

26

**STANDING COMMITTEE ON URBAN DEVELOPMENT
(2012-2013)**

FIFTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

**ROLE OF CENTRAL PUBLIC WORKS DEPARTMENT (C.P.W.D.) IN
CHECKING UNAUTHORIZED OCCUPATION OF GOVERNMENT LAND AND
COLONIES AND EVALUATION OF THEIR PERFORMANCE IN MAINTAINING
GOVERNMENT BUILDINGS**

TWENTY SIXTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2013 / Bhadrapada, 1935 (Saka)

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Presented to Lok Sabha on 29th August, 2013

Laid in Rajya Sabha on 29th August, 2013



**LOK SABHA SECRETARIAT
NEW DELHI**

29 August, 2013 / 7 Bhadrapada, 1935 (Saka)

C.U.D. No.: 80

Price : Rs.

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Publish under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Eleventh Edition) and Printed by

CONTENTS

PAGE

COMPOSITION OF THE COMMITTEE (iii)
INTRODUCTION (vi)

PART- I

REPORT

CHAPTER I INTRODUCTORY 1

CHAPTER II FUNCTIONING OF CPWD.....5

CHAPTER III ENCROACHMENT OF GOVT. LAND AND COLONIES...8

**CHAPTER IV PERFORMANCE OF CPWD IN MAINTAINING GOVT. BUILDINGS
AND GOVT. RESIDENTIAL COLONIES.. 20**

PART-II

OBSERVATIONS/ RECOMMENDATIONS OF THE COMMITTEE.....50

ANNEXURES

1. List of major projects executed by CPWD in last 10 years.
2. Court cases

APPENDICES

**** Not appended. Will be appended at the time of printing.

**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2012-2013)**

Shri Sharad Yadav - Chairman

MEMBERS

LOK SABHA

2. Shri Praveen Singh Aron
3. Shri Jayawant Gangaram Awale
4. Shri T.K.S. Elangovan
5. Shri Biren Singh Engti
6. Shri Anant Gangaram Geete
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17. Shri Ratan Singh
18. Vacant
19. Vacant
20. Vacant
21. Vacant

RAJYA SABHA

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23. Shri Anil Desai
24. Md. Nadimul Haque
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27. Shri Avinash Pande
28. Shri Ajay Sancheti
29. Shri Amar Singh
30. Shri Khekiho Zhimomi
31. Dr. M.S. Gill

SECRETARIAT

- 1. Shri R.K. Jain - Joint Secretary**
- 2. Shri D.S. Malha - Director**
- 3. Smt. J.M. Sinha - Deputy Secretary**
- 4. Dr. (Maj.) Jagmohan Khattry - Committee Officer**

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2012-13) having been authorized by the Committee to submit the Report on their behalf, present the Twenty Sixth Report on the subject "Role of Central Public Works Department (C.P.W.D.) in checking unauthorized occupation of government land and colonies and evaluation of their performance in maintaining Government buildings" relating to the Ministry of Urban Development.

2. The Committee took oral-evidence of the representatives of the Ministry of Urban Development on 6 November, 2012, 27 June and 18 July 2013. The Committee also took oral evidence of various client Ministries like Health and Family Welfare, Human Resource Development, Commerce, Home Affairs and Department of Personnel and Training on 7 May, 2013. Further, the representatives of Resident Welfare Associations of Government Residential colonies such as Vasant Vihar, Sarojini Nagar, Laxmibai Nagar and Lodhi colony were also invited to render oral evidence on 23 May, 2013.

3. The Committee considered and adopted their report on the subject at their sitting held on 27 August, 2013.

4. The Committee wish to express their thanks to the officers of Ministries of Urban Development, Health and Family Welfare, Human Resource Development, Commerce, Home Affairs and Department of Personnel and Training for furnishing the material and information which the Committee desired from time to time in connection with the examination of the subject and also for appearing before the Committee.

5. The Committee convey their gratitude to the representatives of Resident Welfare Associations (RWAs) of various Government residential colonies for sharing their views and suggestions and also for appearing before the Committee.

6. For facility of reference and convenience, the recommendations/observations of the Committee have been printed in bold letters in part II of the Report.

**New Delhi:
27 August, 2013
5 Bhadrapada, 1935 (Saka)**

**SHARAD YADAV
CHAIRMAN
Standing Committee on Urban Development
(iv)**

Report

Part I Chapter I

Introduction

The execution of public work has been an organized function of the State from times immemorial in our country. The Central Public Works Department (CPWD), a 159 years old institution, is the principal agency of Government of India under the Ministry of Urban Development responsible for creation and maintenance of all Central Government assets except Railways, Defence, Communication, Atomic Energy, Airports Authority of India and All India Radio. CPWD came into existence as a central agency meant for carrying out the public works in July 1854. However, it was in 1938, that the CPWD got organized into its existing structure. Over the years CPWD has executed wide variety of civil works ranging from building residential accommodation and office complexes to roads, bridges and border fencing, not only in India but also in neighboring countries of South Asia.

1.2 CPWD provides the services of an architect, a structural engineer, a project manager, and a facility manager to various government departments. Its activities are spread throughout the length and breadth of the country. It also undertakes the projects of Autonomous Bodies and Public Sector Undertakings as Deposit Works. Besides being the construction agency of the Government, it performs a regulatory function in setting the pace and programmes for the building industry in the country. The DG, CPWD also functions as Technical Advisor to the Government of India. CPWD handles a wide range of projects like Housing and office, space, schools, laboratories, hospitals, stadia, gymnasias and auditorium storages, highways, flyovers, tunnels bridges, jetties, sports facilities, border fencing, airports, runways etc. It is also involved in other multiple discharge other functions for examples custody of Estates, valuation, rent assessment, Standardization and Benchmarking. CPWD executes projects on turnkey basis including all the services viz. water supply, sewerage, roads, electrical, air-conditioning, fire fighting etc. Expertise in all fields of building construction namely Architecture, Civil Engineering, Structural Engineering, Electrical and Mechanical Engineering and Horticulture are available under one umbrella.

