the accommodation, eviction proceedings against the unauthorised occupants are initiated under the Public Premises (Eviction of unauthorised occupants) Act, 1971.

2.97. The Committee were informed during evidence that the number of unauthorised occupants varied from time to time. A retired Government servant is allowed two months grace period to vacate the quarter. Another six months time is allowed on certain considerations on payment of higher licence fees.

2.98. In a subsequent note furnished to the Committee, Directorate of Estates has stated as under :—

“In the case of unauthorised occupants of general pool accommodation, the Estate Officers have to initiate eviction proceedings under the Public Premises (Eviction of unauthorised Occupants) Act, 1971. As these proceedings are quasi-judicial in nature, it is necessary for the Estate Officers to give adequate opportunity to the parties concerned at different stages. As the general tendency amongst the unauthorised occupants is to evade service of notice, in many cases, it becomes necessary to issue notices on more than one occasion which results in loss of time in reaching the next stage of eviction proceedings. Finalisation of such proceedings also takes

time as the parties often request for adjournments for production of evidence, documents etc. At the stage of physical evictive, it also becomes necessary to effectively coordinate the work with the C.P.W.D. officers as well as the police authorities. In spite of these difficulties and the time consuming process, all possible efforts are made to enforce evictions promptly."

2.99. Regarding the question of delay in cases of unauthorised occupation of quarters, Directorate of Estates has stated that monthly and quarterly statements are prepared and looked into by higher officers to watch the progress of eviction proceedings. The question of delay is also taken into consideration and suitable actions are proposed. The 'Estate Officers' and eviction squads are making best efforts to minimise the pendency of eviction proceedings.

2.100. The position regarding actual evictions made including the number of quarters which have been sealed is stated to be as under :—

Period	Number of Evictions including quarters sealed
1-7-71 to 30-6-72	54
1-7-72 to 30-6-73	107
1-7-73 to 30-6-74	67

2.101. 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.

2.102. The Committee are unable to appreciate the reasons given for delay viz., giving of adequate opportunities to the parties concerned 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 overstay 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 retirements, so as to serve as a deterrent against unauthorised occupation of Government quarters.

2.103. 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 servant to make their own arrangements for residential accommodation and vacate Government quarters. The Committee have in paras 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.

K. Housing Schemes

2.104. It has been stated that no specific housing scheme has been formulated for provision of residential accommodation for the Central Government employes. All the social housing schemes introduced by the Ministry of Works and Housing are intended for the benefit of general public and no special concession has been envisaged for any class of people. The area of their operation is also determined by the State Governments who are implementing them. The Ministry has introduced the following social housing schemes for easing housing problem in urban areas *i.e.*, metropolitan and other cities :—

- (i) Low Income Group Housing Scheme (1954).
- (ii) Middle Income Group Housing Scheme (1959).

2.105. The benefits of these schemes are available to all citizens (including Government servants) who fulfill the conditions laid down in each scheme. Under both these schemes, loans are granted for the purchase of developed plots of land also. The main provisions for the grant of loans to individuals under these schemes are described below :—

Low Income Group Housing Scheme

It *inter-alia* provides for the grant of loans to individuals whose income does not exceed Rs. 7,200 per annum and their cooperative societies for the construction of houses for their *bonafide* residential use. The amount of loan is restricted to 80 per cent of the cost of a house (including the cost of developed land) subject to a maximum of Rs. 14,500/ per

house, to individuals cooperative societies etc. The loan is ordinarily recoverable in 25 annual equal instalments of principal and interest. The rate of interest is fixed by the Government from time to time.

Middle Income Group Housing Scheme

This scheme provides for the grant of loans to persons falling in the income-range of Rs. 7,201 to Rs. 18,000 per annum and their cooperative societies for the construction of houses for their *bonafide* residential use. The amount of loan is restricted to 80 per cent of the cost of a house (including the cost of developed land) or Rs. 27,500 whichever is less. The loan is ordinarily recoverable in 20 years. The rate of interest is fixed by the Government from time to time.

2.106. The Government servants can avail of the benefits of both these schemes in common with the general public. Both these schemes are in the State sector and are actually implemented by the State Government/ Union Territory Administration themselves.

2.107. The Central Government employees are also granted advance for the construction of a house, purchase of a new house/flat subject to certain conditions.

2.108. Regarding the post-retirement housing problem of Central Government Employees, it has been stated that the Delhi Development Authority has 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. The salient features of the scheme are given below.

2.109. The purpose of this scheme is to give relief to 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. In the first instance, the scheme is being confined to public servants retiring within three years *i.e.*, from 1st April, 1972 to 31st March, 1975. He/she must have declared Delhi as his/her home town before the commencement of the scheme and should not own in full or in part, on free-hold or leasehold basis, any house or plot in the urban areas of Delhi, New Delhi or Delhi Cantonment either in his own name or in the name of his/her wife/husband or in the name of any other dependent relation, including unmarried children.

2.110. However, an applicant owning a plot in Delhi having an area of less than 75 sq. yards or a house situated on such a plot shall be eligible for registration. Persons who own a house or plot allotted by the Delhi Development Authority on area of more than 75 sq. yards shall not, however, be eligible for registration.

2.111. On the analogy of the scheme to provide residential accommodation to the retiring public servants as introduced by the Delhi Development Authority, the question of formulation of a scheme at Bombay for implementation by the Maharashtra Housing Board, was also taken up with the Government of Maharashtra. The State Government, however, informed the Ministry in May, 1973 that as the State Government had already taken up a huge housing programme in Bombay through the Maharashtra Housing Board, it would not be appropriate to take up a scheme specially for retiring/retired Central Government servants whose number would be comparatively small and such persons could apply for allotment of houses/flats when the Board advertised them.

2.112. The Committee enquired during evidence whether, apart from the scheme formulated by Delhi Development Authority, any other scheme was contemplated by Government to solve the post-retirement housing problem of the Central Government employees. The representative of the Ministry of Works and Housing stated:—

“Personally I am in full agreement that particularly for those Government servants, who could not make any arrangements during their service period to build houses or do not possess any inherited houses, it becomes very difficult to make arrangements for accommodation after they retire. What we should do is to encourage as a positive measure, Housing cooperative Societies for the Government servants and make arrangements through loans that are given by the Government as also from the financial institutions. The Cooperative Societies can get land at concessional rates at different places of the country. There should be a positive measure particularly for the middle and lower income group employees.”

2.113. The witness added:—

“For higher income group, Cooperative societies have been established. As a matter of fact, Vasant Vihar etc. have come up. Entire Defence Colony was a Cooperative Society of the Defence Employees, Railway employees have also formed Cooperative Societies and have their own housing colonies. But I think for the lower and middle income group we should promote the establishment of Cooperative Societies.”

2.114. The witness further stated that Government should take up this as a positive and promotional measure rather than leave the employees themselves to form the cooperative societies.

2.115. The representative of the Ministry of Works and Housing also stated that for those Central Government Employees who wanted to settle down in other States outside Delhi, there might be some problem to establish Cooperative Societies as their number could be comparatively small. In such cases, the State Governments should be persuaded to allow the Central Government employees to join the Cooperative Societies of the State Government Employees, and there should be a fixed quota for the Central Government employees in every Cooperative Society. Ministry of Works and Housing would take up the matter with the State Governments in this regard.

2.116. Asked whether provision of houses on hire purchase basis to Central Government Employees will not help base the pressure of demand on General Pool Accommodation in Delhi and other metropolitan cities, the representative of the Ministry of Works and Housing stated:—

“We may also consider this question of building and selling houses on hire purchase instead of giving a man an advance. But if you go in for sale on hire purchase basis, this will mean standardisation where the choice of the employees will not be very much larger.”

2.117. Asked whether the Ministry of Works and Housing had examined the feasibility of setting up a Housing Corporation for construction of houses for the benefit of the Central Government employees, the representative of the Ministry stated:—

“We have several agencies such as C.P.W.D. and Delhi Development Authority. I don't think creation of new agencies would solve the problem.”

2.118. When the Committee pointed out that only rich people who had the means to pay the entire cost of the house on “Cash down” basis could get a house from the Delhi Development Authority, the representative of the Ministry of Works and Housing stated:—

“I agree that D.D.A. should certainly and basically be for the service of the weaker sections of the society. But, on the other hand, it has to be self-financed. Since middle income group housing would be subsidised, to that extent, some money would have to be made from out of commercial plots.”

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.

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 31-3-75 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.

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.

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.

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

- (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

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 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 benefit of Central Government employees in each Housing Cooperative Society in 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.

2.124. The Committee consider that necessary funds for the hire purchase scheme referred to above could 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 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 Government employee would not be able to withdraw for any other purpose.

2.125. 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 General Pool accommodation.

CHAPTER III
OFFICE ACCOMMODATION

A. Demand and Availability

The following two statements indicate the position regarding demand and availability of office accommodation in Delhi and other cities during the various Plan periods:—

I. Office Accommodation in Delhi

	(Lakh sq. feet.)		
	Demand	Avail- ability	Shortage
First Plan	38·50	35·40	3·10
Second Plan	45·58	40·83	4·75
Third Plan	63·67	54·93	8·74
*Fourth Plan	75·33	55·77	19·56

*The figures for the Fourth Plan period represent accommodation owned by Government and does not take into account the leased and requisitioned accommodation which totals up to 4·14 lakh sq. ft.

II. Office Accommodation in other cities

(Lakh sq. feet)

Place	First Plan			Second Plan			Third Plan			Fourth Plan		
	Demand	Avail- ability	Short- age	Demand	Avail- ability	Short- age	Demand	Avail- ability	Short- age	Demand	Avail- ability	Short- age
	2	3	4	5	6	7	8	9	10	11	12	13
Bombay	..	..	..	7.70	7.12	.58	8.92	8.22	.70	8.73	8.00(a)	.73
Calcutta	29.51	27.86	1.65	21.97	20.23	1.74	26.83	21.89	4.94	25.04	20.53(b)	4.51
Madras												
Simla	..	..	..	..	..	..	..	..	..	2.97	2.59	.38
Faridabad	..	..	..	..	..	..	..	..	..	3.08	2.45	.63
	..	..	..	..	..	..	..	..	..	1.37	1.06	.31

(a) Includes leased/requisitioned accommodation of 2.16 lakh sq. ft.

(b) Includes leased/requisitioned accommodation of 6.31 lakh sq. ft.

3.2. From the above data it is seen that the total shortage of office accommodation at the end of the Fourth Plan in the 4 metropolitan cities of Delhi, Calcutta, Bombay and Madras is as follows:—

		(Lakh Sq. ft.)	
		Excluding leased/re- quisitioned accommoda- tion.	Including leased/re- quisitioned accommoda- tion.
Delhi	. . . . .	19.56	15.42
Bombay.	. . . . .	2.89	.73
Calcutta ]	. . . . .	10.82	4.51
Madras	. . . . .	.38	.38
TOTAL :—		33.65	21.04

3.3. As pointed out in Chapter-I, the Ministry proposed a provision of Rs. 183 crores on account of construction of residential accommodation and office accommodation during the Fifth Plan, Rs. 150 crores for residential accommodation and Rs. 33 crores for office accommodation. However, the Draft Fifth Five Year Plan envisages a provision of Rs. 100 crores, out of which it is assumed that Rs. 20 crores will be for office accommodation. The exact amount that will be made available has not been finalised so far.

3.4. It was stated during evidence that the growth in the demand for office accommodation was due to the tremendous increase in the activities of the Government of India after independence. For example, there were 12/14 Ministries at the time of independence. The number of Departments and Ministries would be around 35-36 now. Though lot of construction had taken place like Udyog Bhawan, Rail Bhawan, Shastri Bhawan etc. perhaps the degree of construction did not keep pace with the proliferation or expansion that had taken place in the number of Ministries and the posts created for these Ministries.

