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STANDING COMMITTEE ON DEFENCE  
(2008-2009)

(FOURTEENTH LOK SABHA)

**MINISTRY OF DEFENCE**

**STATUS OF MARRIED ACCOMMODATION IN DEFENCE AND  
ALLIED SERVICES**

THIRTIETH REPORT



LOK SABHA SECRETARIAT  
NEW DELHI

October, 2008/Asvina, 1930 (Saka)

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*Presented to Lok Sabha on 20.10.2008.*

*Laid in Rajya Sabha on 21.10.2008*



LOK SABHA SECRETARIAT  
NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON DEFENCE (2008-09)**

Shri Balasaheb Vikhe Patil - Chairman

**MEMBERS****LOK SABHA**

2. Shri Vijay Bahuguna
3. Shri S. Bangarappa
4. Shri Milind Murli Deora
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22. Dr. Farooq Abdullah
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27. Shri K.B. Shanappa
28. Shri Arun Shourie
29. Smt. Viplove Thakur
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(iii)

**SECRETARIAT**

1. Shri A. Louis Martin - Joint Secretary
2. Shri Rajeev Sharma - Director
3. Smt. Jyochnamayi Sinha - Under Secretary

## INTRODUCTION

I, the Chairman of the Standing Committee on Defence (2008-09) having been authorised by the Committee to submit the Report on their behalf, present this Thirtieth Report on the subject 'Status of Married Accommodation in Defence and Allied Services'.

2. The Committee selected the above subject for examination during the year 2007-08. As the examination of the subject remained inconclusive, it was re-selected by the Standing Committee on Defence for examination during the year 2008-09.

3. The Committee during their examination of the subject, took evidence of the representatives of the Ministry of Defence on 29 April and 2 June, 2008. The Committee undertook an on-the-spot study visit to Chennai during February, 2008 and also local visit to some of the Married Accommodation Project sites in Delhi on 27 May, 2008 for an in-depth analysis of the subject matter.

4. Based on the background note; written replies to the list of points furnished by the Ministry of Defence on the subject; briefing/oral evidence tendered by the representatives of the Ministry; and the observations made by the members of the Committee during their study visits to some of the Married Accommodation Project (MAP) sites in Chennai and Delhi, the Committee finalised and adopted the draft report at their sitting held on 3 October, 2008.

5. The Committee have expressed their concern over the delay in execution of the Married Accommodation Project and stressed on the need for prescribing firm dates for completion of all the phases of MAP. They have also emphasized that project execution be decentralized to command level to complete the works in a time bound manner, to consider engaging specialized consultants/agencies in order to ensure timely completion of the project and recommended use of latest technology in construction.

6. The Committee wish to express their thanks to the representatives of the Ministry of Defence for appearing before the Committee for evidence and for furnishing information which the Committee desired in connection with the examination of this subject.

7. For facility of reference and convenience, the observations/ recommendations of the Committee contained in Para II have been printed in thick type in the body of the report.

**NEW DELHI;**  
**17 October, 2008**  
**25 Asvina, 1930 (Saka)**

**BALASAHEB VIKHE PATIL,**  
**Chairman,**  
**Standing Committee on Defence**



**PART-I**  
**BACKGROUND ANALYSIS**

**CHAPTER-I**

**STATUS OF MARRIED ACCOMMODATION IN DEFENCE SERVICES**

**Availability of Married Accommodation for Defence Service Personnel**

1.1 According to the Ministry of Defence, the Government stand committed to provide married accommodation for Defence service personnel. As per Scales of Accommodation for Defence Services 1983, the following percentages have been laid down as a general guide for planning married accommodation for officers and other ranks in the Armed Forces:-

**Army**

(a)	Officers	
	(i) Major & above	- 100 %
	(ii) Captains	- 80 %
	(iii) Lieutenant & below	- 33.33%
(b)	Junior Commissioned Officers (JCOs)	- 100 %
(c)	Other Ranks	- 35 %

**Air Force**

(i)	Squadron Leader and above	- 100 %
(ii)	Flight Lieutenant	- 60 % (for non-flying Stn.)
(iii)	Flight Lieutenant	- 70 % (for flying Stn.)
(iv)	Flying Officer	- 50 % (for non-flying Stn.)
(v)	Flying Officer	- 25 % (for flying Stn.)
(vi)	Master Warrant Officer (MWO) / Warrant Officer	-100 %
(vii)	Junior Warrant Officer (JWO)	- 75 %
(viii)	Non-Commissioned Officer (NCOs)	- 50 %
(ix)	Aircraftmen	- 35 %
(x)	Non Combatants Enrolled (NcsE)	-100 %

**Navy**

(i)	Lieutenant Commander and above	- 100 %
(ii)	Lieutenant (Including SD list)	- 83 %
(iii)	Sub Lieutenant (including SD list)	- 63 %
(iv)	Master Command Petty Officers(MCPOs) and Command Petty Officers(CPOs)	- 100 %
(v)	Petty Officers(POs)	- 50 %
(vi)	Leading, Able and Ordinary Seamen	- 35 %

The Ministry of Defence also stated that the aforesaid “percentages are fixed on the basis of age profile, marital status and employment of unit”.

1.2 The following tables shows the extent of existing satisfaction level in respect of availability of married accommodation to officers and other ranks in the three services and the availability and shortfall of married accommodation in terms of dwelling units in the three Defence Services:-

<b>Service</b>	<b>Percentage of satisfaction level</b>	<b>No. of units available including temporary and hired accommodation</b>	<b>Shortfall</b>
Army	around 45 per cent	1,86,754	2,42,605
Navy	around 72 per cent	20,304	7,870
Air Force	around 67 per cent	66,051	32,055

#### **Deficiency of married accommodation**

1.3 The Committee have been informed that the deficiency of married accommodation projected by the three Defence Services in the year 2001 was as given under:

<b>Service</b>	<b>Deficiency</b>
Army	2,42,605
Navy	6,332
Air Force	32,055
<b>Total</b>	<b>2,80,992</b>

1.4 The details of category wise projections of the deficiency of married accommodation in the three Defence Services in 2001 are as follows:-

<b>Category</b>	<b>Army</b>	<b>Navy</b>	<b>Air Force</b>
Officers	10,507	538	3,346
JCOs	33,954	--	-
Other Ranks	1,98,144	-	-
PBORs	-	-	18,810
Non Combatants Enrolled	-	-	5,285
Defence Services Corps	-	-	4,614
Sailors	-	5,794	-
<b>Total</b>	<b>2,42,605</b>	<b>6,332</b>	<b>32,055</b>

1.5 An analysis of the aforesaid figures reveals that the percentage of deficiency in the case of other ranks to the total deficiency stood at 82 in Army, 92 in Navy and 59 in Air Force.

### **Married Accommodation Project**

1.6 In order to enhance the availability of married accommodation to Defence service personnel, the Ministry of Defence obtained approval of the Cabinet Committee on Security (CCS) in May, 2002 for construction of 1,98,881 dwelling units (DUs) for the three Defence Services under Married Accommodation Project (MAP) proposed to be executed in four phases at an estimated cost of Rs.17,357 crore.

1.7 Elaborating further on the issue, the representative of the Ministry of Defence stated during evidence:

“When the Major Works Programme of the Army did not deliver with as much speed as the Government wanted, MAP was envisaged and this is a novel project which has few parallels in the world.”

1.8 Replying to a question as to why was it proposed to construct only 1,98,881 units in four phases under MAP as against the projected deficiency of 2,80,992 DUs, the Ministry of Defence in their written note stated as follows:-

“After a detailed analysis in 2001-02, of the deficiency of Married Accommodation for the Defence Service personnel of the three Services, the Services HQ identified construction of 198,881 dwelling units for all the three services excluding the construction of certain number of DUs in some areas of J&K and the North East because of the prevailing law and order situation in those areas”.

1.9 Asked whether prevailing law and order situation in J&K and North East was a convincing reason for excluding those areas for the purposes of DUs for married accommodation under the project, the Ministry of Defence in their written note clarified as under:

“Prevailing law and order situation is a reason as family accommodation requires support systems like children schools, market areas etc. which are not fully accessible in these areas.”

1.10 The Ministry of Defence also stated that the shortage/requirement of Married Accommodation in border areas is comparatively less, as troops are not willing to keep their families in such stations due to non-availability of facilities like Schools, etc.

1.11 Replying to a question regarding number of DUs required for providing married accommodation to Defence Personnel posted in J&K and North-East, the extent of availability of such accommodation and how is it proposed to meet the shortfall in these areas, the Ministry of Defence in their written note stated as follows:

“The number of Dwelling Units for married accommodation required for Defence Personnel posted in J&K and North-East is 1,28,520 and the extent of present availability of such accommodation is 42,787...The shortfall is proposed to be met by construction of Dwelling Units under MAP.”

1.12 When asked about the number of DUs proposed to be constructed under MAP in Leh and other border areas, the Ministry of Defence stated :-

“Under MAP Phase-I dwelling units are not proposed for construction in Leh. The details of married accommodation proposed for construction in other border areas under MAP Phase-I are as follows:-

<b>Name of Station</b>	<b>Total No. of DUs</b>
Amritsar	1168
Jammu	858
Janglot	120
Mamun	2518
Pathankot	130
Sanjuwan	130

Married Accommodation is proposed for construction in Leh under MAP Phase-II, Phase-III & IV.”

1.13 According to the Ministry of Defence, the overall service-wise details of dwelling units proposed to be constructed in the four phases under MAP are as follows:

<b>Service</b>	<b>Phase-I</b>	<b>Phase-II</b>	<b>Phase-III</b>	<b>Phase-IV</b>	<b>Total</b>
<b>Army</b>	50924	58382	33939	33195	176440
<b>Navy</b>	3225	3107	--	--	6332
<b>Air Force</b>	7509	5283	2484	878	16109
<b>Total</b>	61658	66727	36423	34073	198881

1.14 When enquired about the dates of commencement proposed for each of the four phases of MAP, the Ministry of Defence submitted the following information:-

“The commencement date of Phase-I is April, 2004. Phase-II, III and IV have not yet commenced. Phase-II will commence immediately after due approvals are obtained. Phases III & IV will be planned subsequently.”

1.15 Asked about the time limit contemplated for completion of all the four phases of MAP, the representative of the Ministry of Defence stated during oral evidence:-

“It is going beyond the 12<sup>th</sup> Plan. I cannot say the exact year. It is three/four years per phase.”