The department takes upon itself full responsibility for planning designing, estimation, evaluation of bids, finalization of contracts, defending arbitration and court cases. The Department provides comprehensive building construction management services and the project becomes the responsibility of the department. CPWD has also emerged as an agency which has benchmarked construction costs and specifications in the country. It has well documented specifications and standards, schedule of rates, which are updated from time to time, and are used extensively by various construction agencies in the country be it in the public or private sector. The onus of responsibility with regard to preventing, reporting and removal of unauthorized constructions/encroachments thereon is of the CPWD.

ORGANISATIONAL STRUCTURE

1.3 CPWD as an organization is under the administrative control of Ministry of Urban Development (MoUD) in terms of the Government of India (allocation of business) Rules, 1961. CPWD is headed by Director General (Works) [D. G (W)], who acts as the chief professional advisor to Ministry of Urban Development in all matters concerned with public works. He is also the principal adviser to the Government of India on all technical matters related to civil, electrical and mechanical engineering, horticulture and architecture. He is responsible for full technical and supervisory control over all disciplines, its officers and staff. The DG (W) or his nominees are associated with various technical bodies or standing committees of different institutions and organizations. DG (W) exercises a concurrent control with the audit officer in connection with maintenance of accounts, preparation of budget estimates for works under his control and monitors closely the progress of expenditure against it. The DG (W) is assisted by six Special Director General and fifteen Additional Director General of Works [ADG(W)] for effective administration and proper control of works, CPWD has been divided into four regions, each headed by an ADG. The regions have been further subdivided into zones headed by Chief Engineers (CE), zones into circles headed by Superintending Engineer (SE), circles into divisions, headed by Executive Engineer (EE), and divisions into subdivisions, headed by Assistant Engineers (AE). The AE/JE is responsible for management and execution of all works in a sub-division.

1.4 Apart from the four ADGs covering the four regional offices of CPWD, there are five ADGs looking after the functional aspects as listed below :-

1. Additional Director General (Northern Region)
2. Additional Director General (Western Region)
3. Additional Director General (Eastern Region)
4. Additional Director General (Southern Region)
5. Additional Director General (Strategy and Planning)
6. Additional Director General (Technology Development)
7. Additional Director General (Architecture)
8. Additional Director General (Training)
9. Additional Director General (Borders)

1.5 In general functions of CPWD are as follows:

- a) Designing, constructing and maintaining Central Government non-residential buildings other than those for Railways, Communications, Atomic Energy, Defence services, All India Radio, Doordarshan, and Airports (AAI).
- b) Designing, constructing and maintaining residential accommodation meant for Central Government Employees.
- c) Construction works for some public sector undertakings (which do not have captive civil engineering division) and some autonomous organizations, as deposit works.
- d) Provide consultancy services in planning, designing and construction of civil engineering projects, as and when required by public undertakings and other autonomous bodies.
- e) The DG (W), CPWD is also the principal technical adviser to the Government of India on all technical matters within the Central Government purview.
- f) Construction in foreign countries of Embassy and other buildings/ projects at the request of Ministry of External Affairs and other Ministries.

- g) Defence / security related works, and other works as assigned to Government of India from time to time.
- h) Management of Central Government Estates, which are not under the purview of Directorate of Estates.
- i) Prevention and Removal of unauthorized constructions/encroachments of Government land within the purview of CPWD.

1.6 The main purpose of selecting the subject by the Committee for examination and report is to dwell into the nitty-gritty of functioning of CPWD and make recommendations to enhance its performance to meet the client's satisfaction and stop denigrating image of CPWD in the perception of its clients and common people at large. In this connection, the Committee took oral evidence of the representatives of the Ministry of Urban Development and other Ministries like Ministry of Health and Family Welfare, Commerce, Home Affairs, Human Resource Development and Department of Personnel and Training (DOPT) to know the first hand account of the functioning of CPWD in maintaining Government Buildings and to find out various lacunae in implementation of projects by CPWD. The Committee also invited various representatives of Resident Welfare Associations (RWAs) of various Government Colonies to understand the exact problems they are facing and how the CPWD is attending to their maintenance requirements. The Committee also undertook study visit to Kochi, Munnar, Chennai, Mumbai and Nagpur from 5th to 12th June, 2013 and held informal discussions with the representatives of CPWD at these Stations. Various aspects of the functioning of CPWD have been dealt with in the succeeding Chapters.

CHAPTER II

Functioning of CPWD

CPWD came into existence as a central agency meant for carrying out the public works in July 1854. However, it was in 1930, that the CPWD got organized into its existing structure. Over the years CPWD has executed wide variety of civil works ranging from building residential accommodation and office complexes to roads, bridges and border fencing, not only in India but also in neighboring countries of South Asia. As per information provided by Ministry of Urban Development, CPWD has executed approx. 125 major projects during last 10 year. The cost of each project is costing more than Rs. 25 crore. In its endeavours of re-orienting and redefining its processes, CPWD invited ICRA Management Consulting Services (IMaCS), formerly known as ICRA Advisory Services, to undertake a process improvement study and make recommendations to enhance performance and client satisfaction. The ICRA Management Consulting Services in its Report for 'Process Improvement Study for Restructuring and Improvement Functioning' had highlighted the following in regard to delays in project planning and execution :-

“Compliance to envisaged time-lines” is one of the most important elements of service delivery and the same holds good for CPWD in the context of project management.

An office order issued by C.E. (SWZ) (Ref #.WS-36/Misc/11 (80) 864), dated 1st January 1980 defines the following time scales for various activities:

- From receipt of requisition to submission of line sketches to the client: Three months
- Preparation of 'working drawings showing wall thicknesses and layout of doors and windows: Two months
- Preparation of estimates: One month
- Preparation of structural drawings: Three months of receiving AA.
- Preparation of detailed cost estimates: Three months post preparation of structural drawings
- Preparation of detailed working drawings: One month post preparation of structural drawings
- Preparation of tender documents and issue of NIT: Another Nine months

The above mentioned timeline allows a total period of 21 months (excluding the time taken for according the AA and ES from the client) from the date of requisition from client.

2.2 The Analysis has revealed that a large number of projects do not adhere to even these time frames and there are inordinate delays in various projects.

From the analysis of information supplied by the Ministry (Annexure – I) it is observed that out of 107 projects only 46 projects (less than 50%) got executed in time. 28 projects got delayed for one year, 14 projects got delayed for two years, 5 projects got delayed for three years, 2 projects took four years, one project took five years and one project up to six years.