3.5. Regarding steps taken to reduce the gap between demand and availability of office accommodation during the Fifth Plan period, the Directorate of Estates has stated that in the proposals for the Fifth Five Year Plan, a provision of Rs. 15.83 crores had been suggested for the construction of a number of office buildings in Delhi. However, due to financial stringency and a ban on new constructions, it has not so far been possible to take up the construction of any new building. However, a

multi-storeyed office building was under construction on Plot No. 35 in New Delhi and on completion it would make available 4.55 lakh sq. ft. of additional accommodation. In addition, construction of an office building in Sector XI of Ramakrishnapuram has also been sanctioned but it could not be taken up during 1974-75 due to ban on new constructions. This building, on completion, would make available another 2.80 lakh sq. ft. of office accommodation.

3.6. It has been stated that the demand for office accommodation in Delhi has been assessed on the basis of the staff strength of the eligible offices as on 1st February 1972. Asked what would be actual demand for office accommodation in Delhi during the Fifth Plan period, Directorate of Estates has stated that "no precise information about the present demand of office accommodation in Delhi can be given as screening has not been done after 1972. It is proposed to have a fresh screening of requirements soon."

3.7. Regarding the wide gap between demand and availability of office accommodation at Calcutta, Directorate of Estates has stated that the gap has been "constantly increasing due to lack of any substantial addition to the office accommodation during the previous plan periods and the increase in demand."

3.8. It has been further stated that pile foundation work for a multi-storeyed Office building at Nizam Palace, Calcutta is going on but further work on superstructure cannot be done due to the ban on new constructions. On completion, this building would make available 1.54 lakh sq. feet of accommodation.

3.9. Regarding plans for construction during the Fifth Plan, Directorate of Estates has stated that a provision of Rs. 5.48 crores has been made for construction of office accommodation at Calcutta. Since the amount that would be made available for construction of general pool accommodation during the Fifth Plan period is not known, further planning could not be done.

3.10. Regarding the increase in the number of Central Government employees in the metropolitan cities of Delhi, Bombay, Calcutta and Madras during each of the Plan periods, the Directorate of Estates had stated that the requisite information was not available. Asked during evidence why such important statistics were not being maintained and how without such basic data the policy to keep under control the growth of offices in big cities could be implemented, the representative of the Ministry of

Works and Housing stated :—

“I would admit our failure. This statistics, as has been pointed out, is vital. It is a must. Somehow, we have been managing or rather tried to manage without it. But, we would certainly take care of it for the future so that we have the statistics.”

3.11. 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 increase 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 lakh 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.

3.12. 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 schemes for office and residential accommodation during the various Plan periods 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 offices 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.

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.

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.

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.

B. Shifting of Government Offices outside Delhi and other big cities and development of ring towns

3.16. It has been stated that 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, and to relieve excessive pressure on land and the various civic amenities in the capital.

Proposals for shifting offices are processed in consultation with the concerned Administrative Ministeries and such of the offices, whose presence in Delhi is not considered vitally essential and which can function from outside Delhi, without detriment to their administrative efficiency, are required to shift to places outside Delhi.

3.17. It has been stated that Government are following a specific policy to keep under control the growth of offices in the Metropolitan cities of Delhi, Bombay, Calcutta and Madras and also at other places where General Pool accommodation is available. According to that policy:—

- (i) No office, which is already functioning elsewhere, should be brought to Delhi without the express approval of the Cabinet Committee on Accommodation.
- (ii) Irrespective of whether it requires office or residential accommodation through Government auspices, no new office of the Central Government or semi-Government organisation should be established in Delhi without the express approval of the Cabinet Committee on Accommodation.
- (iii) No new office can be opened or shifted to Calcutta, Bombay, Simla, Nagpur, Faridabad and Madras without the approval of the Ministry of Works and Housing.

3.18. Directorate of Estates has stated that the Master Plan for Delhi specifically recommended deflecting about 50,000 Central Government employees to the ring towns shown below which are about 20 to 30 kilometres away from the Centre of Delhi.

Ring Town	No. of Government employees
Ghaziabad (U.P.)	20,000
Faridabad (Haryana)	15,000
Gurgaon (Haryana)	5,000
Narela Delhi	10,000
TOTAL	50,000

3.19. For this purpose about 1000 acres of land have been acquired at Ghaziabad and about 900 acres of land, are available with the Central Government in the Mehrauli Badarpur Road area. But no construction work at these places could be started as the requisite funds for the purpose have not been made available. Similarly, after constructing about 1 lakh sq. ft. office accommodation and 2212 residential units at Faridabad, subsequent phases of construction at that place are held up due to paucity of funds.

3.20. It has been further stated that proposals for shifting of Central Government offices from Delhi to outside places are under examination. Steps are proposed to be taken to decentralise offices in accordance with the construction and availability of accommodation at ring towns.

3.21. The following difficulties are stated to have been encountered by the Government in implementing the policy regarding shifting of offices from Delhi to outside places with a view to relieving congestion both for office and residential accommodation,

- (i) The attached/subordinate offices generally try to justify their continuance in Delhi on the ground that they have to keep a constant liaison, with the administrative Ministries;
- (ii) Non-availability of suitable office/residential accommodation in places where offices are proposed to be shifted;
- (iii) Financial difficulties in construction of office/residential accommodation at places outside Delhi; and
- (iv) Employees are reluctant to move outside Delhi as quantum of some of the allowances such as city compensatory allowance and House Rent Allowance are less at similar places in addition to non-availability of suitable facilities such as medical facilities, educational facilities etc.

3.22. Asked whether it was necessary for all the Departments to remain in Delhi, the representative of the Ministry of Works and Housing stated during evidence:—

“Departments are essentially parts of Ministries. They will have to remain in Delhi. For example, we cannot have the Department of Petroleum at Delhi and Department of Chemicals somewhere else. The Minister will be dealing with these things and he cannot be in two places. The attached and subordinate offices need not necessarily remain in Delhi and

that is where an attempt should be made to send the offices out of Delhi and put them at various places.”

3.23. Asked when the policy to shift offices outside Delhi was formulated and what were the reasons that the policy had not proved successful, the representative of the Ministry of Works and Housing stated:—

“This idea was mooted first in 1948 and very often, off and on, this idea has been talked about, I do not think, Sir, that this policy was followed in a very consistent manner. All that has happened is sometimes we are strict about it and say that no new office should come up here. Let us again accept the fact that the Ministries themselves want the Attached and Subordinate offices to be near them and these offices also want to be near the Ministry and there are certain advantages also.”

3.24. The witness added :—

“We have been insisting on a strong policy that the Attached and Subordinate offices should not only be started in Delhi, but even if they are in Delhi, they should be asked to move away, if not to far away places, at least they should move to places like Ghaziabad, Faridabad etc. and these should be developed as ring towns. We are having an increase of population of 2-3 lakhs in a year in Delhi apart from the natural increase by birth. We cannot possibly stop this tendency unless we are able to develop these ring towns.”

3.25. Regarding development of ring towns, the Representative of the Ministry of Works and Housing stated:—

“We have taken a decision about these ring towns and these can only be developed if sufficient attractions are there. We have come to the conclusion that not merely some of the State Government offices but some of the Central Government offices should be shifted as a matter of Government policy, particularly certain offices which have contact with the public like Income-Tax, Sales-tax etc.”

3.26. Asked whether the economics of providing office and residential accommodation in Delhi and other metropolitan cities *vis-a-vis* locating offices in smaller cities and developing them by providing office and residential accommodation for Central Government employees had been worked out, the representative of the Ministry of Works and Housing stated:—

“It is not merely the economics of providing office and residential accommodation. It is a must. Otherwise metropolitan cities will collapse. Even if the economics proposed is not 100 per cent beneficial, initially it may not help because you have to provide a lot of infrastructure facilities by way of provision of schools, hospitals and roads, sewerages, water supply arrangements etc. If you take into account all these things and if you work out for about 5 or 10 years, the economic would be very viable.”

3.27. Regarding *inter-se* priority of various developmental schemes relating to Delhi, the representative of the Ministry of Works and Housing stated:—

“My own idea is that we should simultaneously start work on Mehrauli—Badarpur, then a part of the DIZ area, then Ghaziabad because Ghaziabad has certain advantages and then take up Faridabad. Faridabad has certain advantages; it can develop and it has developed upto a particular point. But, unless we do some catalytic work for Ghaziabad, the development of Ghaziabad will not start. That is why, I would give Ghaziabad a higher priority than Faridabad.”

3.28. Regarding development of Mehrauli—Badarpur and DIZ areas, the witness state:—

“So far as DIZ area is concerned, the land use there is pretty poor keeping in view the fact that land in Delhi is very valuable. The use of land in the DIZ area needs some revision. Mehrauli—Badarpur has another advantage. It is not far away from Delhi. On the other hand, it is far enough to take away the congestion and the pressure from Delhi. We have a fairly large block of land there. That is why I would also prefer that to be taken up earlier than Faridabad.”

3.29. Regarding Mehrauli—Badarpur and Ghaziabad schemes, the Committee were informed during evidence that due to lack of funds the lay out planning could not start yet. When funds were provided and the ban on new construction was removed, the construction both for office and residential accommodation in those areas would be taken up.

3.30. In reply to a question whether there was any proposal to shift offices outside Calcutta to ease the problem of office and residential accommodation, the representative of the Ministry of Works and Housing state:—

“Shifting of offices away from Calcutta may be a little difficult. Most of the offices deal with the activities at Calcutta e.g. the

Commissioners of Income-Tax will have basically to remain in Calcutta because the assessments relate very largely to that city. Similarly, the Coal Board and the Office of the Jute Commissioner cannot be shifted because the activities relate to Calcutta area. We have, of course, asked for a large area in the Salt Lake City; and if they develop it, we can build there. To that extent we can shift the offices to that ring-town, rather than keep them in the Chowringhee area of Calcutta."

3.31. Asked whether some decentralisation was not possible and a few offices could not be shifted to Patna or Gauhati from Calcutta, the representative of the Ministry of Works and Housing stated:—

"We can examine the extent to which further decentralisation would be conducive to proper functioning. Really the answer to the problem is development of a number of ring towns and shifting offices to them. We are trying to secure 60 acres of land in Salt Lake City so that we can build offices and residential accommodation and we can move several of the offices there."

3.32. When the Committee enquired during evidence whether the question of granting allowances to the Government employees, who would be stationed in the ring towns on the same scale as were applicable to Delhi etc. had been considered by Government, the representative of the Ministry of Works and Housing stated that the matter was under consideration of Government.

3.33. Asked about the provision of medical and educational facilities etc. in the ring towns, the representative of the Ministry of Works and Housing stated:—

"We must not merely plan for building offices and residences, we must also plan for other infrastructure facilities so that the people who ought to be shifted do not have a legitimate ground that they are being put to all these inconveniences and difficulties."

3.34. Regarding the number of offices shifted outside Delhi and number of new offices accommodated in Delhi, the Directorate of Estates has stated that the information relating to the number of offices shifted outside Delhi during the First Four Plan period and the number of new offices located in Delhi during the same period is not readily available with the Ministry and that the information is being collected from the various Ministries. The Department has, however, furnished information (*vide*

Appendix VI) regarding the offices shifted outside Delhi after 1962-63 as a result of the steps taken towards decentralisation of Government offices from Delhi to outside places.

It is noticed that 11 Government offices and 6 offices of Public Undertakings were shifted out of Delhi after 1962-63.