1.16 During evidence, the Committee also desired to know the extent to which the requirement of each of the services would be met after completion of different phases of MAP. In his reply, the representative of the Army informed that 50,924 families would be accommodated as against the requirement of 1,76,000 after completion of Phase-I and that 84 per cent of the requirement of the Army would be met after completion of all the four phase. In this context, the representative of the Air Force added as follows:

“For the Air Force the total requirement is 86,900. Out of which shortage today is 32,637. In phase I we have planned 7,800; phase II – 5,238; phase III –2,484; phase IV –879. So, the total is 16,046. For the DSC and NCC through the MAP the construction will not be taken. That will be taken through the normal route of AMWP. In this, we need 7,474 houses. For the Jammu and Kashmir and the North Eastern sector, we have not taken the calculation earlier in the initial stages. For that it is 8,757 houses. All these figures add up to 32,637.....”

1.17 The representative of the Navy deposed that the shortage of 1231 units would remain even after completion of phase I and II of MAP.

## **CHAPTER-II**

### **IMPLEMENTATION OF MAP**

#### **Phase-I of MAP**

2.1 Elaborating on the physical and financial targets set for Phase-I of MAP, the Ministry of Defence in their written note stated as follows: -

“As per the approval of the Cabinet Committee on Security (CCS) the period of Phase I of MAP was from 2002-03 to 2005-06. It was also proposed that 61,658 DUs would be constructed in Phase I at an estimated cost of Rs.5,478.73 crore. Subsequently, approval of the CCS was obtained for extending the Probable Date of Completion (PDC) of Phase up-to 1<sup>st</sup> January, 2009 and for construction 58,391 DUs at a cost of Rs.5,329.39 crore instead of 61,658 DUs at a cost of Rs.5,478.73 crore projected earlier.”

2.2 During evidence, the Committee enquired about the reasons for reducing the number of DUs to be constructed under Phase-I from 61,658 to 58,391. Clarifying the position, the representative of the Ministry of Defence stated :-

“They realised that in some stations, perhaps the requirement was not to that extent, like North-East and Jammu & Kashmir, etc. Therefore, the number of dwelling units came down. But this was approved much earlier. It was a deliberate decision taken a few years ago when we had just commenced Phase-I. That is why the number has come down. In fact in the last meeting there was a proposal from one of the Services, perhaps Air Force, that they want to increase their numbers of DUs slightly. So, we saw there was scope for increase. Once the proposal is examined, we may increase the number because we have some cushion physically and financially.”

2.3 Dwelling upon the reasons for extending probable date of completion of construction from the year 2006 to 2009 as well as for reducing number of DUs for construction under Phase-I, the Ministry of Defence in their written note, elaborated as under:-

“The probable date of completion of Phase I has been extended to 1<sup>st</sup> January, 2009, with the approval of Cabinet Committee on Security (CCS). Now, it is proposed to construct 58391 DUs in Phase-I at a cost of Rs.5,329.392 crore. The reduction in DUs is because of deferring construction of ‘Captains’ accommodation due to their rank upgradation on acceptance of recommendations of the AVS Committee Report, necessity

of resiting of DUs at certain stations, due to reasons of un-buildable land and other constraints peculiar to the sites.”

2.4 In reply to a question about the precise reasons for delay of three years in implementation of Phase-I of the project, the Ministry of Defence submitted the following information:-

“Though as per the approval of CCS the period of Phase-I of the project was from 2002-03 to 2005-06, the organization of Director General, MAP was sanctioned in May 2002, and actually raised by May 2003, with the responsibility of project implementation. Thereafter, an exercise was carried out to identify and allot work to the Executing Agencies (Govt. agencies and PSUs engaged in construction works) viz. NBCC, RITES, IRCON, CPWD and the DRDO. Work procedures to be adopted for the project were finalized and MAP Works Procedure was approved in Nov, 2003. As advised by the MoF, Contract Agreements with PSUs were finalized in consultation with the Ministry of Law and signed in March, 2004. General and Special conditions of Contract for MAP were approved in March, 2004 fulfilling all statutory requirements/obtaining necessary clearance of Central and State bodies, dealing with multiplicity of executing agencies etc. affected the initial start of the project and delayed the commencement of work. The physical work under the project commenced only in 2004. However, after the initial gestation period there has been significant progress.”

2.5 Elaborating further on the reasons for delay, the representative of the Ministry of Defence depose during oral evidence as follows :

“The construction started late because of two or three reasons. It was a totally new project undertaken at a vast scale. Secondly, entire financial powers have been delegated to the Apex Committee, which meets once a month to sanction proposals. It is something new, which rarely exists elsewhere in the Government. There are several agencies, including RITES, IRCON, CPWD, etc. involved in the construction and, therefore, a common MAP Works Procedure had to be evolved. That was done and was approved within about one year. Thus, one year was spent in setting up the systems. However, after that there has been marked progress and they are hoping that in January 2009 they will be able to deliver 87 per cent, to be precise, of the dwelling units.”

2.6 In a subsequent note, the Ministry of Defence further explained the reasons for slow pace of execution of works under Phase-I of MAP as follows:-

“The slow progress is limited to 18 stations out of 86 stations and affects only 13% of Dwelling Units. In most of these cases also; only the part accommodation is delayed and major part will be completed. This is a

normal phenomenon when works of such large magnitude are being executed. The reasons for slow pace of execution of works are (a) Court Cases, (b) Contract Cancellation (c) Non availability of Contractors in some cases which resulted in many calls before which tenders were accepted.”

2.7 On being enquired about outsourcing of certain activities to outside agencies for early completion of Phase-I of the project, the representative of the Ministry of Defence stated during oral evidence:

“...we have outsourced it to Government agencies.”

2.8 Responding to another related question, the witness added:

“It is more a question of physical progress which because of two to three reasons has taken a little longer time....The Budget or availability of funds is not really a big issue right now....Unlimited financial powers have been given to the Apex Committee which is chaired by the Defence Secretary....It is just that it was a new project and work procedures had to be evolved and the functions of various agencies like the CPWD, the MES and others had to be reconciled and coordinated. The office of DG MAP had to be established. That took one year. Establishments had to be created....”

2.9 On being enquired about the mechanism put in place for award of work to various agencies and for coordinating execution of works in time – bound and efficient manner, the Ministry of Defence stated:

“The Executive Agencies (EAs) were picked up for MAP works based on their existing spare capacities as well as the presence of the agency, in the geographical area of their operation vis-à-vis the MAP Project. Coordination between the EAs is being ensured based on the monitoring of the monthly progress reports, regular interactions and visits at various levels.”

2.10 In reply to a question about problems encountered due to increase in prices during the period of execution of the project, the witness stated:

“That has been one of the problems and that is why a lot of project have required re-tendering. That is beyond our control. In a couple of stations, there have been court cases. Then there is price rise too. These are the reasons for the delay.”

2.11 When specifically asked about the expected cost escalation on account of delay in execution of Phase-I, the Ministry of Defence stated that there has been



no cost escalation as there is no escalation clause in MAP contracts and that in no case the cost has gone beyond the administrative approval amount.

2.12 On being asked about the nature of court cases faced during execution of Phase-I, the representative of the Army deposed during oral evidence:

“The cases are not in the case of contractors. They are on the litigation of lands.”

2.13 In their subsequent written note, the Ministry of Defence informed that “Bangalore Station is one where the title of the defence land has been claimed by some people which had adversely affected the progress of work. The issue has been pursued and the Hon’ble Court has taken a decision in Army’s favour.”

2.14 Asked as to how the Ministry proposed to proceed against the agencies responsible for slow pace of activities under the project, the Ministry of Defence stated that the “reasons for delay are examined on case to case basis and if found to be due to the fault of agencies deployed, the compensation may be levied as per MOUs and contract provisions.”

2.15 The details showing status of works being executed in phase-I of MAP are given at Annexure. Perusal of this information would show that there has been delay in completing the construction work in as many as 79 out of 86 stations and the delay ranged for 3 months to over 3 years. Perusal of this information would show that there has been delay in completing the construction work in as many as 79 out of 86 stations and the delay ranged from 3 months to over 3 years.

2.16 As regards the physical progress of Phase-I of MAP, the Ministry of Defence submitted the following information:-

“6311 Dwelling Units have been completed. Out of 86 stations, 100 % work has been completed at 11 stations. The progress of work is between 75% to 99% at 28 stations and 50 to 75% at 24 stations.

2.17 On being specifically asked whether the work at all stations undertaken during Phase-I would be completed by the extended date of 1<sup>st</sup> January 2009 as approved by the Cabinet Committee on Security (CCS), the Ministry stated that

works at the following 12 stations are expected to spill over beyond 1<sup>st</sup> January, 2009:

Sl.No.	Stations	No. of DUs expected to spillover beyond 1 <sup>st</sup> January, 2009	Executive Agency
1.	Bangalore	420	DGMAP
2.	Kochi (N)	352	DGMAP
3.	Mumbai (N)	520	DGMAP
4.	Mumbai (A)	198	DGMAP
5.	Shillong	637	RITES
6.	Amritsar	210	CPWD
7.	Delhi GP-II (Baird Place)	384	DGMAP
8.	Delhi GP-VIII (Dwarka)	324	DGMAP
9.	Jalandhar	772	CPWD
10.	Mamum	398	CPWD
11.	Subathu	42	CPWD
12.	Pathankot	128	CPWD
	Total	4385	

2.18 Responding to a question on the extent of construction remaining incomplete under the Phase-I, the representative of the Ministry of Defence stated during evidence:-

“Out of a 100 percent target, 13 percent will be spilled over for the second phase, 87 percent will be complete in the first phase.”

### **Phase-II of MAP**

2.19 According to the Ministry of Defence, Phase II of the Married Accommodation Project for construction of 66,727 dwelling units at an estimated cost of Rs.9,938.71 crore with the probable date of completion of 31 March 2012, has been approved by the Cabinet Committee on Security (CCS) in its meeting held on 22<sup>nd</sup> May, 2008.

2.20 The Ministry of Defence also informed that Phase-II is to be taken up keeping in view the experiences of Phase-I and can be commenced after obtaining necessary approvals even if Phase-I has not been entirely completed.