2.3 On being asked about the reasons for delay in executing the Projects, the Ministry in its written replies submitted that :-

“The delay in completion is on account of varying reasons. Main reasons for delay are delay in approval of drawings from local bodies/statutory clearances, delay in finalization of functional requirements by users/clients, frequent change in scope of the work, non-availability of encumbrance free site, non-availability of budget/funds, local disturbances, bad weather, sometimes delay in mobilizing requisite materials/manpower/machinery by the Contractors (Penalties are imposed to contractors in such cases. vacant posts of staff and officers etc.”

2.4 When asked whether all these projects proceeded according to the prescribed schedule, the Ministry replied in negative.

2.5 There is usually escalation in the sanctioned cost of the project due to increase in cost index in the duration of project when the estimate is prepared and when the project is completed. Where the projects are delayed owing to reasons attributable to contractors, the compensation for loss/damage occurred to government is recovered from the contractors.

2.6 Despite delays, projects are not abandoned midway but completed invariably. As per currently available data base, there is only one such project of National Police Memorial at Chanakyapuri, New Delhi which was abandoned on the directions of Hon'ble High Court of Delhi.

2.7 From the information furnished by the Ministry it is observed that out of 125 projects executed by the CPWD during the last ten years, it has the information about only 102 projects.

2.8 The reasons quoted by CPWD for delay in the projects inter-alia include frequent change in scope of work, career stagnation etc. When asked to elaborate as to how these factors are responsible for delay in the projects, the Ministry in its written replies submitted that :-

“The frequent changes in the scope of the work require changes in drawings, specifications etc. These have financial implications also. These are duly evaluated as per laid down norms and approval of competent authorities are taken for such changes. All this is a time taking exercise.”

2.9 Career stagnation brings down the morale of staff/officers which affect their output both in terms of quality and efficiency. However with the recent cadre review approved by the government, the problem of stagnation has been overcome to great extent.

CHAPTER III

ENCROACHMENT OF GOVT. LAND AND COLONIES

As per Chapter 10 of the maintenance manual of CPWD 2012, Encroachment on government land/public premises will not be allowed to occur. Since the government buildings standing on the land and the land underneath and appurtenant there to along with the land under roads, parks, toilets, play grounds, situated in government colonies come under the administrative control of CPWD for all purposes, the responsibility with regard to preventing, reporting and removal of unauthorized construction /encroachments thereon is that of the CPWD. The services like roads, parks, storm water drains which have been handed over to local bodies will come under their purview for taking action regarding prevention and removal of the encroachments. Directorate of Estate, which is the authority for allotment of government premises will receive reports from CPWD regarding unauthorized construction or encroachments by the allottees of general pool residential / commercial premises and would take steps for cancellation of allotments. The responsibility for removal of such unauthorized construction/encroachment as also encroachments by the persons other than the allottees will vest with the CPWD. The CPWD is also entrusted with the responsibility for taking action for removal of encroachments or un-authorized construction under common areas such as roads, parks not handed over to local bodies or un-allotted land in government colonies, which cannot be specifically attributable to allottee.

Responsibility for detection/removal of encroachments

3.2 Ministry of Urban Development has issued comprehensive guidelines for removal/demolition of unauthorized constructions. As per guidelines of the Ministry, CPWD is responsible to ensure that encroachments do not take place in the area. Junior Engineer and Assistant engineer of the CPWD are personally responsible for the encroachments taking place in their jurisdictions. Executive Engineers, Assistant Engineers & Junior

Engineers in case of transfers, will prepare a detailed note/ list of the encroachments already existing in their areas and action taken/proposed to be taken will be mentioned clearly in their handing over reports to their successors. Under-mentioned procedure will be adopted to prevent further encroachment in CPWD areas and remove the encroachments already taken place.

- (i) Whenever any construction activity going on in the locality is noticed by the J.E/A.E. on their inspection carried out by them on day to day basis, they will verify whether the construction is according to building plans sanctioned by the local bodies. Immediate steps shall be taken to stop or demolish the constructions which are being carried out in the absence of sanctioned building plans.
- (ii) A report will be sent to the Directorate of Estates in case the building activity is within the premises allotted by the Directorate of Estates or in the area appurtenant to the premises allotted by them. For this purpose, area within the compound wall and gate of the premises will be considered as appurtenant to the premises allotted by the Directorate of Estates. Side by side the matter will also be reported to the Police for immediate prevention of unauthorized construction. Director of Estate will upon receiving such intimation of unauthorized encroachment within premises allotted by him, cancel the allotment and take action to evict the allottee. Whenever such premises are vacated by the allottee all unauthorized encroachments, structures/additions / alterations etc. shall be demolished by CPWD before the premises are re-allotted by DoE.
- (iii) In case unauthorised construction/encroachment is not stopped/removed by the encroacher, a notice may be issued to him by the Estate Officer of the area under P.P. (Eviction & Unauthorised occupants) Act, 1971. Side by side F.I.R. may be lodged with the police against the defaulter/encroacher.
- (iv) Action will be taken by the Estate Officer under the P.P (E of U.O.)Act 1971 and eviction proceedings will be passed. Consequent upon the passing of the eviction proceedings, Estate Officer i.c. Executive Engineer / DD (H) will

approach Special Task Force constituted by Government of NCTD in Delhi and similar mechanisms in other states in consultation with local police and State Government authorities and get the unauthorized encroachments removed.

- (v) It is the responsibility of the department to act immediately as and when unauthorized construction/encroachment is noticed. They will not take the plea that said encroachment had already taken place before taking over their duties in the area. It is expected that irrespective of the fact whether the encroachment had taken place during the time of their predecessors or in their own period, they will take action under the rules and direction issued by Government from time to time. Their performance will be judged by the action they have taken to stop/remove the encroachment. It shall be kept in mind that police on receiving the report regarding encroachment/ unauthorised construction may not act at their own. Their duty is to provide protection to the officers of the department against any untoward incidence at the time of removal of encroachments and for that police help can be sought. Arrangement for labour and equipments for demolition/removal has to be made by CPWD officers. Divisional officer or his representative A.E. or J.E. may take the help of Demolition Squad of local bodies in case they do not have any arrangements of their own or in case it will take time for them to make arrangement for arranging the demolitions and exigency of job warrants the demolitions to be arranged on emergency basis. Local governments also have Demolition Squads in certain cities. In Delhi the Lt. Governor has constituted Special task Force, in every District. Assistance of special Task Force Demolition Squad can be taken by writing to the ADM/DM of the District concerned.