3.35. The Directorate has also stated that information regarding the attached/subordinate offices, area of office accommodation and number of employees located at Delhi, Bombay, Calcutta, Madras is not readily available with them and is being collected from the Ministries/Departments concerned.

3.36. Regarding the policy of Government to reduce concentration of Government offices in specific areas of metropolitan cities and disperse them to other areas with a view to locate them near the residential accommodation built for the general pool, it has been stated that the bulk of Central Government Offices are located in Delhi/New Delhi. It is the Government's policy to reduce concentration of Government offices in specified areas of Delhi/New Delhi and Bombay and for this purpose the following steps have been taken/are proposed to be taken:—

- (i) Office accommodation along with residential accommodation was constructed in Ramakrishnapuram to take some of the offices away from the Central Secretariat area;
- (ii) Sizeable office accommodation was constructed in Indraprastha Estate area;
- (iii) Office accommodation to the extent of 1.00 lakh sq. ft. along with 1402 residential units was constructed at Faridabad and some of the Central Government offices had been shifted/located at that station with a view to reducing concentration of Government offices in New Delhi. Construction of more accommodation for office as well as residence at Faridabad has been held up due to paucity of funds.
- (iv) It is proposed to develop Mehrauli-Badarpur Road area and to construct office/residential accommodation;
- (v) It is also proposed to develop about 1000 acres of land acquired in Ghaziabad and to construct office/residential accommodation but no progress in this regard could be made on account of paucity of funds;
- (vi) It is proposed to shift some of the Central Government offices from the old Bombay area to New Bombay area; for this purpose, statistical data are being obtained from the offices located there.

3.37. Regarding steps taken to allot accommodation to Government servants near the places of work so as to avoid strain on the transport system, Directorate of Estates has stated that "it is the policy of Government to allot, as far as possible, accommodation to Government servants near their places of work so as to avoid strain on the transport system. In this context officers employed in offices in old Delhi have the option for allotment of residential accommodation in Timarpur area and those working in the offices located at Ramakrishnapuram have the option to request for allotment in that area.

3.38. 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.

3.39. The Committee further note that the Master Plan for Delhi specifically recommended that 50,000 Central Government employees 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.

3.40. 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.

3.41. 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 be shifted and financial difficulties in construction of new offices/residential buildings 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, educational etc. at those places.

3.42. 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.

3.43. 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.

3.44. 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 tapered off over a specified period after they are shifted to new places to save them sudden loss of emoluments.

3.45. The Committee consider that the ring towns which are proposed to be developed around these metropolitan cities, 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. In this connection the Committee feel that the shifting of offices to Mehrauli—Badarpur area would not serve the purpose of deflection of population from Delhi. 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.

3.46. The Committee further recommend that integrated plans for the developed 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 maner over a specified period of time.

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.

C. Rate of Hiring Office Accommodation and comparative cost of construction of new office buildings.

3.48. Directorate of Estates has stated that the rent paid for the leased and requisitioned accommodation varies from building to building. The rents of buildings, which were originally taken on lease or requisitioned during World War-II, i.e. between the period 1941 to 1944, are lower as compared to the buildings which are now being taken on lease.

3.49 In Delhi, Bombay, Calcutta, Nagpur, Simla, Faridabad and Madras where General Pool Office accommodation is available, the total demand and availability of office accommodation as on 31-12-1973 is as under:

(In lakh sq. ft.)					
Demand	Govt. owned	Leased/ Requisitioned	Temporary Hutments	Total	Shortage
122.14	69.60	12.66	14.10	96.27	25.87

3.50. It is seen from the above data that 96.27 lakh sq. ft. of office accommodation is in use out of which 12.66 lakh sq. ft. account for the private accommodation taken on rent which is 13.2 per cent of the total office accommodation in use. The office buildings and temporary hutments owned by Government account for 86.8 per cent of the total accommodation available.

3.51. It has been stated that in Delhi/New Delhi Office accommodation is available in the private sector at a rate varying from Rs. 1.50 per sq. foot to Rs. 3.60 per sq. foot of plinth area per month. On rough estimate, the cost of construction (excluding cost of land) of a Government owned Multi-storeyed buildings comes to approximately Rs. 100 per sq. foot of plinth area. Taking Rs. 2.50 per sq. foot as the average rate of hiring per month, the annual cost per sq. foot works out to Rs. 30. Thus the rent paid for private office accommodation for about three years or so may be equal to the cost of construction of a Government owned multi-storeyed building having the same plinth area.

3.52. On the question of comparative cost of construction of new office buildings and taking private accommodation on rent, the representative of the Ministry of Works and Housing stated that if the rate of interest on the capital invested is taken as 12 per cent, the cost of construction (excluding cost of land) of a multi-storeyed building would be approximately Rs. 100 per sq. foot. Assuming that the average rate of hiring was Rs. 3 per sq. foot per month, the hire charges per sq. foot would amount to Rs. 36 per year. Out of that, Rs. 12 would have to be deducted on account of the saving in interest which would have to be paid otherwise on the capital invested for constructing new buildings. Thus Rs. 24 per sq. foot per year would be the net expenditure on the hired accommodation. It is thus clear that in 4 years time, the rent paid per sq. foot would be equal to the cost of construction of 1 sq. foot in a Government-owned multi-storeyed building. The witness further stated that during the first 3 or 4 years there would be double expenditure towards payment of rent for the hired accommodation and towards investment of capital for the new buildings. The whole question in fact would depend upon the availability of funds for new constructions. The witness expressed the view that during the next 7 or 8 years necessary funds should be provided for construction of office buildings so that there would be large saving in expenditure on the payment of rent for the hired buildings.

3.53. The Committee were also informed that the rate of hiring office accommodation which was presently Rs. 3 per sq. foot was going up fast and would be around Rs. 4 per sq. foot in the near future.

3.54. 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.

3.55. 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. 100 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 year's time, the rent paid for hired accommodation would be equal to the cost of construction of Government owned multi-storeyed buildings.

3.56. 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 of durable assets, there will be considerable saving in the payment of rent for the hired/requisitioned accommodation.

D. Hutments

3.57. It has been stated that a number of hutments in Delhi/New Delhi have been declared unsafe for occupation and it is necessary to put up new accommodation on priority basis in order to replace the temporary accommodation in hutments and to meet the increasing demand for residential and office accommodation. The hutments which have been declared unsafe in 19 localities in Delhi account for 23.28 lakh sq. feet of covered area. However, as there is a ban on the construction of new buildings, steps are being taken to repair these hutments to make them usable.

3.58. It has been stated that the total area covered by the Hutments is 55.3 lakh sq. ft. the position regarding which is as follows:—

Safe .	32.06 lakh sq. ft.
Unsafe Area	23.30 "
(i) Under renovation	18.70 "
(ii) to be demolished	00.30 "
(iii) Proposed to be renovated .	4.30 "

3.59. The Committee were informed during evidence that there were 327 residential units in hutments and 14.01 lakhs sq. feet of office accommodation. A sum of Rs. 25.95 lakhs had been spent on repairs since these were declared unsafe. The annual expenditure on repairs and maintenance would be of the order of 75 paise per sq. foot. For the office portion i.e., 14.01 lakh sq. feet of carpet area, the cost of new construction would be about Rs. 21.48 crores and the cost of reconstruction of 327 residential units would be about Rs. 1.6 crores.

3.60. When the Committee enquired whether the hutments could be used after carrying out the necessary repairs without any danger to human life, the representative of the Ministry of Works and Housing stated:—

“The main defect found upto now in regard to the hutments which were of a temporary nature is in regard to the roof and the wood work. The walls upto now have been safe. That is why, we have changed the wood work and the roof and that cost us Rs. 10 per sq. foot. This has given a new lease of life for ten years. That does not mean that after 10 years if we change the roof and wood work, they will have lease of life of another ten years, because the walls are kucha and may not last after ten years. So, we cannot mathematically calculate the life of these hutments. Irrespective of the economics we will have to re-build them. The second point is that if we take the economics at that point of time (when repairs were carried out) perhaps at Rs. 65 per sq. foot, we can get corresponding pucca accommodation. Moreover, we can have better use of the land because, if we construct new office building, that will be multi-storeyed and so, more space would be available. Land in those areas where these hutments are, is extremely valuable. These hutments are all war-time constructions. Even though they have lasted longer than what was estimated, reconstruction is necessary.”

3.61. Regarding the cost of construction of new buildings in place of the old hutments, the representative of the Ministry of Works and Housing stated:—

“If we propose to construct now, it will be Rs. 60 or 70 or at the most Rs. 100 if it is a tall building. If we wait for 5 or 10 years, the cost of construction may go up to Rs. 150 or more at that point of time. We should not delay much longer in replacing the hutments because apart from other

considerations, the cost of construction is going up and the more we delay, the more we will have to pay to replace these hutments.”

3.62. 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.

3.63. 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 multi-storeyed buildings are constructed on that land which can provide more accommodation.

3.64. 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.

CHAPTER IV

MARKETS

A. Procedure for Allotment

There are at present 34 markets in Delhi under the administrative control of the Directorate of Estates having 3,286 premises consisting of 2189 shops, 273 flats, 167 stalls, 12 fuel depots, 53 show windows and 592 platforms. A market-wise and premises-wise statement is at Appendix VII.

4.2. It has been stated that 15 per cent and 7 per cent of the shops etc. in the markets are reserved for Scheduled Castes and Scheduled Tribes respectively while the remaining shops etc. are in the general quota. According to the existing policy shops etc. which are earmarked for allotment to members of Scheduled Castes and Scheduled Tribes are allotted by draw of lots from amongst the eligible applicants. Applications are invited through advertisements in local newspapers. The licence fee in the case of Scheduled Castes and Scheduled Tribes is charged at economic rates. It has been further stated that shops etc. in the general quota are allotted by inviting tenders through advertisements in local newspapers and, normally, they are allotted to the tenderer who offers the highest amount of monthly licence fee, but the Directorate of Estates reserves the right to reject the highest offer or all the offers without assigning any reasons.

4.3. Asked about the reasons for following different procedures for allotment of shops in respect of the reserved quota and the general quota and why tenders were not invited in respect of the premises reserved for the Scheduled Castes and the Scheduled Tribes, the representative of the Ministry of Works and Housing stated:—

“So far as the Scheduled Castes and Scheduled Tribes are concerned, it was felt that if we were to introduce the auction element there, the danger will be that there will be a tendency for people to apply *benami* in the name of Scheduled Castes and Tribes people. That is why we do not propose to introduce the element of tender for the reserved shops; we would rather do it by draw of lots and have regular inspection so that the Scheduled Castes and Scheduled Tribes people actually get the benefit out of the shops.”

4.4. The Committee enquired about the procedure for re-allotment of shops, which had fallen vacant, to the new applicants and desired to know whether tenders had been called in each case. The representative of the Ministry of Works and Housing stated:—

“I cannot say that in each case tender has been called for. There have been allotments made without tenders.”

4.5. Asked about the problem of unauthorised extensions of shops by the allottees in the markets, the Committee were informed that there were plenty of unauthorised extensions in all the markets, and the Directorate of Estates was finding it difficult to tackle the situation. The representative of the Ministry of Works and Housing stated:—

“Our management of these markets has not been what it should have been and there is lot of scope for improvement. We are trying to improve our management.”

4.6. Asked whether there was any Market Committee with whom such problems could be discussed and sorted out, the representative of the Ministry of Works and Housing stated that there were Associations of the allottees of shops but they were more a hinderance than an advantage.

4.7. Summing up the position regarding management of the markets in general, the representative of the Ministry stated:—

“There is perhaps a great deal of scope for improvement in our management of these markets. We are looking into it and we are taking steps. We ourselves are not happy about the management of the markets.”