2.21 In reply to a question on commencement of Phase-II of Married Accommodation Project, the representative of Ministry of Defence stated during evidence:-

“Now, the actual execution of the project will start according to the plan. We may even plan its commencement before Phase-I is formally over in January and that will be our objective and effort Secondly, Phase-II has been sanctioned for 66,727 dwelling units at a cost of Rs.9,396 crores approximately. It is supposed to commence after Phase-I and be completed by March, 2012. We shall keep that target in mind and make our endeavors accordingly. The other important point about Phase-II is that this time, we have decided to execute only through MES and MAP instead of going through other public sector undertakings. MES will do roughly 25 per cent of the work and DG, MAP will do 75 per cent of the work because their office is also now established and expertise and other wherewithal are in place. That is how we have planned to proceed.....”

2.22 The witness further added:-

“.....some public sector undertakings are not going to be entrusted with this work in the second phase. Earlier, it was seven or eight public sector undertakings in addition to DG MAP and MES”

2.23 Responding to another related question, the representative of the Ministry of Defence deposed during evidence:

“...The partial reason for discontinuing with these PSUs is non performance such as in the case of NBCC. The other reason is, they are given 7 per cent agency charges from the project which will be saved now....”

2.24 In reply to a question regarding involvement of Military Engineer Services (MES) in the execution of work under MAP and the strength of manpower of MES engaged in MAP, the Ministry of Defence submitted the following information:-

“The MES is directly not executing any project in Phase-I except for two small packages at Mamum and Pathankot which were withdrawn from the CPWD and handed over to the MES lately. MAP work is being executed by the CPWD, DRDO, NBCC, IRCON, RITES and DG MAP. However, MES is providing manpower to the organisation of DG, MAP.

The details of manpower of MES sanctioned for Married Accommodation Project is as follows:-

(a)	Director General	01
(b)	Deputy Director General	02
(c)	Director Command MAP	09
(d)	Project Managers, Staff Officer Grade-I	53
(e)	Senior Architect/Architect	07
(f)	Senior Surveyor of Works/ Surveyor of Works	11
(g)	Technical Advisors, Staff Officer Grade-II, Project Managers	63
		146

Against a sanctioned strength of 146, a total of 132 officers are posted as on date for execution of the Project.”

2.25 During a presentation made before the Committee, the representative from the organisation of DG MAP stated that based on analysis of execution of projects under Phase-I, the following measures have been contemplated for execution of Phase-II:-

- “(i) DUs in all stations finalized
- (ii) Sitting Board of Officers (BOO) being ordered in advance for finalizing location of DUs with Defence Estate Officer (DEO) and District Forest Officer (DFO) as members.
- (iii) More time for quality Concept Project Report(CPR)/Detailed Project Report (DPR), consultant contract conditions being made stringent and legally binding.
- (iv) Include escalation clause.
- (v) Realistic completion time.
- (vi) Selection of builders.

It was also highlighted in the presentation that since DUs would be designed to last for 100 years, feedback had been obtained from Stations for incorporation in Phase-2, which would mainly include improvements as listed below:-

Improvement in General Scales of Married Accommodation Project

- (i) 2 per cent of the Accommodation should be made especially designed for physically challenged.
- (ii) Garages for
  - (a) All Officers  
(Rs.0.369 lakhs per DU/30.58 crore for PH-2)
  - (b) JCOs upto 40 %  
(Rs.0.157 lakhs per DUE/13.38 crore for PH-2)
  - (c) 25 % hard standing for OR  
(Rs.0.026 lakhs per DU/12.96 crore for PH-2)

- (iii) One additional bathroom for PBOR (Addl PA 2 SQM)  
(Rs.0.171 lakhs per DU/95.25 crore)
- (iv) Drying out balcony to be added in scales of accommodation for Personnel Below Officers Rank (PBOR) (Addl PA 2.5 SQM)  
(Rs.0.193 lakhs per DU/106.84 crore)
- (iii) Shopping complexes with Military Intelligence Rooms to be constructed in PH-2.

Improvement in ARCHITECTURE/LAYOUT plan of Married Accommodation Project

Road furniture to be added for aesthetics and comfort of drive.

SPECIFICATIONS

- (i) Permanent external finishes viz grit finishes for no external maintenance.
- (ii) Ceramic tiles for Dwelling Units better for ease of construction.
- (iii) Large tiles for officers.
- (iv) Oil bound distemper as interior finish

ELECTRICAL

- (i) Fresh air fan in bathrooms and kitchen.
- (ii) Additional plug points.

MISCELLANEOUS

- (i) Trunk line to be laid in the initial stages.
- (ii) Chain link fencing for Dwelling Units.”

**Use of Latest Technology**

2.26 In reply to a question regarding use of latest technology for expeditious completion of dwelling units at low cost under MAP, the Ministry submitted the following information:-

“The latest technology followed for expeditious completion and low cost dwelling units are:-

- (a) Use of composites pipes and ductile Iron (DI) pipes.
- (b) Solar water heating systems provided to reduce electricity consumption.
- (c) Use of automatic batching plants and concreting pumps to speed up the construction time.

- (d) Use of Rainwater Harvesting to recharge the ground water.
- (e) Provision of package type Sewage Treatment Plant (STP) with moving bed bio-reactor (MBBR) Technology to enable recycle of the effluent for flushing and arboriculture purpose.”

2.27 On being asked about the use of pre-fabricated technology for construction of DUs under MAP, the representative of the Ministry of Defence stated during evidence:

“In fact, the Cabinet Committee also made this comment. So, we will be considering that.”

### **Provision for other facilities**

2.28 Responding to a specific query regarding the requirement and planning for construction of schools, etc., under Married Accommodation Project, the representative of the Ministry of Defence stated:

“ We plan it separately for the Major Work Programme every year. In fact, the Defence Services have now recommended to the Ministry that since because of Married Accommodation Project, the number of children living in areas where more schools are required to go up; more schools may be provided for in such areas.”

2.29 The witness further clarified:

“....other than married accommodation like school buildings, hospital building, are taken up under the Major Works Programme (MWP) which is the capital construction Head for the Defence Services in every year’s plan budget.’

2.30 The Committee during evidence pointed out that there should be an integrated approach for construction of DUs under MAP and construction of schools, hospitals, etc. in that area. The representative of the Ministry of Defence explained during evidence:-

“I would like to submit that the approach is integrated except that it is done from a different source.”

2.31 Asked as to why a number of agencies are involved in construction of houses and other buildings etc., the representative of the Ministry of Defence stated during oral evidence:

“The agency is only one, namely, Engineer-in-Chief Branch which is doing only that work so far for the Army. MAP is being done by DG MAP which has been constituted before Phase-I of this particular project. E-in-C undertakes construction of houses, hospitals, roads, etc.”

**CHAPTER-III**  
**IMPLEMENTING AGENCY**

**Role of Organisation of Directorate General of Married Accommodation Project (DGMAP)**

3.1 According to information made available by the Ministry of Defence, the organisation of Directorate General, MAP was sanctioned in May 2002 and actually raised by May 2003, with the responsibility of project implementation. The organisation of DGMAP is stated to be executing works worth Rs.2,438.65 crore.

3.2 During the presentation made before the Committee, a representative of Ministry of Defence explained the role and duties of DG MAP as follows:-

**“ROLE AND DUTIES OF DG MAP**

1. As Member Secretary, Apex Steering Committee (ASC)
  - (a) Preparation of proposals for allotment of project, Approval of par based on Concept Project Report (CPR). Administrative approval of Detailed Project Report (DPRs) and guidelines for contracts.
  - (b) Convey allotment of work, Administration/Finance approvals.
2. As Head of MAP
  - (a) Preparation through consult-Concept Project Report (CPRs) and Detailed Project Report (DPRs), for work allotted to DG MAP.
  - (b) Submit proposals and obtain approval from Apex Steering Committee/Vice Chief's Committee.
  - (c) Time bound action for inviting tenders and examining them technically and financially.
  - (d) Entering into contract with lowest bidder.
  - (e) Monitor programme.
3. As coordinator Vis-à-vis CPWD/PSUs
  - (a) Examining core competence of PSUs/CPWD.
  - (b) Submission of proposal to Apex Steering Committee.
  - (c) Conveying allotment of Project to PSUs/CPWD.
  - (d) Obtaining CPRs/DPRs from PSUs/CPWD; examining them from technical and finance angle and submit summarized proposal to concerned committees, convey their approval/orders.
  - (e) Obtain details of lowest bids in open tender bids.



- (f) Obtain periodical reports from PSUs/CPWD and Station Concept Project Reports (CDRs) and submit to concerned committees.
4. Any other responsibility entrusted by the Ministry of Defence.”

3.3 The following table shows the present position of deployment of the staff in Headquarter, DG MAP:-

<b>DEFICIENCY OF STAFF: HQ DG MAP</b>				
<b>SER No.</b>	<b>APPOINTMENT</b>	<b>NO OF OFFICEERS</b>		
		<b>PRESENT AUTH</b>	<b>POSTED</b>	<b>DEFICIENCY</b>
1	DIRECTOR GENERAL	01	01	-
2	DEPUTY DIRECTOR GENERAL	02	02	-
3	COLONEL/PROJECT REPORT DIRECTOR	04	03	01
4	LIEUTENANT COLONEL / DIRECTOR	25	15 01 Dues-in	09
5	MAJOR / JOINT DIRECTOR			
6	SUPERITENDANT SURVEYOR OF WORKS (SSW)	02	02	-
7	SURVEYOR OF WORKS	04	01 (Maj) ASW-02	01
8	SENIOR ARCHITECT / ARCHITECT	01	01	-
9	MAJOR ARCHITECT /	01	01 (Lt. Col)	-
	<b>TOTAL</b>	<b>40</b>	<b>29</b>	<b>11</b>

3.4 On the efficacy of the role being played by the organisation of DG MAP in the execution of project, the representative of Ministry of Defence stated:

“In fact, now we have proposed that the DG MAP office should continue. But, this is subject to review. We have sent it to Cabinet for approval.”

## Monitoring Mechanism for MAP

3.5 The progress of Married Accommodation Project (MAP) is presently being monitored through three Committees viz., Apex Steering Committee (ASC) under the Chairmanship of Defence Secretary, Vice Chiefs Committees (VCC) and the Command Committees (CC). In addition, the project is being monitored by Director General, MAP, a Lt. Gen. Rank officer through regular visits to the stations/construction sites.