Removal of Encroachments on Public Land

3.3 The responsibility for prevention, detection and removal of encroachments from lawns, parks and other green areas are under Horticulture wing of CPWD. The Section Officer (Horticulture), Assistant Director (Horticulture), and Deputy Director (Horticulture) are

personally responsible for prevention, detection and removal of encroachments. Their responsibilities will be similar to their counter parts on Civil and Electrical side relating to the encroachment within their jurisdiction. They will also follow the above procedure for prevention, detection, and removal of encroachments

Role of local bodies in prevention of encroachment

3.4 Local bodies like municipal Corporations, Development authorities play a vital role in prevention of encroachment in the cities. For any construction in the cities, construction plans have to be approved by local bodies. Their inspectors are required to go round their areas on inspections and stop any construction activities going on without any approved plan.

Government Instructions to local bodies

3.5 In cities like Delhi, encroachments have occurred on a large scale, which has engaged the attention of Ministry of Urban Affairs and Employment. Under Section 41(1) of Delhi Development Act, Section 487 of Delhi Municipal Corporation Act, and Section 395 of NDMC Act. Ministry has issued under mentioned directions to local bodies NDMC, MCD and DDA for strict compliance and land owning agencies report action taken by them to Ministry:-

- a) NDMC, MCD and DDA **should set up within their financial resources mobile squads** headed by jurisdictional Assistant Engineers in order to conduct spot verification of all ongoing constructions in their respective areas on a day to day basis, with a view to ensuring that these are based on building plans duly sanctioned by respective local Authorities/bodies. Such inspections should not be confined merely to the lands owned by these bodies but will extend over all public and private lands in their respective jurisdictions
- b) Immediate steps should be taken to stop or demolish the constructions which are being carried on in the absence of sanctioned building plans; **Effective liaison with the jurisdictional Police stations should be maintained** while carrying out these tasks to prevent any law and order or other untoward problems.

- c) The performance of the mobile squads may be reviewed by the **District level Special Task Forces** set up under the orders of the LG, Delhi in each district.
- d) Whenever deemed necessary and specially in cases where unauthorized constructions are not stopped despite issuing of notice, steps should be taken to **register F.I.Rs and prosecutions** against the defaulters/encroachers.
- e) Special attention must be paid to ensure that parks, green spaces and other public open spaces are **not encroached upon even through temporary constructions**. Any temporary construction allowed for a specific purpose should be got vacated within the allotted time frame in the absence of which action be taken to remove such constructions forthwith at the cost of the party concerned and deduct the expenditure from his security deposit.
- f) All land owning agencies should take effective measures including **fencing, regular inspection of the land, etc.** to protect their lands from future encroachments. **Private security agencies** may be deployed for this purpose, where ever found absolutely necessary.
- g) All land owning agencies should also take necessary protective and preventive measures and ensure that their land is **not utilized for dumping garbage** and thereby be lost to its regular use.

| RESPONSIBILITY FOR DETECTION/REMOVAL OF UNAUTHORISED CONSTRUCTIONS | | | | |
|---|--|--|--|---|
| Sl. No. | Type of unauthorised construction | Area where it takes place | Responsibility for detecting and reporting /removal | Responsibility for cancellation/eviction proceedings. |
| 1. | Unauthorised construction | Inside residential quarter/shop allotted by the Directorate of Estates | CPWD | Directorate of Estates to cancel the allotment & initiate eviction proceedings evict the person concerned from the premises |
| 2. | Unauthorised construction | In a lawn/space attached to a specific residential quarter/shop or | CPWD | Directorate of Estates to cancel the allotment and initiate eviction proceedings and evict the person |

| | | | | |
|----|---------------------------|--|------------------------------|------------------------------|
| | | by an identifiable allottees/shopkeeper | | concerned from the premises. |
| 3. | Unauthorised construction | On common lawns of residential quarter/markets not attributable to a specific quarter or a specific allottee and internal roads not handed over to local bodies. | CPWD | CPWD |
| 4. | Unauthorized construction | On open lands which do not form part of open space attached to specific quarters/shops or which do not form part of common lawns of quarters/markets. | L&DO/CPWD/Land owning agency | L&DO/CPWD/Land owning agency |
| 5. | Unauthorized construction | Roads/lands/open space declared as public streets handed over to local board | Land owning agency | Land owning agency |

3.6 Pertaining to the total area of Government land under encroachment in all the States and Union Territories of India, the Ministry of Urban Development in its written replies furnished to the Committee during the month of March, submitted that the number of encroachment in Delhi is 51 and the approximate land area 166944 sq. mtr. In Mumbai the number of encroachment is 24 and the approximate land area is 24390.56 sq mtr. In Sikkim the number of encroachment is 2 and the approximate land area is 2100.00 sq mtr. The total areas under encroachment is 193434.56 sq mtr.

3.7 The reply to the additional list of points, the Ministry has submitted that :-

“Approximately 250796 Square Meter of CPWD land is under encroachment in India as per currently available data base.”

3.8 The Ministry in its latest replies dated 12th August, 2013 has stated that the number of encroachments in Delhi is approximately 228050.45 sq. mtr. In Mumbai the number of encroachment is 24 and the land area is 24390.56 sq mtr. In Sikkim the number of encroachment is 2 and the area is 2100 sq. mtr. In Calcutta, the number of encroachment is 2 and the area is 53917.16 sq. mtr. In Kochi (Kerala) the number of encroachment is 1 and the area is 72 sq. mtr. In Indoor (MP) the number of encroachment is 1, the land area is 14.63 sq mtr. In Shimla (Himachal Pradesh) the number of encroachment is 9 and the approximate land area is 2274.15 sq. mtr. The total areas as on 29.07.2013 is 310818.95 sq. mtr.