4.8. The Committee note that there are 34 markets in Delhi under the administrative control of the Directorate of Estates having 3,286 premises which consist of 2,189 shops, 273 flats, 167 stalls, 12 fuel depots, 53 show windows and 592 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 news-papers. 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 get the allotment.

4.9. 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.

4.10. 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.

4.11. The Committee note with concern that a number of shops which have fallen vacant from time to time in various markets, are not being reallocated on the basis of tenders. The Committee, therefore, recommend 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 and Scheduled Tribes.

4.12. The Committee are concerned to note that unauthorised extensions of shops in the 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 authorised extensions are detected in time and firm action is taken against the persons concerned speedily.

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.

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.

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 shop-keepers, particularly for commodities of every day use to make sure that these are being supplied at most competitive rates.

B. Licence Fees

4.16. It has been stated that the shops in the four rehabilitation markets, namely Sarojini market, Kamla market, New Central market, and Pleasure Garden market have been allotted on a concessional licence fee as allotments were made to West Pakistan migrants as a rehabilitation measure. Licence fee for the shops in these markets were fixed by the Ministry of Rehabilitation on the basis of 6 per cent of the capital outlay, including the cost of land but excluding the element of house tax. The same rates were being charged by the Directorate of Estates after these markets were transferred to them with effect from 1-4-1958. The licence fee for the Rehabilitation markets was fixed on 1-11-57 and thereafter it was revised with effect from 1-1-1962 only in respect of allotments made/regularised after 1-4-1958.

4.17. Asked about the fixation of economic licence fee in relation to the shops allotted to the Scheduled Castes/Scheduled Tribes, the Directorate of Estates has stated that the economic licence fee was fixed according to the provisions of F.R. 45-B in 1964 and the Engineer-in-Chief, C.P.W.D. is the competent authority for fixing it. The term "concessional rent" is applicable to the rent charged in respect of the shops in the four Rehabilitation markets and also in respect of Mehar Chand market on Lodhi Road, and it is lower than the "economic rent". The licence fee charged in respect of the shops in the general quota which are rented out on the basis of tenders is called "tendered rent". Excepting the Rehabilitation markets licence fees for other markets have been revised only once with effect from 1-12-1964.

4.18. Asked during evidence about the reasons why the Economic Licence fee which was last revised in 1964 had not been revised further even though the rents had gone up in the open market, the representative of the Ministry of Works and Housing stated:—

“I have to submit that from 1969 onwards this idea of revising the rent has been going on but till 1974-75 we have not been able to do it. I am trying my level best to see that they are implemented in 1975.”

4.19. Asked about the reasons why a general revision of the licence fee fixed on 1-11-1957 for all the shops in the Rehabilitation markets had not been done the representative of the Ministry of Works and Housing stated:—

“There are no leases in many cases and, where they exist, there is no provision for revision of licence fee. The contract does not provide for it. We have consulted the Law Ministry and we were advised that we did not have a case.”

4.20. It has been stated in a further note to the Committee that the number of cases in which there are no leases is 675.

4.21. Most of the allottees in the four Rehabilitation Markets in question had simply signed “terms of tenancy for houses/tenements/shops” on plain paper. These terms were not even formally accepted on behalf of the President of India.

4.22. In reply to the query made by the Directorate of Estates whether Government can insist on execution of lease/licence by those who got the allotments prior to 1-4-1958 (*i.e.* the date prior to which these markets were under the administrative control of the Ministry of Rehabilitation), the Ministry of Law gave their answer as ‘No’ stating that entering into an agreement is an act of volition containing terms and conditions mutually agreed upon between the parties thereto. So far as the question of jeopardy of Government interests is concerned, these interests are safe only to the extent that the occupants in question are paying rent/licence fee and thus none can be said to have set up a title adverse to that of the Union.

4.23. If such allottees (where there are no leases) do not pay rent regularly, necessary action is taken to realise the dues and, if need be, even to evict the allottees. In the matter of subletting, necessary action, can be taken in accordance with the law. As regards unauthorised additions and alterations, no such alterations are allowed to be made.

4.24. 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 with effect from 1st January, 1962 only in respect of allotments made/regularised after 1st April, 1958.

4.25. 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.

4.26. 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 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 lapses.

4.27. 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.

4.28. The Committee regret to note that licence fee which was fixed in 1964 for the markets 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

C. Sub-leasing of shops

4.29. On the question of sub-leasing of shops by the allottees, Directorate of Estates has stated that "sub-leasing of shops by allottees is not permissible and allotment will be ordinarily cancelled on introduction of any partner or transfer of possession of the premises or of any part thereof or if the allottee carries on business in the premises with any other person or assigns, transfers, changes or otherwise alienates his interest in the premises and if the licence permits the premises or any part thereof being used by any other person for any purpose, whatsoever without the previous consent in writing of the licensor (President of India)."

4.30. Directorate of Estates has also stated that allotment of a shop in favour of a sub-lessee by way of regularisation of his occupation is not made as a matter of course or right and is ordinarily considered only if the sub-lessee asks for it and the following conditions are satisfied:—

- (i) He is in 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.

4.31. Directorate of Estates has admitted that sub-leasing of shops by the allottees is quite common and many instances have come to the notice of Government.

4.32. It has been stated that four markets at Srinivaspuri, Andrews Ganj, Nanakpur and Mandi House which are under the Directorate of Estates were constructed in the year 1962. During the years 1972, 1973 and 1974, 50 shops fell vacant in these four Markets. The following statement indicates the mode of allotment of these shops which had fallen vacant:—

Year	No. of shops that fell vacant	Re: Store ¹ to original allottee	Regularised in the name of unauthorised occupants	Allotment by tenders	Allotment by inviting applications from Scheduled Castes/Tribes	Ad-hoc allotment
1972	15	2	1	9	1	2
1973	27	11	6	8	1	1*
1974	8	2	2	3	1	..
Total	50	15	9	20	3	3

*This shop was in Mandi House. This was got vacated and the premises were handed over to the All India Radio.

4.33. The Committee enquired during evidence whether the present procedure of regularisation of sub-leases without much difficulty was providing encouragement to the allottees to charge premium money from the sub-leasee. The representative of the Ministry of Works and Housing stated :—

“So far as this is concerned, while examining the matter, I came across a peculiar situation that the lease deeds do not provide for sub-leasing. On the other hand, in the market instructions that have been drawn up, which are for the internal use of the Directorate, it has been stated that under certain circumstances sub-leasing should be allowed and should be regularised. As per the contract between the allottee and the owner it is not permissible, but the internal instructions provided for it, even though the internal instructions are supposed to be confidential and only for official use.

So, this particular clause in the lease deed has more or less become a dead letter. We are now trying to change these market instructions. We are going to be a little more strict than what we used to be and we will not permit sub-leasing.”

4.34. In a note furnished to the Committee regarding sub-leasing of shops and their regularisation in the names of the new occupants, Directorate of Estates has stated that “as per terms laid down in the licence/lease deed, the licence/tenants shall not sub-let the premises or any part thereof to any other person without the previous consent in writing of Government and, in default thereof, shall be liable for ejection. However, when allottees sub-let their shops without the previous consent of Government in writing, Government has been giving ex-post-facto approval of such action of the allottees in consideration of the fact that the sub-leasees are in actual and effective occupation of the premises. By doing so, Government have been achieving dual purposes viz. (i) *de facto* ejection of the original allottees from the premises (because of their sub-letting) and (ii) *de facto* allotment of the premises to new persons instead of making allotment by inviting fresh tenders/applications. Besides, such ex-post-facto regularisation is also subject to the provision that the sub-leasees should clear all the arrears which might be outstanding against the original allottees as also pay licence fee at increased rates as per prescribed pattern from the date the sub-letting actually take place. By this, Government’s monetary interest is also safeguarded. The regularisation of sub-letting is, however, done entirely at the discretion of Government by keeping in view the public interest and Government reserves the right to refuse such regularisation without assigning any reasons therefor.”

4.35. Directorate of Estates has also stated that it cannot be said that the present procedure of regularisation of sub-leases is providing encouragement to the malpractice of charging premium money particularly when the sub-leasees are required to pay not only licence-fees at higher rates but also to clear the arrears out-standing against the original allottees in respect of the premises.

4.36. The Committee note that sub-leasing 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 regularised if the sub-leasee asks for it and the following conditions are satisfied:—

- (i) Sub-leasee is in 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-leasee on a licence fee which may be fixed for the purpose.

4.37. The Committee further note that out of 50 shops which fell vacant in four markets namely, Srinivaspuri, Andrews Ganj, Nanakpur and Mandi House during the years 1972, 1973 and 1974, 9 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 sub-letting of shops in the markets, with the result that 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 regularisation of sub-letting encourages mal-practices 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 instructions to eliminate the mal-practice of sub-letting of the shops.

CHAPTER V

ARREARS OF LICENCE FEE

A. Arrears in Delhi/New Delhi

The following statement indicates the total outstanding balances of licence fee in respect of Residential and office accommodation in Delhi/New Delhi under the General Pool :

(Figures in lakhs of Rupees)

Year	Residential Accommodation	Office Accommodation
1969-70	76.38	4.55
1970-71	78.85	8.10
1971-72	85.01	5.08
1972-73	90.48	5.42
1973-74	106.41	24.48

Thus at the end of 1973-74, the total arrears of licence fee in respect of both Residential and Office Accommodation in Delhi/New Delhi amount to Rs. 130.89 lakhs.

5.2. Regarding the arrears in respect of residential accommodation in Delhi/New Delhi the representative of the Ministry of Works and Housing stated during evidence :

“So far as houses are concerned, the rent in most cases is deducted from the pay bills. Therefore, there is no question of its falling in arrears. So far as gazetted officers are concerned, there are four or five different Accountants-General who do it. So far as non-gazetted officers are concerned, there are 25 Treasury officers who do it. It sometimes takes four to five months for this particular statement to come from those offices to the Estate Office and reconciliation would have to be done. So, while we show it on paper as a deficit of Rs. 20 lakhs or Rs. 14 lakhs perhaps the deficit is not Rs. 14 lakhs because Rs. 4 lakhs or 5 lakhs out of that, has already been recovered

from the pay bills of the employees and they are awaiting adjustment in the office of the Director of Estates. From last month we have posted people in the different Treasury Offices so that we can get these schedules of deductions and recoveries from the different Treasury officers and we can start reconciliation work quicker, so that on paper it is not shown as outstanding."

5.3. In a note furnished to the Committee regarding the procedure for the recovery and adjustment of licence fee for Residential and Office accommodation in the General Pool, Directorate of Estates has stated that the licence fee accounts of the general pool accommodation are being maintained department-wise/category-wise. Recovery is effected on the basis of standing licence fee bill, issued by the Directorate. This bill remains effective till the allotment subsists or a revised standing bill is issued. The Departments are required to prepare a schedule of recovery every month and enclose the same with the pay bills before these are presented at the Treasury/Pay and Accounts Office. The latter, while passing the bills, detain these schedules and officials of the Directorate collect them from there. As the percentage of collections of these schedules through the various Treasuries/Accounts Offices was not satisfactory, the matter was discussed with the Treasury Officers from time to time. Last discussions on this issue were held in December, 1974. According to the decision taken at that meeting, some officials of the Rent Wing of the Directorate have been posted at various Treasuries from January, 1975 on an experimental basis. These officials collect the schedules on the spot and, in cases where the schedules are not forthcoming, the matter is brought to the notice of the Treasury Officer and his help is sought.