3.6 The composition and role of each of the three Monitoring Committees is given below:-

### (a) Apex Steering Committee (ASC)

#### Composition

1.	Defence Secretary	-	Chairman
2.	Secretary Defence (Finance)	-	Member
3.	Vice Chief of Army Staff(VCOAS)	-	Member
4.	Vice Chief of Naval Staff(VCNS)	-	Member
5.	Additional Secretary	-	Member
6.	Quarter Master General(QMG)	-	Member
7.	Engineer in Chief(E-in-C)	-	Member
8.	Assistant Chief of Naval Staff (Policy & Planning) (ACNS(P&P)	-	Member
9.	Air Officers Administration (AOA)	-	Member
10.	DG MAP	-	Member Secretary

#### Role

1. Acceptance of the necessity for construction of number of dwelling units at each station.
2. Decision about the agency to whom the work is to be entrusted for execution, based on core competence.
3. Appointment of consultants
4. Laying down general guidelines for awarding the contracts.
5. Monitoring the progress of the project through regular meetings.
6. Prescribe guidelines for Vice Chiefs Committees (VCC) and Command Committees (CC)

**(b) Vice Chief's Committee (VCC)**Composition

- |   |                   |
|---|-------------------|
| 1. Vice Chiefs of respective Services   | - Chairman        |
| 2. QMG/AOA/ACNS (P&P)   | - Member          |
| 3. E-in-C   | - Member          |
| 4. JS/Addl. FA of Respective Services   | - Member          |
| 5. DG MAP   | - Member          |
| 6. Additional Directorate General Land Work Environment (ADGLWE)/ Principal Director Works (PDW)/ Assistant Chief of Naval Staff (Works) (ACAS (WKS)) | - Member          |
| 7. Deputy Director General (DDG MAP)  | -Member Secretary |

Role

1. Approval of Detailed Project Reports (DPRs) for MAP works costing above Rs.20 crore but below Rs.50 crore for all project assigned to DG MAP and below Rs. 50 crore for all project assigned to PSUs/other Govt. agencies.
2. Accord financial concurrence in cases where expenditure exceeds 5 % of the administration approval amount within the ceiling of Rs. 50 crore.
3. Monitoring progress of the project.

**(c) Command Committee (CC)**Composition

- |  |                   |
|--|-------------------|
| 1. Chief Of Staff(COS)/Air Officer Commanding-in-Chief(AOC-in-C)/ Flag Officer Commanding-in-Chief(FOC-in-C)   | - Chairman        |
| 2. Major General In-charge Administration(MG-IC-ADM)/ Senior Officer In-charge Administration (SOA)/ Senior Air Staff Officer(SASO)/ Command Signal Officer(CSO) (P&A) | -Member           |
| 3. Chief Engineer, Command (CE COMD)/Chief Engineer Air Force (CE AF)/Chief Engineer Navy (CE Navy)  | -Member           |
| 4. Area Commander/Air Officer Command(AOC)/ Station Commander  | -Member           |
| 5. Controller of Defence Accounts (CDA)/ Integrated Financial Advisor(IFA)/ Joint Controller of Defence Accounts(JCDA)   | -Member           |
| 6. Brigadier OL/ Brigadier Administration/ Commander Works Officer   | -Member Secretary |

### Role

1. Approval of Detailed Project Reports (DPRs) upto Rs. 20 crore.
2. Accord Financial Concurrence in cases where expenditure exceeds 5 per cent of the administration approval amount within the ceiling of Rs. 20 crore.
3. Monitoring progress of the Project.
4. Appointment of consultant, if required, for Command (MAP) Project, with the approval of the ASC.

3.7 Replying to a specific query regarding the directions given from time to time by the Monitoring Committee to the project authorities for ensuring timely completion of the projects, the Ministry of Defence stated in a written note as under:

“To ensure timely completion of the projects, the Monitoring Committees have from time to time given directions that review of Married Accommodation Project progress should be done frequently to ensure speedy disposal of the pending issues and the gap between completion of the DUs and handing over/ taking over be reduced so that the DUs completed do not remain unutilized.”

3.8 On being asked about the number of times the Apex Steering Committee (ASC), Vice Chiefs' Committee (VCC) and the Command Committees met during the years 2006 and 2007 to monitor MAP, the Ministry of Defence informed that 17 meetings of the ASC were held during the years 2006 and 2007 and one meeting of VCC was held during the period 2006 and 2007 on 28.11.2007.

### **Maintenance of Buildings constructed under MAP**

3.9 The Cantonment areas are maintained under the aegis of the Local Cantonment Board through the Cantonment Executive Officer (CEO) under the Directorate General of Defence Estates (DGDE). The maintenance services i.e. repairs, renewal and upkeep of all Military Buildings and related infrastructure is undertaken by the MES through a dedicated tailor made organisation co-located in the station based on laid down, Maintenance Scales as approved by the MoD

and corresponding Maintenance Grant from the overall Works Budget of the Services.

3.10 On being asked by the Committee about the mechanism put in place for maintenance of buildings constructed under married accommodation project and the terms and conditions signed with the constructing agency for maintenance of the buildings under MAP, the Ministry of Defence in a written reply stated as follows:-

“In respect of completed projects, the defects are being attended to by the respective builder during the defect liability period. Thereafter the maintenance will be done by the MES. On completion of MAP works, the accommodation will be taken over by the MES for maintenance purpose.”

3.11 During the oral evidence, the representative of the Ministry of Defence also informed the Committee that MES would also be doing 25 percent of the construction work in phase-II of MAP.

3.12 When asked about possibility of outsourcing maintenance work to private agencies, the representative of Ministry of Defence informed as under :

“So far as it has been planned, the MES will take them over for maintenance. But when we go in for the planning for the second phase and its execution, we shall consider this aspect considering that MES will construct 25 percent of the dwelling units. We will go into this aspect if necessary and clinch the issue accordingly....”

3.13 During the study visit of the Committee to Military Engineer Services (MES), Mumbai on 29 October 2007 the `Brief on MES Establishment' furnished by the Ministry of Defence highlighted that the approximate annual workload of MAP is Rs. 4000 crores out of which 20 % is being undertaken by MES. MES has also provided manpower to DG (MAP) and maintenance of MAP assets will also have to be carried out with existing depleted strength.

## CHAPTER-IV

### OTHER ISSUES

#### **Common Accommodation Pool for three Services**

4.1 On being asked about the views of the Ministry for creating a common pool of residential accommodation for all the three Services to optimally utilize the existing residential accommodations, the Ministry in their written reply stated as follows:-

“With the exception of Delhi, where all the three Services HQrs. are functioning in close proximity, since in most of the other places the three services are widely dispersed due to functional diversities, common pool accommodation for all the three services may not be feasible.”

4.2 During the oral evidence, a representative of Ministry of Defence also informed :

“All the three Services have been asked to consider this issue earlier and the joint opinion was that it will not be feasible for various reasons..... As far as Ministry is considered, we will not let the construction suffer because of this attitude.”

4.3 As regards the present mechanism available with the Ministry for transfer of accommodation from one pool to another, the Ministry in a written reply stated:

“As per requirement, if such transfers are necessary, then it can be considered by Ministry of Defence on case to case basis.”

4.4 At the instance of the Committee, the Ministry of Defence furnished the following information on availability of residential accommodation to Service officers posted to Armed Forces Headquarters (AFHQ) and International Standard Organisation (ISO) in Delhi/New Delhi:-

“Residential accommodation to Service Officers posted to AFHQ/ISOs at Delhi/New Delhi is provided out of MOD pool accommodation. There are a total of 4,232 (approx.) Service officers posted to AFHQ/ISOs. The detail of total availability of married accommodation with Office of the Chief

Administrative Officer (CAO) is as below :

Sl.No.	Type of accommodation	No. of Units
(a)	Bungalows	89
(b)	Regular	2,084
(c)	Temporary	508
(d)	Hired	130
	Total No. of Units	2,811

There is a shortage of 1,421 Units. In order to overcome the existing deficiency, major thrust is being given to hiring of temporary accommodation in Delhi and Noida.”

### **Transit Accommodation**

4.5 On a specific query regarding planning for construction of transit accommodation, the Ministry in their written reply stated:

“Transit accommodation in the form of transit camps is constructed as special works at rail/road/air heads for troops transiting to forward areas. Transit camp accommodation is meant for short stays, i.e. only for a few days. Transit ‘married’ accommodation at duty station is not authorized in Scales of Accommodation and as such there are no plans for construction of such accommodation.”

4.6 Regarding availability of transit accommodation for the personnel of three Services, the representative of the Ministry of Defence stated during evidence:

“Transit accommodation is not coming under Map at all. Transit camps are created for the command funds. These are basically in J&K and North-East for people to get to the station and move out. That is provided by MWP Programme. We have allotted sufficient funds. That comes under MOVE Directorate. There are about 17 stations camps, depending upon the locations. For that funding is there. We will be finishing them in the scheduled time.”

## CHAPTER -V

### STATUS OF MARRIED ACCOMMODATION IN ALLIED SERVICES

5.1 Elaborating on the procedure in vague for construction of married accommodation for the personnel of Coast Guard and Border Roads Organisation (BRO), the representative of the Ministry of Defence deposed during oral evidence as under:

“As far as the Coast Guard and BRO are concerned, unfortunately, they have not come under MAP so far because they are both taken up from the other source i.e., the Major Work Programme of the Army. So, MES and the E-in-C Branch are already constructing the targeted number of dwelling units for BRO and for Coast Guard.”

#### **Married Accommodation for Coast Guard**

5.2 The Indian Coast Guard was constituted on 1 February 1977. The Service has total force strength of 7872 personnel. The married accommodation for Coast Guard is being provided as per the laid down scales of accommodation for Defence Services, 1983. At present, the Coast Guard has 1513 units of married accommodation which is about 40 % of the authorization.