3.9 When asked since when the cases of encroachment on government land are in the knowledge of CPWD and the steps taken by the CPWD to get the land vacated, the Ministry in its written reply has submitted that :-

“The encroachments are mostly old. The eviction proceedings have been instituted against the encroachers in many cases. In some cases, there are court proceedings going on. In some places, the encroachment has been successfully removed by CPWD like:-

a) An area of 34235 sq.m. has been reclaimed in pocket 6 DDU Marg, New Delhi during 2009 by removing juggis with the help of DUSIB.

b) The encroachment at Nicholson Square (North of K.B.Marg), New Delhi has been removed in the month of February 2012.

The encroachment on J.J.Cluster near type V quarter (Rai School), Meher Chand Market, Lodhi Road, New Delhi has been removed on December 2006.

When asked about the total value of land encroached by land grabbers in monetary terms, the Ministry submitted that:-

“As per currently available data approx. 310819 square meter of CPWD land is under encroachment in India. It is not feasible to find out the value of encroached land.”

3.10 When asked to explain the authorized and existing manpower & mechanism available with CPWD specially designated for checking the unauthorized occupation of Government lands and vacating the already encroached lands, the Ministry of Urban Development in its written reply stated that:-

“There is no specially designated manpower available with CPWD for checking unauthorized occupation of government land and vacating the encroached land. However, this requirement is being met from the existing strength of the CPWD Divisions. The mechanism of checking the unauthorized occupation on Govt land is provided in the CPWD Maintenance manual. AE/JE to detect and verify the encroachments within the premises and report to Directorate of Estates. Directorate of Estates to cancel the allotment and evict allottees and CPWD to demolish the unauthorized construction. Encroachments on vacant land is to be removed by Estate officer under PP Act 1971 with police help. All EEs, In-charge of maintenance is declared as estate officer under PP Act. The number of cases reported during the last three years, the Ministry has informed that such data base is not compiled/maintained at Directorate level. Further CWD report to such cases.

3.11 On being asked to clarify about other agencies with whom CPWD is constantly liaisoning to create awareness with general public to stop encroachment and vacate the encroached land and whether CPWD is getting right kind of assistance in right time, the CPWD in its written reply submitted that :

“Local bodies are other agencies with whom CPWD is constantly liaisoning to stop encroachment and vacating the encroached land. Resident Welfare Associations are being encouraged to stop any encroachment in their colony. CPWD is not getting required assistance in right time to remove the encroachment from police and local authorities.”

3.12 When asked about the suggestive measures the CPWD has stated that:-

“Local bodies and specially constituted Task Force may be held responsible to remove the encroachments.”

3.13 When asked about the steps taken by CPWD to curb the encroachment, the CPWD in its written submission state that:

“Directions issued to all field formations of CPWD to Co- operate and Co-Opt. with local authorities & Police and seek Co-operation from dedicated task force whenever constituted by state Govt. for removal of encroachments. No fresh encroachments have been reported in Delhi as well as other major cities due to above said measures.”

3.14 On being asked to clarify why CPWD is not having its own task force to prevent the unauthorized occupation and vacate the already encroached lands when it is not getting required assistance from the police and local authorities in right time to remove the encroachment, CPWD has stated that:-

“Having its own task force to prevent the unauthorized occupation and vacate the already encroached lands is not feasible on account of limitations of handling Law & Order problems. Government of Delhi has created sub-division level special task force to check encroachment in public land; their assistance is obtained whenever any new encroachment is noticed”

3.15 In view of the above statement the Committee further asked the CPWD to give their suggestions for institutional support they require to vacate the encroached land under their jurisdiction and also for constitution of Special Task Force in other cities on the pattern of GNCTD to vacate the old and new encroachments, the Ministry in its written replies submitted as under :-

“No new institutional mechanism is required for removing encroachment. Existing mechanism is adequate. In existing mechanism, Executive Engineer has been declared as Estate officer under P. P. Act. In stations other than Delhi, help of local police and civic agency, if required, is taken to remove encroachment. The help of the special Task Force of GNCTD is taken whenever required and feasible whether the encroachment in new or old. Compensation is paid to civic agency/Delhi Urban Shelter Improvement Board (DUSIB) for removing encroachment from Juggi Jhopri clusters for their relocation.”

3.16 When asked to clarify about the BE, RE, Actual allocation and actual expenditure of CPWD for checking of unauthorized occupation of Government colonies since last five years, Ministry’s written reply is as under:-

“No separate BE, RE and Actual allocation is made for checking unauthorized occupation of Govt. colonies.”

3.17 When asked about the system being followed by the CPWD to look after the expenditure incurred on activities relating to checking of unauthorised occupation in Government colonies, CPWD in its written replies submitted that :-

" The expenditure incurred on activities relating to checking of unauthorised occupations in Government colonies being charged to maintenance budget of CPWD."

3.18 When asked to explain about the unauthorized constructions in Delhi and to clarify about why these unauthorized constructions have not been checked and stopped in first instance and what actions have been taken against conniving officials, Ministry has stated as under:-

"The unauthorized construction as well as amalgamation relate to building activities of Building Bye-laws is looked after by the MCD. No specific action seems to have taken as noticed from the records available as of now. A separate inquiry will be conducted by DUSIB in this regard and action will be taken against the officials responsible"

3.19 As per the 14th report on DFG of the Standing Committee Urban Development, the Committee have been informed that in all governmental residential colonies across Delhi there is a large sprawl of Jhuggi clusters. The residents of these colonies have also been issued voter identity cards and ration cards. When the Committee asked about the steps being taken by the Government to remove such illegal encroachments from all such colonies, the Ministry in their written replies submitted as under:-

"CPWD is aware of unauthorized encroachment in its land. All such unauthorized construction/encroachment in the CPWD land got surveyed by the local authorities. Local body undertakes detailed survey in respect of these Jhuggis. Dwellers who qualify for resettlement/rehabilitation, bill is raised by the local body and money is deposited by the CPWD. In cases, where Jhuggi dwellers are found to be ineligible, they are removed by CPWD with the help of police force."

3.20 During oral evidence before the Committee, the RWA's submitted that large sprawl of Jhuggi clusters are still persisting and no action has been taken by local authorities till now. When asked to explain the situation and the action taken by the CPWD in this regard, the CPWD in its written replies has stated that:-

"It pertains to Government of NCT of Delhi, as removal of slum clusters in Delhi is done by DUSIB, an organisation with Delhi Government."