5.4. Further information regarding the reasons for the accumulation of the arrears in respect of Residential accommodation in Delhi and New Delhi has been given in a Note submitted by the Directorate of Estates as follows:—

- (i) More often, it has been observed that timely intimation about the transfer/promotion or other events are not communicated to the Directorate with the result that the fact of recoveries or otherwise is not known to the Directorate of Estates and the licence fee account of the individual allottee remains incomplete.
- (ii) Due to shortage of residential accommodation in Delhi, a substantial number of retiring Government employees continue to overstay in the accommodation even after cancellation of allotment in their names. The Departments of retiring officers are advised not to settle their final accounts till receipt of a 'No Demand Certificate' from the Directorate. Steps are also taken

to recover the Government dues under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971. The process of litigation is lengthy and it takes quite long to recover the dues through the provisions of the said Act.

- (iii) From July, 1973, as decided by the Ministry of Finance, payment on account of licence fee made from the occupants of General Pool Accommodation of the Department of P&T, Railway and Defence was to be remitted to the Directorate in Cash/Bank Draft/Cheques. Due to change in the old procedure, there is generally delay of one month or so in the remittance of the dues despite best efforts on the part of Directorate of Estates.

5.5. Further information regarding the steps taken to liquidate the arrears has been given by the Directorate of Estates as follows:

- (i) In respect of Government employees, old missing recoveries are being listed out year-wise to get them linked with the Department concerned for the eventual removal of these outstandings from our books.
- (ii) In respect of unauthorised occupants against whom damages are assessed, a systematic review of these cases is being made and appropriate action is taken to get the dues recovered under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971.
- (iii) Review is also made to segregate the cases where the intimation of recovery is not received for a period of six months continuously. The cases are reported to Allotment Sections to examine the desirability regarding cancellation of allotment.
- (iv) All cases, where final demands had been issued, are being listed and verified from the Audit Offices to find out whether the amounts due from them in the books of the Directorate of Estates, had been recovered at the time of final sanction of their accounts and if so, our outstanding dues will be adjusted and removed from the books.

5.6. Regarding arrears of licence fee in respect of office accommodation in Delhi/New Delhi, the representative of the Ministry of Works and Housing stated during evidence :

“So far as 1973-74 is concerned, the biggest single element was the non-payment of rent by the Jawaharlal Nehru University and that was of the order of Rs. 17 lakhs. That inflated the figure to Rs. 24.48 lakhs. They had been occupying the lecture hall

and seminar rooms which we had given them in 1971-72. These were actually constructed for the National Academy of Administration, which was supposed to have shifted from Mussoorie to Delhi. But, later on, because of certain considerations, it was decided that the National Academy of Administration would continue to remain in Mussoorie. Since it was next door to the Jawaharlal Nehru University, this particular hall which was originally built for the National Academy of Administration was given to the Jawaharlal Nehru University on a rental basis. They have been defaulting in the payment of rent."

5.7. The witness added :

"If we analyse the matter over the last few years, apart from this sum of Rs. 17 lakhs, the average annual deficit is of the order of Rs. 14 lakhs, as against a total demand of Rs. 30 lakhs per year. That means four to five month's rent are apparently in arrears. I have been analysing this and I find that the whole amount is not really in arrears; a part of it is due to lack of reconciliation."

5.8. Further information given by the Directorate regarding outstandings in respect of office accommodation is as follows :

- (a) The Railway Department are continuing to Pay at the old rate of rent under F.R. 45-B, instead of at the market rate for the office accommodation allotted to them. They are to pay market rent from 1st October, 1972. An amount of Rs. 11.77 lakhs is due from them on account of this difference of rent.
- (b) The payment of arrears of Rs. 17,27,000 from Jawaharlal Nehru University was made only in 1974-75.
- (c) On 1st January, 1975, there were old outstanding of Rs. 6.59 lakhs for the period ending 28th February, 1966. Most of these outstandings are on account of non-receipt of intimation of recovery from the Treasury Officer/Departments concerned.

5.9. 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. 106 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 dues by the departments of P&T, Railways, and Defence.

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

5.10. 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.

5.11. The Committee see no reason why action could not be taken to recover the dues from unauthorised occupants, like overstays 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 occupation by ex-Government servants.

5.12. The Committee further suggest that a detailed study of the outstandings 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 these 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 department-wise in the Annual Report of the Ministry together with concrete measures taken to effect recovery.

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 up to 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.

B. Arrears in Regional Offices other than Delhi/New Delhi.

5.14. The statement given below indicates the position regarding assessment/recovery of licence fee and total outstanding balance in respect of the regional offices other than Delhi/New Delhi for the year ending 1973-74 :

(Rs. in Lakhs)

Place	Arrears in the beginning of the year	Assessment during the year	Total	Recovery made during the year	Balance outstanding at the end of year
Calcutta	44.28	35.86	80.41	16.11	64.03
Bombay	5.64	24.03	29.67	22.55	7.12
Nagpur	3.29	4.95	8.24	4.45	3.79
Faridabad	1.88	8.12	10.00	6.17	3.83
Madras	1.12	2.88	4.00	2.41	1.59
Simla	14.49	24.07	38.56	10.39	28.17
TOTAL .—	70.70	99.91	170.61	62.08	108.53

Thus at the end of 1973-74, the total outstanding balances on account of licence fee in the Regional Offices other than Delhi/New Delhi amounts to Rs. 108.53 lakhs.

5.15. When the Committee enquired as to why there were huge arrears of licence fee in respect of Calcutta and Simla, the representative of the Ministry of Works and Housing stated :

“So far as Calcutta is concerned, the three main and important parties are the Postmaster General, West Bengal; the official Liquidator and the National Instruments Ltd. Between them they take care of about one-third or more than one-third of the arrears. So far as Simla is concerned, the main defaulter is the Himachal Pradesh Government. You will remember that Himachal Pradesh used to be a Centrally administered territory and as such the Administration had to pay rent under F.R. 45-A, which is much less than the assessment under F.R. 45-B. When it became a full-fledged State, it had to pay under F.R. 45-B, which is more. They did not pay the en-

hanced assessment under F.R. 45-B, and they accumulated an arrear of Rs. 18 lakhs. The other major defaulter is the Grand Hotel, about Rs. 7 lakhs.”

5.16. In a subsequent Note furnished by the Directorate of Estates regarding accumulation of arrears in the Regional offices at Calcutta, Simla etc., the position has been explained as under :

“CALCUTTA :

In Calcutta, out of the total arrears of Rs. 64 lakhs as on 31st March 1974, a sum of Rs. 20.5 lakhs is due from P&T Department alone for the accommodation occupied by various offices of that Department. Though out of this amount the P&T Department has cleared a sum of Rs. 4 lakhs recently, Rs. 16.5 lakhs are still due from them. The P&T Department being a commercial one, is required to pay the licence fee for accommodation given to them from the General Pool. In 1972, it was decided that all such Departments should pay licence fee at the rate under F.R. 45-B. As the market rate of licence fee is much higher than the licence fee calculated under F.R. 45-B, the P&T Department is found to be reluctant to pay at such rates. Though we do not allot accommodation from the General Pool to any of the rent paying Departments now, the accommodation in possession of such Departments like P&T has been with them for a number of years and, as such, they have been allowed to retain the same as a special case. The matter regarding payment of licence fee at market rate has been taken up with P&T Officers at Calcutta and also with the DGP&T New Delhi. Though the matter is under correspondence, for quite some time, the P&T Department has not so far paid the licence fee at market rate with the result that arrears are mounting.

Similarly, a sum of Rs. 5.8 lakhs and Rs. 6.7 lakhs are due from the offices of the Court Liquidator and M/S. National Instruments respectively. These offices have also shown the same attitude as the P&T about the payment of licence fee at market rates. Thus, it would be seen that a major portion of the arrears relate to the payments due from various rent paying Departments which the Regional Offices and the Directorate of Estates have not been able to receive in spite of best efforts. The matter is, however, being discussed with the officers concerned in these departments with a view to persuading them to make the payments.

Out of the total sum of Rs. 64 lakhs, a sum of Rs. 21 lakhs pertains to residential accommodation. The main reason for such arrears in respect of residential accommodation is due to delay in the receipt of recovery schedules from the various Departments. Out of these Rs. 21 lakhs, Rs. 15 lakhs are shown as arrears for non-receipt of recovery schedules. In these cases, recovery may have actually been effected by the Departments concerned and these are only to be adjusted in the books of Regional Offices after verification. As such, this amount is not pending realisation. However, it is our experience that most of the Departments do not either send the recovery schedules at all or delay in sending the same. As periodical meetings with the Departmental heads has not even produced any result, we are now examining the possibility of posting one clerk in each Treasury for some days in every month for collecting the recovery schedules attached with the pay bills of the employees. In cases where the recovery schedules are not attached to the pay bills, efforts are also being made to get them directly from the Departments concerned by personal contact. It is expected that the position would show considerable improvement by the end of the current financial year.

SIMLA

Out of the total arrears of Rs. 28 lakhs in Simla, a sum of Rs. 18 lakhs is due from the Himachal Pradesh Government alone. Some residential as well as office accommodation from the Central Pool was placed at the disposal of the Himachal Pradesh Government when it was a Union Territory. When Himachal Pradesh became a fullfledged State in 1971, they became liable to pay licence fee at the rate fixed under F.R. 45-B. The Himachal Pradesh Government have not accepted the demand so far for some reason or the other. The matter had been under correspondence between the Ministry and the Himachal Pradesh Government for quite some time. As the Himachal Pradesh Government have not made the payment, a high level meeting is proposed to be held shortly to resolve the issue.

Out of the remaining amount of Rs. 10 lakhs, a sum of Rs. 6.7 lakhs is outstanding against Shri Baljee, Caterer in Grand Hotel, Simla. A portion of the Grand Hotel in Simla was given on lease to Shri Baljee, Caterer, in 1965 and it was decided in 1968 to terminate the lease and, accordingly, Shri Baljee, was

asked to vacate the premises and a notice was served to him on 9th December 1968. As Shri Baljee did not do so, eviction proceedings were started against him and the vacation order issued by the Estate Officer on 25th March 1970. Shri Baljee, however, appealed against the decision in the court of law and the matter has remained sub-judice since then. As Shri Baljee is required to pay damages at market rate for the period of his unauthorised occupation, the arrears outstanding against him are mounting. He has also not made any payment after the termination of lease. As the matter is sub-judice, no further action can be taken by the Directorate for realisation, of these arrears for the present. However, we are continuing all possible steps to see that the decision on the case is expedited.

Arrears in respect of other Regional Offices are not very high. These arrears are also due broadly to the reason mentioned in the case of Calcutta and Simla. The main reasons have been found to be non-receipt of recovery schedules and also non-receipt of payment from Defence departments in whose case it has recently been decided by the Ministry of Finance that payments are to be made in cash. As regards non-receipt of recovery schedules, we are, as already stated above, examining the possibility of posting clerks in different treasuries for collecting the schedule. As regards the payments due from the Defence Departments, the matter has been discussed more than once with the concerned officers in Delhi and they have also been persuaded to agree to the revised mode of payment. The matter is being further pursued with their regional officers and it is expected that they would start making payment in cash without any further delay.

On the whole, it may be stated that we are making all-out efforts to bring down the arrears to the minimum by making a special drive over and above the normal steps which are being taken regularly. In all cases of arrears due from other Departments in respect of office accommodation in their occupation, meetings are also being convened with the respective Heads of Departments for expediting payment. The position is being reviewed constantly and it is expected that the arrears would come down considerably by the end of current financial year."

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 outstandings 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.

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 FR 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.

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.

5.20. 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.