5.3 The following tables show the laid down scales of married accommodation for personnel of Coast Guard:-

“Stations having 56.5% AME-Total 07

Sl. No.	Category	Ashore	Afloat	Average	Remarks
(a)	Officers	75%	50%		
(b)	Subordinate Officers	50%	100%	Average 56.5%	
(c)	Enrolled Personnel	50%	14%		
(d)	Civilians	15%			60% in A&N Islands



## Stations having 80% AME-Total 18

Sl. No.	Category	Ashore	Afloat	Average	Remarks
(a)	Officers	80%	80%		
(b)	Subordinate Officers	80%	80%	Average 80%	
(c)	Enrolled Personnel	80%	80%		
(d)	Civilians	15%			60% in A&N Islands

5.4 On being asked by the Committee about the steps taken by the Ministry to meet the requirements of married accommodation for personnel of Coast Guard, the Ministry of Defence in their written reply stated:

“The Indian Coast Guard is authorized for 3742 Married Accommodations. Out of this, a total of 1513 Married Accommodations are available. The Coast Guard has obtained sanction for construction of 849 Married Accommodations at 13 Coast Guard Stations.

From the above sanctions, construction of 52 Nos. Married Accommodation is in progress and construction of balance accommodation of 797 are likely to commence shortly. On completion of the above projects the deficiency will come down to 1380, which is 37% deficient of the total present authorization. In addition proposals for 415 Married Accommodation are being progressed.

On completion of the above projects the deficiencies will further come down to 965 which is 26% deficient of the present authorization.”

### Married Accommodation for Border Roads Organisation

5.5 The Border Roads Organisation (BRO) was set up in 1960 for meeting the operational road requirements of the Army. The statistical data on the personnel strength as well as requirement, availability and shortage of married accommodation in BRO is as follows:

		<b>(In Nos.)</b>
(a)	Personnel strength of BRO	42,646
(b)	Married Accommodation required	21,397
(c)	Married Accommodation available	1,148
(d)	Shortage of married accommodation	20,249

5.6 At the instance of the Committee, the Ministry of Defence furnished the following information about the dates of approval given by Government for construction of married accommodation for BRO personnel, the status of its completion and the plans for meeting the entire requirement of BRO:-

“The Government approved construction of married accommodation in three phases for BRO personnel. The date of approval phase wise is as under:

- i. Phase –I 1,277 Nos on 4<sup>th</sup> March, 1977.
- ii. Phase-II 502 Nos on 26<sup>th</sup> March, 1987
- iii. Phase-III 123 Nos on 6<sup>th</sup> Dec., 1997

Phase wise dates of completion originally scheduled were as under:-

- (a) Phase - I 1277 houses (Period not specified)
  - (b) Phase – II 502 houses (Period 1988-93)
  - (c) Phases –III 123 houses (Period not specified).
- Steps are being taken to complete the sanctioned Accommodation works.

Plan for construction of married accommodation to meet the entire requirement is under preparation.”

5.7 Explaining the plan prepared by the Ministry to meet the requirement of approx. 20,249 dwelling units for BRO personnel, the Ministry of Defence in their written reply stated as follows:-

“Out of the requirement of approx. 20,249 dwelling units, a plan was evolved for sanction of 1902 Nos. of accommodation in three phases and 1148 Nos. have been completed till date. For the balance requirement the plan is under preparation and it will be finalized once the restructuring of BRO is completed.”

5.8 On being asked about the actual date of completion of Phase-II of MAP and the cost incurred against the original estimated cost, the Ministry of Defence in a written reply stated:

“Phase-II of MAP for BRO is still under progress. So far a total of 502 dwelling units have sanctioned at 12 locations. Out of these 12 locations, construction has been completed at 6 locations. A total of 281 houses have been completed. As MAP Phase-II is still in progress, the exact cost of construction in MAP Phase-II cannot be ascertained at this stage.”

5.9 Explaining the reasons for slow progress in construction of dwelling units, the Ministry of Defence stated:

“The funding of Border Roads Organisation (BRO) is dependent upon General Staff Fund (GS funds), which are released by the Ministry of Defence and through funds provided for agency works. The essential budgetary requirement for construction of dwelling units is met out of the funds provided for GS works as well as agency works. However, the allotment of GS fund has been insufficient.

Non-availability of land from civil/revenue authorities in the area where BRO is working has also resulted in slow progress in construction of dwelling units for BRO personnel.”

**PART-II****OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE****Deficiency of Married Accommodation for Defence Service Personnel**

1. The Committee note that the Government stand committed to provide married accommodation for Defence service personnel and that certain norms in the form of 'Scale of Accommodation for Defence Services 1983' have been laid down for planning married accommodation for officers and other ranks in the Armed Forces. They are, however, astonished to find that the extant satisfaction level of availability of married accommodation for officers and other ranks in the three Services is a meagre 45 per cent in case of Army followed by 67 per cent in Air Force and 72 per cent in Navy. Obviously, no tangible and timely steps appear to have been taken by the Ministry of Defence to construct dwelling units for married accommodation in order to meet the requirement of service personnel with the result that the deficiency of married accommodation stood at a staggering figure of 2,80,992 dwelling units in 2001. Lamentably, the service personnel worst affected by this deficiency were those belonging to the category of other ranks; sailors; and Personnel Below Officers Ranks(PBORs) etc., with the percentage of their share to the total deficiency in respective services being as high as 92 in Navy; 82 in Army; and 59 in Air Force. Although the Ministry of Defence subsequently envisaged Married Accommodation Project (MAP) to enhance the availability of married accommodation for defence service

personnel and obtained approval of the Cabinet Committee on Security(CCS) in May, 2002 for construction of 1,98,881 dwelling units in four phases under MAP, the Committee's examination of execution of MAP in its initial stages and other related issues have revealed a number of disquieting features which are dealt with in the succeeding paragraphs.

**Married Accommodation Project(MAP)**

2. The Committee have been informed during evidence that MAP was envisaged "when the major works programme of the Army did not deliver with as much speed as the Government wanted". Curiously enough, the Ministry of Defence themselves have neither prescribed any time frame for commencement of Phases-II, III and IV of MAP nor contemplated any time limit for completion of all the four phases under MAP. It is clear that no target dates were fixed for speedy completion of different phases of MAP as is evident from the cryptic reply of the representative of the Ministry of Defence that the completion of MAP might go beyond the 12<sup>th</sup> Plan and that the exact year of completion could not be indicated. The Committee are in no doubt that while envisaging MAP for execution in four phases, the Ministry of Defence in 2002 had also not fully anticipated the ground realities about the establishments that would be required for executing the project. The net result was that even MAP as conceived by the Ministry of Defence failed to keep pace with the originally planned schedule for Phase-I, as has been brought out in the succeeding paragraph of this Report. While expressing their unhappiness over the piecemeal approach and

perfunctory manner in which MAP has been conceived and is being taken up for execution, the Committee desire the Ministry to at least now draw a realistic time-schedule for expeditious completion of all the four phases of MAP having due regard to the pressing demands for the married accommodation for all ranks in the Armed Forces. Needless to say that the action plan so drawn by the Ministry must aim at a situation where different phases of MAP are taken up for execution without any intervening period between them so that the time schedule for execution of MAP is not only kept to the barest minimum but all the ranks are also not made to indefinitely wait for availability of married accommodation to them. The Committee would like to emphasise that firm dates for completion of all the phases of MAP should be prescribed and the project execution be decentralized to command level to complete the works strictly in a time bound manner. They also desire that the precise steps taken in this direction be informed to the Committee by the Ministry of Defence within three months of the presentation of this report.

3. Construction of 1,98,881 dwelling units identified by the Service Headquarter under MAP has excluded some areas of Jammu and Kashmir and the North East because of the prevailing law and order situation in those areas. According to the Ministry of Defence, family accommodation requires support systems like school for children, market areas etc., which are not fully accessible in Jammu and Kashmir and North East due to prevailing law and order situation. While giving due credence to this explanation of the Ministry, the Committee also wish to

point out that a specific study has brought out the fact that non-availability of family accommodation is one of the causative factors for stress among certain ranks serving in those areas. They, therefore, urge that the Ministry should assess the requirement of married accommodation in counter-insurgency and border areas and take immediate steps to undertake construction of requisite number of dwelling units under MAP.

**Phase-I of MAP**

4. The approval of CCS was obtained in May, 2002 for construction of 61,658 dwelling units during Phase-I to be executed between 2002-03 and 2005-06. Although the number of dwelling units approved for construction under Phase-I has been subsequently reduced to 58,391 and the probable date of completion extended to 1<sup>st</sup> January, 2009, the Committee are distressed to find that the construction of dwelling units under Phase-I has not progressed as planned. There has been delay ranging from three months to over three years in completion of projects in as many as 79 out of 86 stations of Phase-I of MAP. Explaining the reasons for delay in execution of Phase-I, the representative of the Ministry of Defence deposed during evidence, “..... it is just that it was a new project and work procedures had to be evolved and the functions of various agencies like the CPWD, the MES and others had to be reconciled and coordinated. The Office of Director General of MAP (DGMAP) had to be established. That took one year....” The Ministry of Defence also pleaded that “this is a normal phenomenon when works of such large magnitude are being

executed.” The Committee are not inclined to accept the reasons adduced by the Ministry to justify the inexplicable delay in execution of Phase-I of MAP. The Committee feel convinced that the Ministry of Defence undertook MAP in a rather casual manner without paying adequate attention towards aspects relating to establishment of main executive agency and the work procedures required to be put in place before embarking upon project of such a nature. The Committee are also constrained to point out that the Ministry of Defence could not properly analyse the progress of works under Phase-I even at the time when they sought approval of CCS for extending the probable date of completion of construction as is borne out by the fact that works at certain stations continue to be plagued with delays beyond the extended date. The Committee trust that the Ministry of Defence would now take appropriate initiatives well in advance for working out the plans for execution of the subsequent phases of MAP so as to obviate any consequential delays due to poor planning as has happened in the execution of the first phase of MAP.

### **Phase-II of MAP**

5. Phase-II of the MAP has been approved by the CCS on 22<sup>nd</sup> May, 2008 for construction of 66,727 dwelling units with the probable date of completion of 31<sup>st</sup> March, 2012. The Committee have been informed that the Government have decided to execute this phase only through MES and DGMAP instead of going through Public Sector Undertakings (PSUs). The reasons advanced for such a decision are non-performance by the PSUs



and the saving of seven percent agency charges from the project which were being paid to PSUs. Without going into the merit of such a decision, the Committee would like the Ministry of Defence to take effective steps to ensure timely completion of the Phase-II of MAP. It is not clear whether the contracts with the builders contain any penalty clause for slippages. In case there is no such provision in the existing contracts, immediate steps be taken to provide for the same.