3.21 When the Committee raised the issue with the Ministry of Urban Development regarding fixing the responsibility on the officials under whose nose such encroachments had taken place, the Ministry in its written replies stated that :-

"The encroachments on Govt. lands/colonies under jurisdictions of CPWD are 10 to 20 years old, so it is not feasible to fix responsibilities of CPWD officials."

3.22 When asked to elaborate & further clarify upon the fixing of responsibilities of the officers responsible for removal of encroachments on Govt. lands/colonies under jurisdictions of CPWD, the Ministry in its written replies has stated as under:

"An area of 34235 sq.m. has been reclaimed in pocket 6 DDU Marg, New Delhi during 2009 by removing juggis with the help of DUSIB. The encroachment at Nicholson Square (North of K.B.Marg), New Delhi has been removed on February 2012. The encroachment on J.J.Cluster near type V quarter (Rai School), Meher Chand Market, Lodhi Road, New Delhi has been removed by CPWD on December 2006. CPWD engineers try their best to remove encroachment. Success is sometimes achieved and sometimes not achieved due to reasons beyond their control. However, Ministry has asked the DG, CPWD to fix responsibility for the same by conducting enquiry through CVO, CPWD."

Court Cases

3.23 On being asked about the court case filed by the CPWD to evict the land encroachment upon by the land grabbers, the CPWD in its written submission has stated that :

"Encroachments are evicted by recourse to administrative action with the help of police etc. It is observed from Annexure II (copy attached) that the 39 Court Cases pending at various Court. No court case have been filled by CPWD to evict the land encroached upon by the land grabbers. However the encroachers have moved to the court in so many cases on receipt of eviction notice issued by the CPWD. "

3.24 On enquiring about the scientific study undertaken to study the problems of encroachment of government land, the Ministry has stated that:-

"No such study has been carried out because the details of guidelines/policies on encroachments have been incorporated in chapter 10 of the CPWD maintenance manual 2012."

CHAPTER IV

Performance of CPWD in maintaining Govt. Buildings and Govt. residential colonies

In its endeavours of re-orienting and redefining its processes, CPWD invited ICRA Management Consulting Services (IMaCS), formerly known as ICRA Advisory Services, to undertake a process improvement study and make recommendations to enhance performance and client satisfaction. It is observed by the study of ICRA that CPWD offers essentially two core services viz; construction and maintenance, which are discussed below:-

a) Construction services:

CPWD builds its projects by expending public money within the framework of various rules and codes laid down in its manuals. While CPWD has other functions (like consultancy, valuation of properties etc.) to perform, its primary activity is related to design, and construction of buildings be it be residential, non-residential or institutional- in various parts of the country.

b) Maintenance services:

Maintenance activity is defined by BIS as “A combination of many actions carried out to restore an item in, or restore it to an acceptable condition”. Building maintenance is thus “work undertaken to keep, restore or improve every facility i.e. every part of a building, its services and surroundings to a currently acceptable standard and sustain the utility and value of the facility”.

Maintenance of capital assets of the Central Government of India is one of the core functions performed by CPWD. It includes maintenance of residential and non-residential buildings, including civil, electrical, mechanical, air-conditioning, horticulture, and other services. Maintenance activity is very important not only for the client departments, whose assets are maintained by CPWD, but also very significant for CPWD as a large percentage of its work

force is deployed in this activity and forms a very large percentage of the work load being handled.

CPWD is responsible for maintaining a large stock of Central Government residential and nonresidential accommodation spread all over the country. It includes maintenance of prestigious buildings such as Rashtrapati Bhawan, Parliament House, North Block, South Block, Vigyan Bhawan, Hyderabad House, National Museum and various other buildings and also the residences of Vice President, Prime Minister, Union Cabinet Ministers, Members of Parliament, and other officials. CPWD provides comprehensive maintenance services in respect of civil, electrical and horticulture work. It is also responsible for providing certain amenities in residences of VVIP/ VIP as per prescribed norms of the Government.

The type of maintenance works carried out by CPWD can be classified in various categories as mentioned below:

- **Day to day repairs/ service facility:** Day to day repairs carried out by CPWD in all buildings under its maintenance on the basis of day to day complaints received at the service centre.
- **Annual repairs:** To maintain the aesthetics of buildings and services as well as to preserve their life, some works like white washing, distempering, painting, cleaning of lines, tanks etc are carried out periodically. These works are planned on year to year basis.
- **Special repairs:** Such works are undertaken to repair the existing parts of buildings and services, which get deteriorated on ageing of buildings. It is necessary to prevent the structures and services from deterioration and restore it back to its original conditions to the extent possible.
- **Additions and alternations:** The works of additions/alterations are carried out in buildings to suit the special requirements of occupants for functional efficiency. Norms for facilities in government residential and

non-residential buildings are revised from time to time. The facilities are upgraded by carrying out such works.

- **Preventive maintenance:** Preventive maintenance is carried out to avoid breakdown of machinery (such as pumps and elevators) and occurrence of maintenance problems in buildings and services. Works of preventive maintenance are carried out on the basis of regular inspection/survey.

Institutional set up for maintenance activity

4.2 In CPWD, the overall direct control of maintenance activity for different items is with respective Executive Engineers of each discipline. Each division has been given a geographically defined area for effective control and management of maintenance activities. JE (Civil) is responsible for maintaining the buildings and civil services, JE (Electrical) is responsible for maintaining the electrical services and SO (Horticulture) is responsible for maintaining the green areas.

Maintenance Process by CPWD

4.3 The existing maintenance process in CPWD comprises of preparation of maintenance budget and compliant registration and redressal process of CPWD can be divided into eight activities.

1. **Preparation of Maintenance Budget:** At the beginning of the year, the concerned JE/AE is expected to conduct a survey of buildings under his charge to identify the items of day to day repairs, annual repairs, and special repairs, On the basis of plinth area rates and manpower yardsticks as mentioned in the CPWD manual, annual budget estimates are prepared. The annual maintenance budgets are prepared at each division level, and then compiled at circle, zonal and regional level which are required in their division /sub-division. The budget, which is approved by competent authority at each level, is then compiled and submitted as maintenance budget for the entire CPWD for approval to MOUD/Ministry of Finance along with budget for construction activity.