C. Arrears in Markets in Delhi/New Delhi

5.21. The position regarding arrears of licence fee in respect of the markets in Delhi|New Delhi is indicated below:

Outstanding balances
on 1-10-1973
Rs. 18.02 lakhs

Outstanding balances
on 1-4-74
Rs. 10.44 lakhs

5.22. Asked during evidence what steps had been taken to recover the outstanding balances of licence fee for the markets in Delhi/New Delhi, the representative of the Ministry of Works and Housing stated that about Rs. 5.5 lakhs had since been recovered and the arrears now amounted to Rs. 4.96 lakhs as on 1st January, 1975. In respect of 63 shops, eviction proceedings had been started and about Rs. 2 lakhs were due from these shop-keepers. The witness pointed out that the shop-keepers who did not pay the dues were actually utilising Government money as working capital for their own business purposes. This was due to the fact that no interest was being charged from the defaulters. In order to tackle this problem, not only interest but penal interest would have to be charged. Once a fairly heavy rate of interest was charged, the position would radically change.

5.23. In a subsequent note furnished to the Committee regarding the reasons for arrears of licence fee in respect of the markets in Delhi/New Delhi, Directorate of Estates has stated the position as under:

- (a) (i) some of the shopkeepers are paying the arrears in instalments.
 - (ii) in many cases the shopkeepers have been evicted and a sum of Rs. 1.92 lakhs is due from the evicted shopkeepers. Action has been taken to recover such dues under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971. It may be appreciated that action to recover the dues under that Act is always a time consuming process.
- (b) The licence fee due from the licencees of shops in the markets under the control of the Directorate of Estates is generally collected on the spot in the markets. One senior Rent Inspector and six Rent Collectors do this job. Five Rent Collectors go to different markets every day as per approved programme and collect the dues from the allottees. They return to office in the evening with the daily collections, account for it and deposit the money with the Cashier. The sixth Rent Collector sits at the counter in the Enquiry Office in Nirman Bhavan to collect the dues from such licencees who come over to make the payments. The Senior Rent Inspector directs and supervises the work of these Rent Collectors and also contacts the parties concerned, in difficult cases. He also checks the schedules of daily collections prepared by the Rent Collectors before the money is deposited with the Cashier. The Rent Collectors also maintain a summary ledger of each licencee so as to show the latest position of amounts due from him. Whenever a shopkeeper is in arrears for more than four months, a show cause notice is issued to him asking him to make the

payment by a specified date. If he fails to do so in spite of the notice the allotment of the shop is cancelled. No defects have been noticed in the existing procedure. However to strengthen the collection machinery it is proposed to reduce the period from fourths to two months arrears for cancellation of allotment and to charge 12 per cent. interest on the dues. The matter is under active consideration in consultation with Ministry of Finance.

- (c) The Rent Collectors visit different shops to persuade the shop-keepers to pay the arrears. In suitable cases, action is also taken to recover the arrears under the Public Premises (Eviction of unauthorised Occupants) Act, 1971. The arrears on 1st January, 1975 taking into account the assessment made upto that date are Rs. 14.02 lakhs. Out of this, action has been initiated in respect of 379 cases involving a sum of Rs. 8.48 lakhs for recovery under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971.
- (d) No interest is charged on the arrears at present. However as indicated earlier, a proposal to charge 12 per cent on the arrears is now under active consideration. Wherever cancellation of allotment is done, damages are charged at increased rates, from the date of cancellation.
- (e) As explained at (b) above, in case payments are not received in time, allotments are cancelled and action is taken to recover the dues under the Public Premises (Eviction of Unauthorised Occupants) Act, 1971.
- (f) As on 1st January, 1975, in 781 cases, allotments have been cancelled not only due to non-payment of rent but due to other reasons also like encroachments, subletting, etc.⁹

5.24. The Committee are disturbed to note that the outstanding balance of licence fee in respect of markets in Delhi was Rs. 14 lakhs on 1st January, 1975. They are concerned to note that this sum includes Rs. 2 lakhs which are outstanding from evicted shop-keepers 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 shop-keepers as under the rules, eviction proceedings could be taken against defaulters, if the licence fee has not been paid for a period of 4 months. In the opinion of the Committee, there has been remissness and laxity in recovering

the dues from the shop-keepers. 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 shop-keepers.

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

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 shop-keepers 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.

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.

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 evident 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.

CHAPTER VI

MISCELLANEOUS MATTERS

A. Reduction in cost of construction

Regarding the steps taken to reduce the cost of construction so that more houses at lesser cost could be built for the benefit of a larger number of Central Government Employees, the representative of the Ministry of Works and Housing stated during evidence:

“Our effort is to see whether we can keep down construction cost.

We would be very happy if we could do that, because during the last three years the construction costs have gone up by 66 per cent. We are doing a lot of research in the matter in the National Building Organisation, the Building Research Institute, the Indian Standards Institute and so on to find out how we can reduce the specifications, while keeping the structural suitability of the building to normal safe levels. To the extent possible, we will certainly try to reduce the costs.”

6.2. Regarding application of the results of research for effecting economy in Building Construction Directorate of Estates has stated in a note furnished to the Committee that:

“Research is done by the Central Building Research Institute and the Structural Engineering Research Institute. The results of research are tried out in the field by the National Building Organisation under their Experimental Housing Schemes. The specifications adopted for Government construction are the minimum, consistent with the structural and functional requirements; but due to increase in cost of labour and material the construction cost has been going up. Apart from plinth area reduction, which the Government is thinking of, as a part of a ‘cost reduction’ programme, the CPWD has as a result of the research decided to adopt the following measures, which it is expected will yield 5 per cent to 20 per cent economy in the cost of construction:

- (i) Adoption of 9” thick load-bearing brick masonry construction for 4-storeyed buildings.
- (ii) Use of under-reamed piles on black cotton and filled up soils.

- (iii) Use of high strength deformed bars.
- (iv) Adoption of ultimate strength method of design.
- (v) Adoption of reduced floor heights.

As the scope of utilising each of these methods is different for different types of structure/building and also depends on the geographical situation of the work, it is not possible to state the overall savings by utilising one or more of these methods."

6.3. Attention is also drawn to the recommendation of the Estimates Committee in their Thirty-seventh Report on Housing. In para 4.16 of the Report, the Committee have commented that no concrete steps have been taken to popularise the use of fly ash in construction of buildings by the C.P.W.D. In para 4.17 they have recommended that serious efforts should be made by research institutions etc. to evolve new processes/methods etc. to effect economy in the use of building materials etc. and find cheap substitutes for cement, bricks, timber etc. taking into consideration the local conditions, and to pass them on, if found effective, to construction agencies for use in the field. Government have stated in reply (*vide* Sixty Seventh Report of the Estimates Committee) that a beginning has already been made and efforts are being made to encourage the use of such materials on a large scale.

6.4. 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 the 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.

6.5. 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.

6.6. 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.

B. Ban on Construction

6.7. Against the allocation of Rs. 100 crores both for residential and office accommodation indicated in the draft Fifth Five Year Plan, the actual allocations during 1974-75 and 1975-76 have been Rs. 6.3 crores and Rs. 7 crores respectively. It has been discussed in Chapter I that these meagre allocations were made merely for completion of the works that were in progress before the ban on new construction was imposed by Government in August, 1973. The ban on new construction was to the effect that neither residential buildings nor office buildings if they had not reached the plinth level on the target day, could be proceeded with.

6.8. Regarding the repercussions of the ban imposed on new construction the representative of the Ministry of Works and Housing stated:

"If we are not allowed to take up new construction, apart from the question of the shortage of housing which is increasing day by day, there would be also the other question of a huge organisation like C.P.W.D. with more than 20,000 employees just going to sit because they will not have any work to do. And you know the effect of that situation on the morale of an organisation of that magnitude and size. And by the time the position improves and money is available, it will take several years before the organisation is brought up to scratch and is able to undertake work again in a proper manner. So, apart from the question of the provision of housing which is perhaps the most important, it is absolutely necessary that the organisation is allowed to continue its activities. After all, it is the premier

building organisation in the country and it is a pity if an organisation which has been brought about over the last 100 years or more is allowed to deteriorate like this."

6.9. The Committee were informed during evidence that out of Rs. 7 crores allocated for 1975-76, about Rs. 2.50 crores would be needed for completion of the existing schemes. For utilising the balance amount of Rs. 4.10 crores, it was proposed to move the Cabinet for relaxation of the ban on new constructions. Giving the latest position in the matter, the Directorate of Estates has stated as under:

"A note seeking *inter alia* approval of the Cabinet for undertaking new construction works within the allocation of Rs. 7 crores for the year 1975-76 was sent to the Cabinet. The Cabinet has approved in the principle, the construction of houses for low income group Government servants and for those employed in essential services as also essential office buildings, within the budget provision. A detailed list of such new schemes is being sent to the Ministry of Finance for their specific clearance."

6.10. Regarding plans to utilise the potential of the CPWD fully during each year of the Fifth Five Year Plan, Directorate of Estates has stated that CPWD was doing the work, not only of the Ministry of Works and Housing for constructing General Pool accommodation, but also of the other Ministries. In addition to construction of buildings, other works like air-port extension were also entrusted to the C.P.W.D. The C.P.W.D. was also doing lot of deposit work for semi-Government organisations. Ministry of Works and Housing had asked for an allocation of Rs. 183 crores for the entire Fifth Plan Period and the Planning Commission had tentatively accepted an allocation of Rs. 100 crores which would have given an average of Rs. 20 crores per year. Attempt was being made to get more jobs from other Ministries/Departments as well as from Public Sector Corporations. Some indication had been received from the Coal Mines Authority that they would either be giving the CPWD some of their jobs on a continuing basis or taking a fair number of CPWD officers on deputation or both. Directorate of Estates has stated that the general strategy of the Government will be to scout for more work from outside so long as the allocation of funds by the Government either in Ministry of Works and Housing or other Ministries does not improve. An attempt will also be made to increase deputations, so that strength of the C.P.W.D. matches, as far as possible, with the work-load.

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 years 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 construction on the efficiency and morale of the C.P.W.D. organisations. The Committee, therefore, strongly urge 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 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.

CHAPTER VII

CONCLUSION

The Committee note despite the investment of Rs. 98.02 crores during the First, Second, Third and Fourth Plan periods including Plan Holiday (1966—69) for construction of residential and office accommodation in the General Pool, the actual satisfaction achieved is only 30 per cent of the total demand for residential accommodation. In addition, there is also a shortage of 33.65 lakh sq. feet of office accommodation excluding leased/requisitioned accommodation at the end of the Fourth Plan in the four metropolitan cities of Delhi, Calcutta, Bombay and Madras.

7.2. The Committee feel that if the allocations made during the years 1974-75 and 1975-76 out of the total allocation of Rs. 100 crores during the fifth five year plan 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 the 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 C.P.W.D. which is the executing agency for construction activities.

7.3. 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. 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.

7.4. 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. 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 four types instead of the present eight.

7.5. 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 satisfaction achieved in Delhi, which has the biggest concentration of such employees, was of the order of 32, 32, 28 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 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 for 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.

7.6. The Committee feel concerned about the low priority received by the housing schemes and the absence of any perspective planning on a scientific basis to meet the housing shortage within a specified period. The Committee, therefore, recommend that Government and its various agencies should institute schemes for low cost houses instead of reducing the pace of constructions to make a real impact on the problem of housing.

7.7. The Committee feel concerned about the very low level of satisfaction achieved in respect of the weaker section of employees entitled to accommodation in types I to II. 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. In the opinion of the Committee, the magnitude and importance of providing accommodation for Central Government employees within a specified period should be realised in its correct perspective. The problem calls for a reorientation of policies and programmes and as such the Committee would like Government to declare their housing policy in unequivocal terms.

7.8. The Committee recommend 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 such statistics.

7.9. The Committee note that the hostel accommodation is not allotted on the basis of length of service. 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. The Committee recommend that allotment of hostel accommodation both in respect of lady and male officers should form part of a regular scheme and allotment rules should be framed so as to ensure equitable treatment for all eligible employees.