6. In terms of the decision taken by the Government, 75 per cent of the work under Phase-II would be executed by DGMAP and the remaining 25 per cent would go to the MES. In the light of the fact that the works undertaken in Phase-I by DGMAP at six stations are still languishing even beyond the extended date of completion, the Committee find it incomprehensible as to what factors have weighed with the Government in arriving at the decision that the work of such a magnitude spread over a large number of stations could be assigned to the Organisation of DGMAP having a working strength of only 29 officers in its Headquarters. The Committee also doubt whether MES with its existing workload of maintenance services will be in a position to undertake the MAP works at different stations that too with only 132 of its officers presently deployed for MAP as against 146 posts sanctioned for the purpose. These facts reinforce the apprehensions of the Committee that the whole issue is not being addressed with the seriousness it deserves particularly when Phase-II envisages construction of more number of dwelling units in a compressed time frame as compared to Phase-I. The Committee, therefore, recommend that the entire process of selection of executive agencies for

undertaking Phase-II and subsequent phases of MAP should be realistically examined afresh and appropriate remedial steps taken to strengthen these agencies so that the project is not beset by further delays.

7. Keeping in view the slow pace of works undertaken by DGMAP in the first phase, the Committee strongly feel that the Ministry of Defence should also consider engaging specialized consultants/agencies as per need arises from time to time in order to ensure timely completion of the project.

8. The Committee have been informed that certain changes for improvement in general scales of accommodation and architectural layout plan under MAP are being considered for incorporation in Phase-II. The Committee urge that such changes should be finalised early as part of project planning exercise and it should be ensured that cost and time schedules do not subsequently go awry on this count.

#### *Use of Latest Technology*

9. It has been stated that latest technologies are followed for expeditious completion and lowering cost of dwelling units. There are use of composites and ductile iron pipes; solar water heating systems; rainwater harvesting; recycling of effluent; and use of concreting pumps to speed up the construction time. The question of using pre-fabricated technology is stated to be under consideration. The Committee stress that the dwelling units should be of superior quality and should be earthquake

resistant. Urgent attention is also required to ensure the use of innovative, environment-friendly, energy-efficient and cost effective building materials and technologies in MAP. The Ministry of Defence should also undertake construction of multi-storeyed buildings under MAP particularly at those stations where the availability of land for the purpose is scarce.

**Provision for other facilities**

10. Yet another area which has engaged the attention of the Committee relates to inadequate provision for school and hospital buildings in the vicinity of housing complexes constructed under MAP. The fact that the Defence Services have also made a request to the Ministry of Defence for providing more schools under MAP is a clear pointer towards lack of an integrated approach at the time of conceptualization of the project. Considering the fact that school and hospital buildings are constructed from the funds made available by the Ministry under the 'Major Works Programme', the Committee urge the Ministry of Defence to formulate a comprehensive plan in this regard and ensure timely provision of funds for constructing such buildings so as to meet the essential requirements of service personnel utilizing housing complexes built under MAP. The Committee need hardly emphasise that the construction of such essential buildings should ideally form part of MAP and provision of funds under an appropriate single head of account should be made in this regard.

11. The Committee are also of the view that MAP should have integrated provision for vocational training institutes for imparting gainful training to housewives of Defence personnel. The services of ex-serviceman to the maximum extent, be utilized for running such institutes. Besides being a beneficial activity for the residents, such an act would also provide gainful employment to ex-servicemen.

**Role of Organisation of DGMAP**

12. The Organisation of DGMAP was raised in May, 2003 with the responsibility of implementing MAP. The main duties of this organisation *inter-alia*, include preparation of proposals and obtaining approval of the same from competent authorities; invitation of tenders and its technical and financial examination; entering into contract with the implementing agencies; and monitoring the project. *The* representatives of the Ministry of Defence informed during evidence that a proposal had been sent to the Cabinet seeking approval for continuance of the organisation of DGMAP. The Committee believe that proper steps would be taken at the earliest to strengthen this organisation to obviate repetition of the experiences of Phase-I of MAP. The Committee are in no doubt that with proper application of modern communication technologies and computerization, the paper-work and the manpower deployment for monitoring purposes can be minimized.

**Monitoring Mechanism for MAP**

13. The Committee note that the three committees namely, Apex Steering committee under the chairmanship of Defence Secretary; Vice-Chiefs committee; and the Commands committee have been constituted for monitoring the progress of works being executed under MAP. While the Apex Steering committee is stated to have met 17 times during the years 2006 and 2007, the Committee find it rather strange that the Vice Chiefs committee met only once during these two years. It is not clear as to what is the role and responsibility of Vice-Chiefs committee. It is obvious that it has not been discharging its role effectively. It is the responsibility of the Apex Steering committee to ensure that the Vice-Chiefs committee and the Commands committee meet periodically and function effectively. The Committee also feel that the committees at the command level should be strengthened with adequate financial and administrative powers to enable them to take appropriate timely action for completion of works without delay. The monitoring committees at the higher level should be entrusted with the responsibility of reviewing the progress at regular intervals and issuing necessary guidelines and directions to command committees with a view to ensuring proper and timely completion of the project.

**Maintenance of Buildings constructed under MAP**

14. The Committee note that besides undertaking their routine assignments of maintenance services including repairs and upkeep of all military buildings and related infrastructure, MES will be required to

undertake 25 per cent of the construction work as executive agency in the second phase of MAP. In addition, MES will also be responsible for maintenance of the accommodation being constructed under MAP. Keeping in view the fact that the scope of MES would be enlarged manifold in near future and that 146 posts from this service have already been sanctioned for MAP out of its existing manpower, the Committee are of firm view that an elaborate and well planned mechanism needs to be put in place to meet maintenance requirements of existing and planned accommodation for MAP without putting any additional pressure on the existing depleted strength of MES. They, therefore, desire that the Ministry of Defence should work out an acceptable and cost effective scheme for outsourcing the maintenance requirements of accommodation constructed under MAP to the agencies of proven competence in public or private sector. The Committee would also like to be apprised of the precise steps taken in this regard.

**Common Pool of Residential Accommodation for the Three Services**

15. There is presently no common pool of residential accommodation for the three services. According to the Ministry of Defence, a common pool of residential accommodation for all the three services may not be feasible as the three services are widely dispersed due to functional diversity in most of the places except Delhi where the three Services headquarters are functioning in close proximity. Keeping in view the facts that the Government propose to promote jointness within the services and

transfers of accommodation from one pool to another can be considered by the Ministry on case to case basis, the Committee desire that the Ministry of Defence should undertake a review of vacant married accommodation at different stations and examine practicability of creating a common pool of residential accommodation wherever possible so that the issue of extant deficiency of married accommodation for all ranks of defence personnel in the three services at those stations could be partially addressed till the completion of MAP.

Incidentally, the Committee would also like the Ministry of Defence to take appropriate steps to ensure that surplus or vacant units under separated family accommodation; single officers accommodation; and messes at various stations are put to optimal use for meeting the existing deficiency of married accommodation of the three services at those stations.

#### Transit Accommodation

16. Transit accommodation is meant for short stay of a few days and such accommodation is stated to be created from the Command Funds provided under Major Works Programme. Though there has been shortage of such accommodation, MAP being the accommodation project for married persons does not cover construction of Transit accommodation at all. Keeping in view the frequent movement which the Armed Forces personnel are required to undertake in Jammu & Kashmir and North Eastern region of the country, the need for construction of sufficient number of units of transit accommodation at all transitory points cannot be

over emphasised. The Committee desire that an assessment of shortfall in this regard be made expeditiously and steps taken to construct additional transit accommodation to meet the shortfall. This is necessary to ensure smooth and timely mobility of armed forces personnel at times of need.

**Married Accommodation for Allied Services**

17. The Committee are dismayed to find that the extent of deficiency of married accommodation as against the total requirement for the personnel of Border Roads Organisation and Coast Guard is as high as 94 per cent and 60 per cent respectively. Surprisingly enough, no efforts seem to be directed towards mitigating their hardship even in distant future as is evident from the fact that no definite time schedules have been contemplated for construction of even approved works for married accommodation for personnel of both these organisations. In the absence of any plausible explanation for slow pace of construction of dwelling units for personnel of these two organisations, the Committee are in no doubt that the Ministry of Defence have not given any serious thought in the past for evolving a concrete action plan in this regard. The Committee trust that the Ministry of Defence would at least now accord priority to these organisations by providing adequate budgetary support for undertaking construction of requisite married accommodation in a time bound manner.

New Delhi;  
3 October, 2008  
11 Asvina, 1930 (Saka)

BALASAHEB VIKHE PATIL,  
Chairman,  
Standing Committee on Defence.



## Annexure

(vide para No.2.15 of Chapter II)