2. Registration of complaint by an occupant:

In the residential areas maintained by CPWD, the tenants have following options for registering their complaints.

- In a service centre either over a phone or in person.
- Through IVRS- available in Delhi only
- Online complaint (though internet) – available in Delhi only

CPWD and NIC have developed a complaint registration and monitoring system for Delhi. A complaint can be logged in at the web-site (<http://cpwdsewa.nic.in>) where one can select service centre, type of quarter, category of complaint and type of complaint. The complainant can also monitor status of his complaint online and get contact details of e-service centre where complaint has been registered.

3. Recording of complaints by clerk at service centre

The complaints are registered in a complaint register maintained by the enquiry clerk in service centre. In Delhi, the service centre also records the complaint it receives through online or IVRS system. An acknowledgement slip is given to the complainant along with a complaint number.

4. Categorization of complaints

The service centre is responsible for maintenance of premises including the services within it. These service centres cater to complaints relating to civil, electrical and horticulture disciplines in the department. The complaints received are then categorized in the above three categories.

5. Recording of complaints in respective registers- JEI, JE (E), SO (Horticulture): There are different registers maintained at each service centre for different disciplines for convenience of concerned Junior Engineer/ Section Officer (Horticulture). The complaints are recorded in the register of the respective JE or the equivalent officer of each discipline.

6. Classification of complaints

The service centre segregates the request of users in the following categories:

- **No delay:** These include complaints of electricity failure, short circuiting, blowing of fuse, failure of water supply, blockage of drains etc. These complaints are to be attended earliest in any case within 24 hours. (Day to day repairs)
 - **Minor:** These include complaints pertaining to replacement of damaged electrical fittings, carpentry work, and works requiring service of a mason. These complaints are to be attended earliest in any case within 48 hours. (Day to day repairs)
 - **Major:** These complaints pertain to items such as replacement of doors, windows, overhead tanks etc. These are normally attended to through contracts for specific items. Separate registers for major complaints are maintained for monitoring the disposal of such complaints. These are attended on first cum first serve basis and within the constraints of the budget available. (Annual/ Special repairs)
7. **Attending to day to day complaints by the work-charged staff:** Day to day repairs is carried out by CPWD in all the buildings it maintains. The purpose of this facility is to ensure satisfactory and continuous functioning of various services in the buildings. These services are provided on receipt of complaint from the users at respective service centers. Day to day repairs are attended by work-charged staff of CPWD, which are supervised by the concerned JE. Each work-charged staff is required to maintain a diary to indicate the complaints attended by him and record the signature of complainant certifying that the complaint has been attended to satisfactorily. The JE and AE are required to check the complaint register and each work charge staff's diary on a regular basis

to ensure that complaints are attended to promptly, methodically and completely.

8. **Attending to Annual/Special repairs** to be done in 1 to 3 years based on annual contracts. A separate register is maintained at service centres for recording complaints of periodical nature. The complaints that cannot be attended on daily basis are transferred to this register. From this register/ records of the particular premises appropriate information is passed on to the complainant about admissibility of the request and likely time it shall take for the compliance. To undertake maintenance work either of annual or special repairs, same procedure is followed as is done for construction work. Detailed estimates and drawings if necessary are made and the technical sanction is obtained from the competent authority (EE, SE or CE depending on the size of the project). CPWD has laid down detailed rates for expenditure for maintenance and repairs of buildings based on the plinth area. There are different plinth area rates for civil and electrical engineering maintenance for residential and non-residential buildings of different ages as given in the CPWD Manual. Detailed estimates and drawings if necessary are made and technical sanction is obtained from the competent authority. Tenders are called for either by advertisement or by public notice on the notice board. Tenders are evaluated and the contract is awarded usually to the lowest bidder. Any work of special repair to be undertaken in the division as intimated by JE has to be certified by the EE with prior approval of higher authorities depending on the nature of the repair work to be undertaken.
9. **Attending to additions/alterations to be done in 1 to 3 years** based on annual contracts Apart from annual and special repairs, additions and alterations are also carried out by CPWD for non-residential and residential buildings.

10. Two types of additions/ alterations are carried out in non-residential buildings, as mentioned below:

- a) **Additions/ alterations carried out to suit the special requirements of the occupying department** for functional efficiency. Such works are carried out at the cost of occupying department after ascertaining the technical feasibility.
- b) Additions/ alterations carried out by CPWD themselves as a general requirement for better functioning of offices. Such works are carried out at the cost of the Ministry of Urban Development.
- c) Works of additions/ alterations are also carried out in residences at the request of the occupants. Such request after due scrutiny and consideration are carried out on payment of certain percentage of the estimated cost of providing the facility.

11. **Obtain feedback from the complainant** on complaints attended by the work charged staff. The service centres are daily attended by Junior Engineer/ Section Officer (Horticulture) and Assistant Engineer/ ADH every day and by Executive Engineer/ DDH at least once a week in general and twice a week where the service centres cater to maintenance need of VIP residences. As per the CPWD manual, the service centres are required to should address at least 90% of the complaints within 24 hours of their being lodged with it and the balance within 48 hours unless they are of special repairs or periodical repairs. The concerned JE/AE has the responsibility for getting feedback from the complainants on complaints of the nature of day to day repairs, attended to by the work-charged staff.

12. **Respond to tenant on likely time for compliance of the compliant:** If the complaints registered by the complainant are of annual repairs/ special repairs, the concerned enquiry clerk/ AE/ JE responds back to the complainant on the likely time for compliance of the compliant. The process of registering complaints, recording and attending the complaints, and tasks and responsibilities of the attending clerk and the

JE/ AE/ SE and CE with respect to the service centre is well detailed out in the CPWD maintenance manual.