7.10. The Committee would like Government to analyse the reasons for over-stayal by the retired Government servants who 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. The Committee suggest that Government should 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.

7.11. In the Committee's view 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. The Committee, therefore, suggest that 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 service or more. The feasibility of financing the scheme from the employees own money deposited in the Provident Fund Account may be considered.

7.12. 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 there has been no worthwhile progress in the implementation of this policy.

7.13. The Committee consider it imperative that a long term view should be taken and firm measures should be adopted for implementing the policy of shifting offices outside these over-saturated metropolitan cities. The Committee consider that the ring towns which are proposed to be developed around Delhi and other metropolitan cities 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 in the years to come.

7.14. The Committee would like Government to examine in depth the comparative economics of construction of accommodation and hiring of accommodation with a view to initiate a well-phased construction programme to meet the deficit in office accommodation.

7.15. The Committee note with concern that a number of shops which have fallen vacant from time to time in various markets are not being re-allotted on the basis of tenders. The Committee recommend 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 and Scheduled Tribes.

7.16. 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.

7.17. 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 sub-letting of shops in the markets, with the result that the particular clause in the lease deed which did not permit subletting has virtually become a dead letter. This is a serious lapse and requires investigation. The Committee would like the Ministry to examine the problems and make suitable amendments in the rules and instructions to eliminate the malpractice of subletting of the shops.

7.18. The Committee recommend that Government should set up a Departmental Committee with representatives of Ministry of Finance and Audit to review the relevant procedure with a view to reduce delays in reconciliation of accounts of licence fee on account of residential and office accommodation. The Committee further suggest that a detailed study of the outstandings 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 these offices.

7.19. The Committee are of the view that there has been remissness and laxity in recovering the licence fee dues from the shopkeepers in view of the heavy arrears. The Committee urge that effective measures should now be taken to clear all these arrears expeditiously. 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. 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.

7.20. In the opinion of the Committee, it is 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.

7.12. The Committee would like the Government to consider the effect of the ban on construction on the efficiency and morale of the C.P.W.D. organisation, which is stated to have been geared up for a large programme of construction.

NEW DELHI;

April 21, 1975.

Vaisakha 1, 1897 (SAKA)

R. K. SINHA,

Chairman,

Estimates Committee.

APPENDIX I

(Vide Para 2.9 of the Report)

Details of residential accommodation available in Delhi and percentage of satisfaction during st, IIrd, IIIrd and IVth Plan

Type	First Five Year Plan			IIrd Five year Plan			IIIrd Five year Plan			IVth Five year Plan		
	Availa- bility	Demand	% of satis- faction	Availa- bility	Demand	% of Satis- faction	Availa- bility	Demand	% of satis- faction	Availa- bility	Demand	% of satis- faction
VIII				61	115	53%	21	147	14.4%			
VII				205	311	66%	121	424	28.5%			
VI				643	1,352	47.6%	550	1,435	38.3%			
V				2,151	4,458	48.3%	1,803	5,278	34.2%			
IV				4,538	9,115	49.8%	4,824	10,142	47.6%			
III				4,244	15,343	27.7%	5,063	14,895	34%			
II				13,681	43,605	31.3%	15,316	39,738	38.5%			
				13,095	25,846	50.7%	13,206	27,769	47.5%			
	20,824	64,596	32.2%	29,081	90,730	32%	38,618	1,00,145	%	40,904	99,828	%

(Type-wise figures are not available)

APPENDIX II

(Vide Para 2.9 of the Report)

Detail of residential accommodation available in regional Offices and percentage of satisfaction during the 1st, Second, Third and Fourth Plans.

Type	1st five year plan			2nd five year plan			3rd five year plan			4th five year plan		
	Avai- labi- lity	Deman- d	% of satis- faction	Avai- labi- lity	Deman- d	% of satis- faction	Avai- labi- lity	Deman- d	% of satis- faction	Avai- labi- lity	Deman- d	% of satis- faction
I	2	3	4	5	6	7	8	9	10	11	12	13
GALCUTTA												
VII	13	22	59.09	23	25	92	61	13	46.15	2	20	15
VII	65	82	79.26	140	201	69.65	856	959	35.22	111	164	87.20
V	66	121	54.54	150	335	44.77	158	756	20.89	355	836	42.46
IV	68	154	44.15	184	504	36.50	145	1566	9.19	179	1050	17.05
III	69	201	34.32	187	694	26.94	480	4812	9.97	342	2600	13.15
II	100	305	32.78	242	1138	21.26	275	18769	1.46	1069	9970	10.69
I	151	202	74.75	88	200	44.00	167	8835	1.89	172	4663	3.69
BOMBAY												
VIII	.	.	.	18	28	64.2 (Type A)	.	.	.	.	.	.
VII	.	.	.	23	35	65.7	9	26	38	7	27	26
VI	.	.	.	65	94	69.1	33	104	32	60	154	39

I	2	3	4	5	6	7	8	9	10	11	12	13
V	.	.	.	71	128	55.4	135	380	36	116	620	19
IV	.	.	.	85	256	33.2	167	2224	6	379	1478	26
III	.	.	.	106	283	37.2	200	2310	9	348	3110	11
II	.	.	.	205	512	40.0	548	8968	6	1169	10850	10
I	.	.	.	287	890	21.0	225	5959	4	369	7051	5
				80	843	9.4						

(Type H)
(Class IV)

SIMLA

VI No statistical data is available

V	.	.	.	.	.	.	.	.	.	5	29
IV	.	.	.	.	.	.	.	.	.	15	17
III	.	.	.	.	.	.	.	.	.	14	12
II	.	.	.	.	.	.	.	.	.	13	7
I	.	.	.	.	.	.	.	.	.	12	6
										45	25

MADRAS

VII No statistical data is available. Accommodatio constructed only in the 4th plan.

VI	.	.	.	.	.	.	.	.	.	..	3	..
V	.	.	.	.	.	.	.	.	.	12	28	42.8
IV	.	.	.	.	.	.	.	.	.	30	263	11.4
										..	636	..

APPENDIX III

(Vide Para 2.40)

List of 18 New Cities to be covered under C.G.H.S. during the Fifth Plan.

Name of city	Total No. of Central Government employees	Estimated No. of employees other than Railways
1. Poona	60,000	25,000
2. Hyderabad	25,000	13,000
3. Bangalore	30,000	14,000
4. Ahmedabad	20,000	10,000
5. Agra	18,000	8,000
6. Varanasi	18,000	8,000
7. Jaipur	23,000	10,000
8. Lucknow	54,000	15,000
9. Ajmer	20,000	9,000
10. Dehradun	16,000	8,000
11. Ferozepur	19,000	9,000
12. Gorakhpur	14,000	10,000
13. Jabalpur	45,000	15,000
14. Jhansi	36,000	16,000
15. Koragpur	40,000	15,000
16. Nasik	12,000	7,000
17. Trichurapali	18,000	8,000
18. Visakhapatnam	19,000	10,000

APPENDIX IV

(Vide Para 2.55 of the Report)

Statements showing the ad-hoc Allotments made in various types during the yrs. 1969 to 1973 on various grounds.

Type	ON TRANSFER					TO VACATE DEPTTL. POOL					SPECIAL GROUNDS				
	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973
I	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
II	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
III	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
IV	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
V	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
VI	Information not available.	*	..	..	..	..	*	..	..	..	..	..	..	..	..
VII	Do.	*	..	..	..	..	*	..	..	..	..	..	..	..	..
VIII	Do.	*	..	..	..	..	*	..	..	..	..	..	..	..	..

* Information not available.

Statement showing the ad-hoc Allotments made in various types during the years 1969 to 1973 on various grounds

Type	DEATH					RETIREMENT					PERSONAL STAFF OF MINISTERS						
	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973		
I	.	.	19	36	65	61	65	12	27	21	26	36	2	6	12	14	9
II	.	.	17	54	51	53	44	39	123	102	115	138	6	18	16	10	3
III	.	.	4	..	2	2	3	7	3	7	19	20	2	9	6	19	16
IV	1	..	1	1	1	4	3	4	6	7	16	22	27	8
V	.	.	51	3	1	2	..	..	1	33	..	44	1	..	..	..	..
VI Information not available	5	..	1	2	..	5	4	4	2	4
VII Do.	5	..	..	..	..	5	..	..	..	..
VIII Do.	5	..	..	..	..	5	..	..	..	..

5. Information not available.

APPENDIX V

(Vide Para. 2·63 of the Report)

List of Government Hostels under Directorate of Estates

	No. of suites		Total	Servant Quarters	Garages
	Double	Single			
1. Vithalbai Patel House .	40	110	150	66	26
2. Western Court	12	62	74	98	33
3. Pataudi House (Guest House)	11	10 (Hutments)	21		4
4. Pataudi House (Hutment)			104		158
5. Kasturba Marg Apartment	252	220	472	53	168
6. Minto Road Apartment	32	64	96		..
7. Tagore Hostel	32	64	96		..
8. Asia House	128	3	131	..	..
9. Working Girls (Hostel)	..		137		..
10. Central Government Hostel, Calcutta	6	66	72		..
Rest House, Madras	..		11	..	..
Rest House, Bombay			4		..
Grand Hotel Simla	..		139	..	..

Appendix VI

(Vide Para 3.34 of the Report)

List of Central Government offices including offices of Public Sector Undertakings/Statutory Bodies shifted outside Delhi during the Third and Fourth Five-Year Plans i.e. after 1962-63 as a result of Government policy on decentralisation of Offices from Delhi.

Sl. No.	Name of the Office	Places where shifted to
1	Bhakra and Beas Dam Design Directorate	Nagpur
2	Exploratory Tubewells Organisation (Department of Agriculture)	Faridabad
3	Floods and Bridges Directorate of the Research Design & Standards Organisation (Ministry of Railways)	Lucknow
4	Regional Iron & Steel Controller	Faridabad
5	Publication Division (Part) Ministry of Information & Broadcasting	Faridabad
6	Office of the Additional Chief Engineer, CPWD	Initially to Nagpur and then to Bombay
7	National Sample Survey Directorate (Part)	Faridabad
8	Directorate of Plant Protection Quarantine & Storage (Department of Agriculture)	Faridabad
9	Distribution Section of the Department of Tourism	Faridabad
10	Chambal Control Board	Kota
11	Airborne Mineral Surveys and Exploration	Bangalore
	<i>Public Sector Undertakings etc.</i>	
12	National Mineral Development Corporation Ltd.	Faridabad
13	Khadi & Village Industries Commission	Lucknow
14	Fertilisers Corporation of India (Part)	Mostly to Gorakhpur
15	Oil & Natural Gas Commission	Mostly to Dehradun
16	Bharat Pumps Compressors Ltd.	Allahabad
17	Hindustan Latex Ltd.	Trivandrum

APPENDIX VII

(Vide Para 4.1 of the Report)

List of markets as on 15-7-74 in Delhi/New Delhi

Sl. No.	Name of Market	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
			Year of construction.	No. of shops	No. of Flats	No. of Stalls	No. of Fuel Depot	No. of Show Window	No. of Plat-forms	Grant Total
1	Pleasure Garden Mkt.		1957	414	..	..	..	..	..	414
2	Kamla Market.		1954	272	12	..	..	..	..	284
3	New Central Mkt.		1957	110	53	54	..	..	..	217
4	Sarojini Mkt.		1951	200	184	..	..	..	..	384
5	Mandi House		..	1	..	..	..	..	..	1
6	Pataudi House.		..	3	..	..	..	..	..	3
7	Srinivasपुरी Mkt.]		..	111	..	..	..	12	..	123
8	Anjrewsगुज Mkt.		..	40	..	..	..	4	..	44
9	Nauakpur Mkt.		..	124	..	28	2	6	..	160
10	Lanour Road Mkt.		1964	28	..	..	..	1	..	29
11	Babu Mkt		1964	120	..	..	..	..	..	120
12	Lodi Road Mkt.		1964	152	..	..	..	..	..	152
13	I.N.A. Subzi Mandi.		1964	..	..	..	..	..	275	275