DETAILS OF MAP WORKS

Ser. No.	Station	EA	Typ es of DUs						ODC	EDC	Cost (DPR)	Expected cost DPR+Σ addl Fund appd by ASC (in Cr.)	Remarks
			Maj & above	Capt	Lt	JCOs	Ors	Total					
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	GOLCONDA	DRDO	8	2	0	32	108	150	6-Nov-07	31-Aug-06	1244	1244	Completed
2.	SECUNDERABAD	DRDO	90	36	10	84	550	770	1-Nov-06	31-Aug-06	5586	5586	Completed
3.	AHMEDABAD	NBCC	20	4	0	36	400	460	7-Mar-07	31-Oct-08	3898	3827	
4.	AHMEDNAGAR	NBCC	22	0	0	0	400	422	7-Apr-07	31-Aug-08	3313	3173	
5.	BARODA (A)	NBCC	8	4	0	0	0	12	6-May-07	30-Jun-07	221	213	Bldg. completed
6.	DEOLALI	NBCC	40	8	0	48	800	896	7-May-07	31-Oct-08	7103	6852	
7.	JAIPUR	NBCC	28	0	0	48	800	876	7-Jan-07	31-May-08	6507	6507	Bldg. completed
8.	JAISALMER	NBCC	24	16	8	48	400	496	7-May-07	31-Dec-08	4648	4648	
9.	JODHPUR (A)	NBCC	62	58	0	68	1100	1288	7-Nov-07	31-Dec-08	11455	10984	
10.	NASIRABAD	NBCC	16	8	0	5	400	429	7-May-07	19-Feb-07	3325	3203	Bldg. completed
11.	SHILLONG	RITES	46	0	0	117	544	707	7-Nov-07	3-Mar-10	12902	12467	
12.	ALWAR	DG MAP	24	0	0	48	600	672	8-Mar-07	31-Dec-08	4821	4821	
13.	AURANGABAD	DG MAP	8	14	0	12	300	334	7-Sep-07	30-Apr-08	2880	2880	
14.	BANGALORE (A)	DG MAP	0	0	0	100	320	420	9-Dec-06	2-Feb-09	2984	3676.5	
15.	CHENNAI	DG MAP	18	6	4	26	250	304	29-Jun-07	26-Dec-08	3092	3745	
16.	GUWAHATI	DG MAP	10	0	0	38	268	316	8-Mar-07	31-May-08	3283	3283	
17.	KIRKEE	DG MAP	40	24	0	67	1200	1331	8-Mar-07	31-Mar-10	10951	10951	
18.	KOLKATA	DG MAP	72	0	0	51	648	771	8-Jan-07	31-Dec-08	9033	9702	
19.	PUNE (A)	DG MAP	84	0	4	27	250	365	8-Mar-07	31-Oct-10	3853	3853	
20.	BELGAUM	CC MAP	14	10	0	48	48	120	11-Jun-07	12-Jun-07	1070	1070	Bldg. Completed
21.	BINAGURI	CC MAP	0	0	0	0	96	96	7-Aug-07	23-Jan-08	631	605	
22.	GANGTOK	CC MAP	0	0	0	0	132	132	8-Jan-07	24-Oct-08	1077	1082	
23.	JAMNAGAR	CC MAP	8	4	0	12	300	324	12-Apr-07	20-Oct-07	1901	1845	Completed
24.	KAMPTEE	CC MAP	24	0	0	48	200	272	6-Jan-07	24-Feb-06	1998	1998	Completed
25.	MUMBAI (A)	DG MAP	12	8	4	24	150	198	-	-	-	-	DEPMC Tender
26.	SUKNA	CC MAP	0	0	0	0	200	200	7-Oct-07	1-Oct-08	1288	1295	
27.	TRIVENDRUM	CC MAP	0	0	0	0	180	180	1-Mar-06	31-Aug-06	1260	1260	Completed
28.	GOA (N)	DG MAP	2	0	4	5	141	152	7-Sep-07	30-Apr-08	1272	1426	
29.	KARWAR (N)	DG MAP	55	36	0	10	336	437	8-Sep-07	31-Mar-09	6061	6061	
30.	KOCHI (N)	DG MAP	92	7	0	72	280	451	8-Jan-07	30-Sep-09	7696	7696	
31.	MUMBAI (N)	DG MAP	72	0	0	0	464	536	8-May-07	31-Dec-08	5283	5283	
32.	PORT BLAIR (N)	DG MAP	0	0	0	0	102	102	8-Jan-07	31-Aug-08	1450	1766	
33.	VIZAG (N)	DG MAP	239	0	0	410	360	1009	20-Jun-07	31-May-08	13042	13042	
34.	AMBALA (AF)	NBCC	27	9	0	160	808	1004	7-Mar-07	31-May-08	8100	8100	
35.	JODHPUR (AF)	NBCC	20	0	0	53	547	620	7-Mar-07	30-Sep-07	4592	4592	Near Completion
36.	SULUR (AF)	NBCC	0	0	0	0	303	303	6-Sep-07	30-Sep-07	2180	2180	Bldg. Completed
37.	VADODARA (AF)	NBCC	17	42	0	100	438	597	1-Sep-06	30-Jun-08	6606	6606	Near Completion
38.	KANPUR (AF)	RITES	0	0	0	66	636	702	7-Oct-07	31-May-08	7015	7015	
39.	AGRA (AF)	DRDO	105	8	0	134	197	444	6-Nov-07	30-Dec-07	4279	4279	Near Completion

1	2	3	4	5	6	7	8	9	10	11	12	13	14
40.	B'LORE AF (S)	DG MAP	47	12	0	39	110	208	7-Aug-07	31-May-08	2847	2947	
41.	B'LORE AF (N)	DG MAP	704	0	0	147	110	961	7-Nov-07	31-July-08	4395	4879	
42.	B'LORE AF ©	DG MAP	36	0	40	16	77	169	7-Sep-07	20-Apr-08	2426	2870	
43.	C'GARH 12 WG AF	DG MAP	20	0	0	0	283	303	7-Dec-07	31-Dec-08	1945	2237	
44.	C'GARH 3 BRD AF GP-I	DG MAP	0	0	0	55	-	199	7-Sep-07	31-Dec-08	1450	1516	
45.	C'GARH 3 BRD AF GP-II	DG MAP	34	0	0	285	189	508	7-Nov-07	31-Dec-08	5020	5020	
46.	DELHI (AF)	DG MAP	47	13	0	215	717	992	31-Dec-06	31-Dec-08	7796	7796	
47.	GWALIOR (AF)	DG MAP	37	0	0	68	444	549	7-May-07	31-Mar-08	4063	4063	
48.	PUNE (AF)	DG MAP	22	12	2	149	651	836	7-Sep-07	31-Mar-08	6646	6950	
49.	AGRA	DRDO	71	0	0	45	906	1022	19.10.07	May-08	85.420	85.420	
50.	DEHRADUN	DRDO	35	5	0	76	1022	1138	26.12.06	Oct-08	86.180	86.180	
51.	ALLAHABAD	IRCON	60	0	0	72	996	1128	09.09.06	Dec-08	79.500	79.500	
52.	BHOPAL	IRCON	162	28	6	152	1154	1502	17.12.06	Dec-08	118.950	118.950	
53.	JHANSI	IRCON	100	46	10	224	1608	1988	25.04.07	Jun-09	158.710	158.710	
54.	BAREILLY	rites	76	20	0	36	1186	1318	09.03.07	Jun-08	103.330	103.330	
55.	MATHURA	rites	84	28	0	120	1076	1308	18.07.06	Jun-08	94.620	108.010	As per rev A/A
56.	SHAHJAHANPUR	rites	8	4	0	0	268	280	30.06.07	Nov-08	26.360	26.360	
57.	ARITSAR	CPWD	99	45	0	76	948	1168	25.04.07	Dec-09	114.780	115.000	
58.	BATHINDA	CPWD	299	42	13	342	2236	2932	08.08.07	31.03.09	246.360	258.290	
59.	BIKANER	CPWD	77	15	5	210	1048	1355	15.06.07	31.03.09	104.020	104.020	
60.	JALANDHAR	CPWD	102	28	8	300	1132	1570	22.06.07	Dec-09	109.740	138.980	
61.	JAMMU	CPWD	38	38	0	106	676	858	25.04.07	Sep-08	74.580	79.840	
62.	JANGLOT	CPWD	0	0	0	0	128	128	03.05.06	Apr-07	7.830	9.160	wk completed
63.	MEMUM	CPWD	65	16	0	68	2300	2449	16.08.07	Jun-09	191.240	201.960	
64.	PATHANKOT	CPWD	30	0	0	61	304	395	15.06.07	Jun-09	41.940	44.270	
65.	PATIALA	CPWD	70	0	0	164	572	806	22.12.07	Dec-08	74.440	74.860	
66.	SANJUWAN	CPWD	0	0	0	30	100	130	28.06.06	Apr-07	8.720	9.108	wk completed
67.	SRI GANGANAGAR	CPWD	42	6	2	48	396	494	09.11.06	30.04.08	38.430	38.430	
68.	SURATGARH	CPWD	84	12	4	96	798	994	25.02.07	31.12.08	95.970	100.570	
69.	CHANDIMANDIR	DG MAP	125	0	0	32	1019	1176	Oct-07	31.08.08	107.780	107.780	
70.	FARIDKOT	DG MAP	12	24	4	48	450	538	Jun-07	31.08.08	46.020	46.020	
71.	FEROZEPUR	DG MAP	56	0	0	30	368	554	Jun-07	31.08.08	45.310	45.310	
72.	HISSAR	DG MAP	184	0	0	330	1980	2494	15.09.07	31.12.08	229.890	229.890	
73.	LUCKNOW	DG MAP	138	0	0	248	1836	2222	11.12.07	Dec-08	183.150	218.990	As per rev A/A
74.	DELHI (E) & Group I	DG MAP	0	0	0	0	700	700	10.03.06	31.05.07	42.220	42.220	completed
75.	DELHI (W) & Group II	DG MAP	384	0	0	0	0	384	26.12.08	20.10.09	93.280	93.280	
76.	DELHI (E) & Group III	DG MAP	0	0	0	100	685	785	09.04.07	31.01.08	57.860	57.860	completed
77.	DELHI (E) & Group IV	DG MAP	346	98	12	0	0	456	16.07.07	31.12.08	82.410	82.410	
78.	DELHI (W) & Group V	DG MAP	0	0	0	325	916	1241	09.09.07	31.12.08	109.240	109.240	
79.	DELHI (E) & Group VI	DG MAP	80	32	0	0	539	651	04.11.06	Jun-08	57.100	57.100	
80.	DELHI (W) & Group VII	DG MAP	0	0	0	41	123	164	09.09.07	Jun-09	14.400	14.400	
81.	DELHI (W) & Group VIII	DG MAP	324	0	0	0	0	324	30.12.07	07.11.09	83.780	83.780	
82.	ABOHAR	CC MAP	12	0	0	0	48	60	29.09.07	31.12.07	5.440	5.440	
83.	DANAPUR	CC MAP	23	0	0	8	12	43	28.04.06	07.11.06	5.380	5.380	Fur tender in Hand
84.	LALGARH JATTAN	CC MAP	18	0	0	18	60	96	29.09.07	31.12.07	8.130	8.130	
85.	SUBATHU	CPWD	6	0	0	9	30	45	29.09.07	Dec-08	4.930	8.000	
86.	YOL CANTT	CPWD	0	0	0	39	124	163	15.05.07	Jun-08	10.420	12.050	

**LIST OF ABBREVIATIONS**

1.	Fit. Lt.	-	Flight Lieutenant
2.	Fg. Offr.	-	Flying Officer
3.	MWO	-	Master Warrant Officer
4.	MO	-	Medical Officer / Military Operations
5.	JWO	-	Junior Warrant Officer
6.	NCOs	-	Non Commissioned Officer
7.	NcsE	-	Non Combat Enrolled
8.	MCPOs-	Master	Command Petty Officer
9.	CPOs	-	Command Petty Officer
10.	POs	-	Petty Officer
11.	DEO	-	Defence Estate Office(r)
12.	DFO	-	District Forest Officer
13.	CPR	-	Concept Project Report
14.	DPR	-	Detailed Project Report
15.	MI	-	Military Intelligence
16.	CDR	-	Commander
17.	SSW	-	Superintendent Surveyor of Work
18.	AOA	-	Air Officer Administration
19.	ACNS	-	Assistant Chief of Naval Staff
20.	ADM	-	Administration
21.	SW	-	Surveyor of Work
22.	MAP	-	Married Accommodation Project
23.	CCS	-	Cabinet Committee on Security
24.	PBORs -	Personnel	Below Officers Rank
25.	MES	-	Military Engineer Services
26.	DG MAP	-	Director General of Married Accommodation Project

**MINUTES OF THE TWENTY- NINTH SITTING OF THE STANDING  
COMMITTEE ON DEFENCE (2007-2008)**

The Committee sat on Tuesday, the 29<sup>th</sup> April, 2008 from 1500 to 1605 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

**PRESENT**

Shri Balasaheb Vikhe Patil – Chairman

**MEMBERS**

**LOK SABHA**

2. Shri Vijay Bahuguna
3. Shri Santosh Gangwar
4. Dr. K.S. Manoj
5. Shri Shrinivas Patil
6. Dr. H.T. Sangliana

**RAJYA SABHA**

7. Smt. Viplove Thakur

**SECRETARIAT**

- |    |                      |   |                     |
|----|----------------------|---|---------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary     |
| 2. | Shri Rajeev Sharma   | - | Director            |
| 3. | Shri D.R. Shekhar    | - | Deputy Secretary-II |
| 4. | Smt. J.M. Sinha      | - | Under Secretary     |

**REPRESENTATIVES OF THE MINISTRY OF DEFENCE**

- |     |                        |   |                   |
|-----|------------------------|---|-------------------|
| 1.  | Shri Vijay Singh       | - | Defence Secretary |
| 2.  | Shri P.K.Rastogi       | - | Spl Secy (R)      |
| 3.  | Smt. H.K. Pannu        | - | FA (DS)           |
| 4.  | Smt. Neelam Nath       | - | Addl. Secy (N)    |
| 5.  | Dr. W. Selvamurthy     | - | CCR&D (LS&HR)     |
| 6.  | Lt. Gen Sudhir Sharma  | - | QMG               |
| 7.  | Lt. Gen A.K. Nanda     | - | DG, BR            |
| 8.  | Shri Sanjeeva Kumar    | - | JS (ESW)          |
| 9.  | Shri Dilip Biswas      | - | Addl FA (D)       |
| 10. | Shri Jatinderbir Singh | - | JS (Trg) & CAO    |
| 11. | AVM V.K. Dayalu        | - | ACAS (AF Wks)     |

12.	Maj. Gen BB Sharma	-	DG MAP
13.	Maj Gen Brajesh Kumar	-	DG (Wks), E-in-C
14.	IG A. Rajashekhar	-	Dy. DG, CG
15.	DIG VSR Murthy	-	TM, Pr Dir (Wks), CG
16.	Rear Adml. Girish Luthra	-	ACNS (P&P)

2. At the outset, the Chairman welcomed the representatives of the Ministry of Defence to the sitting of the Committee and drew their attention to Direction 58 of Directions by the Speaker, Lok Sabha.

3. The Chairman then requested the representatives of the Ministry of Defence to brief the Committee on existing satisfaction level of Defence personnel in availability of Married Accommodation for eligible officers in Armed Forces and steps being taken by the Ministry to construct accommodation for Coast Guard and BRO personnel, latest position of the proposal for Married Accommodation Project (MAP) Phase-II, problems, if any, being faced by the Ministry in acquiring land for MAP, common pool of accommodation for three Services, etc.

4. As the Chairman had to leave during the course of the sitting, the Committee chose Dr. H.T. Sangliana, M.P. and member of the Committee to act as the Chairman of the Committee, under Rule 258(3) of the Rules & Procedure and Conduct of Business in Lok Sabha.

5. The representatives of the Ministry of Defence then made a power point presentation before the Committee on the subject 'Status of Married Accommodation in Defence and Allied Services'. The Committee, thereafter, held discussion on the issues which included delay in completion of the Phase I of MAP and cost escalation, outsourcing of work to private agencies, road furniture for MAP, etc.

6. As regards the reasons of delay in completion of Phase I, the representatives of Ministry of Defence informed the Committee that MAP was a new project and work procedures had to be evolved so as to coordinate the functions of various agencies like CPWD, Military Engineer Service and others. In regard to the progress of work, the Committee was further informed that they would be able to complete 87% of the targeted accommodation for Services under MAP by January, 2009.

7. The representatives of the Ministry of Defence also informed the Committee that they had received a formal communication from the Chiefs of Staff Committee on the service related issues arising out of the recommendations made by the Sixth Pay Commission and the same were under examination of the Ministry of Defence. The issues raised, inter-alia, included: Common pay scales for Personnel Below Officers Rank (PBORs), refixing of grade pay, military services pay for Armed Forces personnel, one rank one pension and status of Lt. Generals and equivalent, assured career progression, transport allowance, compensation in lieu of Quarters, gratuity for PBOR, disability pension, NPA for calculation of pension for pre 01.01.96 Army Medical Corps Pensioner, equation of Special Force with Navy marques and Govt-funded risk insurance to Armed Forces Personnel, etc. The Secretary, Ministry of Defence stated that the matter was under consideration of a Committee of Secretaries.

8. As regards the points on which the representatives could not readily respond, the Ministry was asked to furnish written information at the earliest.

9. A copy of verbatim record of the proceeding has been kept.

**The Committee then adjourned.**

**MINUTES OF THE THIRTY – SECOND OF THE STANDING COMMITTEE ON  
DEFENCE (2007-2008)**

The Committee sat on Monday, the 2<sup>nd</sup> June, 2008 from 1500 to 1620 hrs. in Room No. `074', Parliament Library Building, New Delhi.

**PRESENT**

Shri Balasaheb Vikhe Patil – Chairman

**MEMBERS**

**LOK SABHA**

2. Shri S. Bangarappa
3. Shri Santosh Gangwar
4. Dr. K.S. Manoj
5. Shri Raju Rana
6. Shri Arjun Charan Sethi

**RAJYA SABHA**

7. Shri A. Elavarasan
8. Dr. Farooq Abdullah
9. Shri Abu Asim Azmi
10. Shri Jai Parkash Aggarwal
11. Shri K.B. Shanappa
12. Smt. Viplove Thakur

**SECRETARIAT**

- |    |                    |   |                 |
|----|--------------------|---|-----------------|
| 1. | Shri Rajeev Sharma | - | Director        |
| 2. | Smt. J.M. Sinha    | - | Under Secretary |

**REPRESENTATIVES OF THE MINISTRY OF DEFENCE**

1. Smt. Neelam Nath, Addl. Secy (N)
2. Smt. H.K. Pannu, FA (DS)
3. Shri Anand Misra, JS (C&W)
4. Lt. Gen. Sudhir Sharma, QMG
5. Maj. Gen. Rajeev Datt, ADG LWE
6. Maj. Gen. B.B. Sharma, DG MAP
7. Maj. Gen. Brajesh Kumar, DGW
8. AVM V.K. Dayalu, ACAS (AF Wks.)
9. Rear Adml. Girish Luthra, ACNS (P&P)

2. At the outset, the Chairman welcomed the Members of the Committee and informed that he had received a communication from Secretary, Ministry of Defence regarding grant of exemption from personal appearance before the Committee in today's meeting due to his prior commitment and that Smt. Neelam Nath, Additional Secretary would be representing the Ministry in his absence.
3. The Chairman, thereafter, drew their attention to Direction 58 of Directions by the Speaker, Lok Sabha.
4. The Chairman then requested the representatives of the Ministry of Defence to apprise the Committee of the reasons for delay in completion of projects in Delhi and at other stations, the likely date of commencement of Phase-II of MAP, total expenditure incurred during Phase-I of the Project, steps taken to provide utility services like shopping complex and medical services in the vicinity of married accommodation projects, construction of transit accommodation and outsourcing of maintenance work to private agencies.
5. The representatives of the Ministry of Defence informed the Committee that the Cabinet had approved the phase-II of MAP recently and it could be started early for being completed by March, 2012. They also informed the Committee that Military Engineering Service (MES) and Director General, Married Accommodation Project would be the only Executing Agencies for Phase-II of MAP.
6. The Chairman and Members of the Committee also enquired about the total requirement of married accommodation in the three services and steps contemplated for maintenance of the buildings constructed under MAP.
7. In reply to specific queries, the representatives of Ministry of Defence also apprised the Committee about the Major Works Programme which covered the construction of married accommodation for personnel of Coast Guard and BRO.
8. The Chairman also requested the Ministry of Defence to furnish written replies to the issues raised during the evidence.
9. A copy of verbatim record of the proceedings has been kept.

**The Committee then adjourned.**



**MINUTES OF THE SEVENTH SITTING OF THE STANDING COMMITTEE  
ON DEFENCE (2008- 09)**

The Committee sat on Friday, the 3<sup>rd</sup> October 2008 from 1500 to 1530 hrs. in Committee Room `C`, Parliament House Annexe, New Delhi.

**PRESENT**

Shri Balasaheb Vikhe Patil - Chairman

**MEMBERS**

**LOK SABHA**

2. Shri Vijay Bahuguna
3. Shri S. Bangarappa
4. Shri Milind Murli Deora
5. Shri Santosh Gangwar
6. Dr. K.S. Manoj
7. Dr. H.T. Sangliana

**RAJYA SABHA**

8. Shri Jai Parkash Aggarwal
9. Shri R.K. Dhawan
10. Shri A. Elavarasan
11. Shri M.V. Mysura Reddy
12. Shri K.B. Shanappa
13. Smt. Viplove Thakur

**SECRETARIAT**

1. Shri A. Louis Martin - Joint Secretary
2. Shri Rajeev Sharma - Director
3. Smt. J.M. Sinha - Under Secretary

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee, thereafter, took up for consideration the draft report on the subject `Status of Married Accommodation in Defence and Allied Services', and adopted the same, without any modification.

3. The Committee then authorized the Chairman to finalise the report and present the same to the Parliament.

**The Committee then adjourned.**

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