I	2	3	4	5	6	7	8	9	10
14	Ring Road Mkt.	.	.	1964	..	..	..	217	217
15	R.K. Puram Sector I.	.	.	Jan. '64	29	10	I	8	48
16	Do. " II	.	.	"	29	10	I	8	48
17	Do. " III	.	.	July '63	25	10	I	7	43
18	Do. " IV	.	.	"	30	10	I	7	48
19	Do. " V	.	.	1965	35		I	..	36
20	Do. " VII-Cr	.	.	1965	18	..	..	..	18
21	R.K. Puram Sector C,II	.	.	1965	21	..	I	..	22
22	R.K. Puram Site 'D'	.	.	.	..	..	..	50	50
23.	Do. 'E'	.	.	.	..	..	..	50	50
24.	Sewa nagar mkt	.	.	1965	59	..	..	..	59
25	I.N.A. (Moham Singh Mkt.)	.	.	.	224	..	..	..	224
26	Aliganj.	.	.	1966	7	..	..	00	7
27	Kitchner Road Hostel.	.	.	1965	7	..	..	00	7
28	'Y' Shaped Buidg.	.	.	1965	5	..	..	00	5
29	Sector VI R.K. Puram	.	.	1966	30	6	I	I	41
30	Sector XII "	.	.	1968	22	6	12	2	48

31	Sector VIII R. K. Putram	.	.	.	(54)1969	28	12	23	1	64
					(1)1970					
					(9)1973					
32	Janpatha	.	.	.	1970	29			..	29
33	Asia House.	.	.	.	1973	11			..	11
34	Minto Road.	.	.	.	1973	5	..	..		5
	..				TOTAL	2189	273	167	53	592
										3286

APPENDIX VIII

Statement showing Summary of Recommendations

S.No.	Reference to Para No. of Report	Summary of Recommendation
1	2	3
1	<p>1.17.</p> <p>1.18.</p>	<p>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 of Delhi, Calcutta, Bombay and Madras which obviously is being largely met by hiring private accommodation.</p> <p>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</p>

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 after 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.

¶.19.

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

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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.

1.20. 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 large scale particularly for the low-paid Government employees.

1.21. 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 underutilised.
 - (iv) saving in construction costs which are likely to go up due to rising prices.
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- (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 larger number of Government servants and their dependent families.

- 2 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 large number of Government employees in the matter of housing.
- 3 2.8. The Committee are also in agreement with the decision taken by Government to reduce the numbers of types of accommodation, with the eventual objective of having only 4 types. The Committee feel that this decision, besides facilitating speedy and economic constructions, will be in conformity with the socialist pattern of society and would therefore urge its speedy implementation.
- 4 2.19. The Committee are distressed to note that the position in respect of provision residential accommodation for the Central Government employees in Delhi and other metropolitan cities is very unsatisfac-

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tory. The percentage satisfaction 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 for 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 an reasonable extent.

2.20.

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 buildings 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 employees any meaning-

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ful plans for housing them can be formulated. The Committee have referred to this aspect in a subsequent section of the Report.

- 2.21. Another reason advanced 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 handicaps, 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 constructions. 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.

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2.22.

The Committee note that the Draft Fifth Five Year Plan envisages an outlay of Rs. 80 crores for construction of residential accommodation, which could at best result in construction of 22,000 houses against the present estimated shortage of 114,502, 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 set 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.

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2.23.

The Committee feel particularly concerned about the very low level of satisfaction achieved in

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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.

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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 co-ordinated 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

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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.

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2.32.

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

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availability is the worst in Types II to IV quarters as indicated below:

Number of years of service required.

Type	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 21 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.

2.33. 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.

2.34. 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,

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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.

- 9 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.
- 10 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, 13201, 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 quarter were laid for each city during the Plan periods. They urge that detailed targets for each type of quarter 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.
- 11 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, parti-
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cularly, 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 recommend 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 satisfaction achieved.

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2.46.

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 or 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

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Works and Housing are permitted to borrow money from the financial institutions, then other State Governments would also make similar demands.

- 2.47. 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 inasmuch 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 providing additional funds for construction from the Provident Funds of the Central Government employees may also be examined.

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- 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, 1-1-1975, and that if, after an allotment 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

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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 a 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 for 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.

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2.60.

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 13-5-1972. 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 cases 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.

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2.61. 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 Health Services is also taken. All such cases are generally put up to the Minister for sanction.

2.62. 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.

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2.74.

The Committee note that the hostel accommodation is not allotted on the basis of length of service. Upto 31-8-1970, 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 Officers, the priority

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

2.75 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.

2.76 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.

16 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

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		Working Girls employed in various Ministries/ Departments and Attached and Subordinate Offices etc.
17	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 Estates.
18	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.
19	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.
20	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

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of higher rent realisable from the employees upto the maximum of 10 per cent of their emoluments instead of the 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 houses 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.

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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 has 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.

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2.94

The Committee note that 526 residential units have been placed at the disposal of the Delhi Police

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and the Delhi Administration from the General Pool 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 released at an early date, for being allotted to Government employees.

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2.101.

The Committee note that as on 30-6-1974, 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.

2.102

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

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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.

2.103. 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 servant to make their own arrangements for residential accommodation and vacate Government quarters. The Committee have in paras 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.

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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.

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.

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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 1-4-1972 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.

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.

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.

2.123

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

- (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

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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 provide the inducement to increase their Provident Fund subscription.

- (ii) For the Low and Middle Income Group employees Government should take positive promotional measures for setting up Housing Cooperative Societies which should 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 benefit of Central Government employees in each Housing Cooperative 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.

25. 2.124

The Committee consider that necessary funds for the hire purchase scheme referred to above could 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 purchase, the scales of monthly contributions towards G.P. Fund should be laid down, specifying clearly the portion of the total con-

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tribution which would be earmarked for housing facility and which the Government employee would not be able to withdraw for any other purpose.

2.125

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 General Pool accommodation.

26.

3.11

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 increase 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 lakh 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 em-

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ployees 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 schemes for office and residential accommodation during the various Plan periods 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 offices 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.

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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 offices 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

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| | | 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. |
| 27. | 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. |
| 28. | 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. |
| 29. | 3.38 | 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 Com- |

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mittee, 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.

3.39

The Committee further note that the Master Plan for Delhi specifically recommended that 50,000 Central Government employees 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.

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The Committee deplore the casual manner in which the policy of shifting Government offices outside Delhi has been implemented so far. It is

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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.

- 30 3.41 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 be 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.
- 3.42 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.
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3.43 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.

3.44 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

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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 tapered off over a specified period after they are shifted to new places to save them sudden loss of emoluments.

31 3.45 The Committee consider that the ring towns which are proposed to be developed around these metropolitan cities, 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. In this connection the Committee feel that the shifting of offices to Mehrauli—Badarpur area would not serve the purpose of deflection of population from Delhi. 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.

32 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.

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- 33** **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 Ramakrishnapuram 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.
- 34** **3.54** 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.
- 3.55** 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 multistoreyed building is estimated at Rs. 100 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 year's time, the rent paid for hired accommodation would be equal to the cost of construction of Government owned multi-storeyed buildings.
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3.56 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 economic of construction of accommodation and hiring of accommodations, 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 of durable assets, there will be considerable saving in the payment of rent for the hired/requisitioned accommodation.

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3.62

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.

3.63

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

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		are located at places where land is extremely valuable which could be put to better use if the hutments are demolished and multi-storeyed buildings are constructed on that land which can provide more accommodation.
	3.64	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.
36	4.8	The Committee note that there are 34 markets in Delhi under the administrative control of the Directorate of Estates having 3,286 premises which consist of 2189 shops, 273 flats, 167 stalls, 12 fuel depots, 53 show windows and 582 platforms. 15 percent and 7 percent 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 news-papers. 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 fee gets the allotment.
	4.9	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

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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.

4.10

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.

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4.11

The Committee note with concern that a number of shops which have fallen vacant from time to time in various markets, are not being re-allotted on the basis of tenders. The Committee, therefore, recommend 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 and Scheduled Tribes.

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4.12

The Committee are concerned to note that unauthorised extensions of shops in the 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

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| | | 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. |
| 39 | 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. |
| 40 | 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. |
| 41 | 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 shop-keepers, particularly for commodities of every day use to make sure that these are being supplied at most competitive rates. |
| 42 | 4.24. | 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 with effect from 1st January, 1962 only in respect of allotments made/regularised after 1st April, 1958. |

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- 4.25 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.
- 4.26. 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 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 lapses.
- 4.27 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.
- 43 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 consi-

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		derably, the Committee urge that necessary steps should be taken for the upward revision of the licence fee in these markets at an early date.
44	4.36.	<p>The Committee note that sub-leasing 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 regularised if the sub-lessee asks for it and the following conditions are satisfied:—</p> <ul style="list-style-type: none"> (i) Sub-lessee is in 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.
	4.37	<p>The Committee further note that out of 50 shops which fell vacant in four markets namely, Srinivaspuri, Andrews Ganj, Nanakpur and Mandi House during the years 1972, 1973 and 1974, 9 shops were regularised in the names of unauthorised occupants which constitute 18 per cent of the total shops which fell vacant.</p>
	4.38.	<p>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 sub-letting of shops in the markets, with the result that 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.</p>

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4.39.	<p>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 sublettee. They consider that regularisation of subletting encourages mal-practices 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.</p>	
45	5.9.	<p>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. 106 lakhs in 1973-74. The arrears of recovery are stated to be due to following reasons:—</p> <ul style="list-style-type: none"> (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 dues by the departments of P&T, Railways, and Defence. <p>The Committee note that from January, 1975, the Directorate of Estate have posted their staff in the different treasury offices to get the schedules of deductions and recoveries and effect reconciliation.</p>
	5.10.	<p>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</p>

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		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.
46	5.11.	The Committee see no reason why action could not be taken to recover the dues from unauthorised occupants, like overstays 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 occupation by ex-Government servants.
47	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 these 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 department-wise in the Annual Report of the Ministry together with concrete measures taken to effect recovery.
48	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 up to 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,

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		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.
49	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 outstandings 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.
50	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 FR 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.
51	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.

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		ously by holding discussion with the State Government, the highest level, if necessary.
52	5.20.	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.
53	5.24.	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 4 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

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		be examined in depth and responsibility fixed where time'y action has not been taken to start proceedings against the defaulting shop-keepers.
	5.25.	The Committee would further urge that effective measures should now be taken to clear all these arrears expeditiously.
54	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.
55	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.
56	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 evident 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.

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57	6.4	<p>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 the 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.</p> <p>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.</p>
	6.5	<p>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.</p>

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6.6	<p>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.</p>	
58	6.11	<p>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 years 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 construction on the efficiency and morale of the C.P.W.D. organisation. The Committee, therefore, strongly urge 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 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.</p>

APPENDIX I

Analysis of Recommendations contained in the Report

Classification of Recommendations

A. Recommendations for improving the Organisation and Working

1, 2, 3, 4, 9, 10, 11, 13, 14, 15, 16, 17, 19, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 36, 37, 38, 39, 40, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56.

B. Recommendations for effecting economy

20, 21, 34, 57.

C. Miscellaneous Recommendations

5, 6, 7, 8, 12, 18, 26, 35, 41, 58.