4.4 The BE, RE, actual allocation and actual expenditure, the percentage of allocation in comparison to the total allocation to CPWD for maintenance of Government buildings and residential accommodations since the last five years is as under :-

| Rupees in crore | | | | | |
|------------------------|-----------|-----------|--------------------------|--|---|
| Year | BE | RE | Actual Allocation | Actual Expenditure on maintenance | % of allocation of maintenance to the total allocation |
| 2007-08 | 940.64 | 787.92 | 746.18 | 732.31 | 55% |
| 08-09 | 953.43 | 791.17 | 780.68 | 775.83 | 59% |
| 09-10 | 1144.97 | 903.75 | 903.64 | 909.08 | 55% |
| 10-11 | 1187.23 | 921.98 | 988.65 | 994.78 | 53% |
| 11-12 | 1362.02 | 1137.80 | 1136.52 | 1131.16 | 56% |

CLIENT MINISTRIES PERCEPTION ABOUT THE MAINTENANCE PROCESS BY THE CPWD

4.5 During deposition before the Committee, it was submitted by the representatives of the Ministries that the cost estimate given by the CPWD is more as compared to other agencies. When asked about the cost estimate, the CPWD in its written replies has submitted as under :-

“It is incorrect to say that CPWD cost estimates are more compared to other agencies. All public sector construction agencies throughout the country adopt CPWD standard rates only for preparing estimates and then they add their margin over it. CPWD being fully government agency without any commercial interest does not add any margin itself and hence CPWD estimates are lower than the other agencies.”

Ministry of Health and Family Welfare

4.6 During oral deposition before the Committee, the representatives of Ministry of Health and Family Welfare has stated that “-

Our building at Nirman Bhawan, departmental buildings, hospitals, CGHS dispensaries and wellness centres are being maintained by CPWD. We are keeping more watch to our 2 PSUs i.e. HSCC and HLL than to the CPWD. CPWD maintenance work is holistic but there is delay in petty renovations and other works. We are facing the problems of water supply and electricity in our hospitals. The Executive Engineers and other Officers are not under the control of Medical Superintendent. Some ways should be there so that he is answerable and responsible to the Medical Superintendent. We are getting our construction work done by some other agencies rather than CPWD. CPWD is of the view that it will maintain only those buildings which are constructed by it and not the other agencies. There are multiple agencies which are undertaking the maintenance work. There should be only one agency incharge of the maintenance works. Another problem is that there is delay in construction of CGHS building even after releasing of money in favour of CPWD. We have released Rs. 18-20 crore, but CPWD had spent only Rs. 5 crore and the rest of the money have been surrendered back to us. There is no coordination between the CPWD and the administrative Ministry regarding the progress of work. Therefore, we want that the prioritize project should be completed within a time-bound period and we should be involved and consulted in every aspect of the project. Because of delays we are handing over some of the projects to our own public sector units which can take into account all our requirements viz., construction of wards, corridors, ICUs, Emergency Units etc. CPWD is maintaining Safdarjung Hospital except the Sports Injury Centre and Vardhman Mahavir Medical College which are being built by HSCC. CPWD has declined to take up the maintenance activity in spite of our repeated request. Now, we are considering the alternate options. Always there is problem of coordination between the CPWD and HSCC.

xxxxx One of the logistic problem that arise is that there is certain common services like lights, water supply, affluent treatment plants and also the fire safety. So, this cannot be divided. This has to be comprehensive. That is why we did not engage two agencies for maintaining two different buildings. Ultimately, there has to be coordination and the coordination is lacking at the moment.

xxxxx Sir, the Safdarjung Hospital is a mixture of very old buildings as well as new structure. Some of our wards are as old as 1940s and 1950s and some of them have been very recently build. So, there is some amount of inequality

between the structures. But to overcome this problem the Ministry of Health has now sanctioned new projects and we are going to add a super specialty as well as an emergency block. We are also going to add another 1500 beds. We are going to take care of all these aspects. It will be totally a renovated structure with the latest gadgets. It has all latest technology as well as modern architecture. We are constrained because some of the premises are so old. It will be very difficult to give a facelift to that and even if you do so, then, it will be difficult to maintain it. So, the best thing is to go for the redevelopment of the entire hospital structure. The work is expected to begin by July or August and the time duration given for the completion of the project is two years. So, we are going to have an entirely new Safdarjung Hospital in a span of about three years.

4.7 On being asked to explain the **status of maintenance** of hospital buildings like RML hospital, Safdarjung hospital (LHMC, Kalawati Saran, CGHS wellbeing centres) maintained by CPWD in terms of Engineering maintenance and housekeeping maintenance in terms of grievances being faced by the hospital staff and as well as patients, the Ministry of Urban Development in his written replies stated that :-

“Problems are mainly due to broken taps etc. in the toilet/ shortage of water, chocking of sewer, leakage etc. In Sucheta Kirpalani Hospital, damage to various services is frequently being caused by other agencies which are engaged for construction of new buildings by Ministry of Health & Family Welfare. Hence there is frequent interruption of the services. In spite of that whenever the complaints are received, efforts are made to attend the same. In addition, in the last few years, there has been addition of new buildings in the various Hospital campuses (like PGIMER in RML Hospital, VMCC & SIC in SJ Hospital). The sewerage disposal of these building is also connected to existing sewerage system maintained by CPWD. This leads to occasional over flow of main sewer line. CPWD is facing problem from users as they throw wastes like cloths, refuse, cotton etc. direct into the toilet & gully taps etc. resulting into chocking of sewer lines etc. Frequent meetings are being held by hospital authorities with CPWD officials to address the problems.”

4.8 When asked to explain fire fighting mechanism in the Govt. Hospitals and Nirman Bhawan and to clarify the no of fire fighting drills conducted in Govt. Hospitals and Nirman Bhawan in last 2 years, the Ministry of Urban Development in its written replies stated that:-

“Wherever mandatory fire detection is existing or work in progress, Maintenance through contract /out sourcing is being done for various fire fighting installations. In addition in RML, Hospital authorities have deployed the additional manpower exclusively for fire fighting”

4.9 During the oral evidence, the representatives of the Ministry of Health and Family Welfare stated that Executive Engineer of C.P.W.D. is not answerable or not under the control of hospital authorities. In response to that the Ministry of Urban Development clarified the position as under :-

“The same proposition is administratively infeasible and undesirable as a number of administrative, technical and financial issues are involved. The same is not required also. Most of the issues are sorted out during the weekly meetings/rounds taken jointly with hospital authorities”

4.10 During the oral evidence, the representatives of the Ministry of Health and Family Welfare further stated that CPWD maintains those buildings which are constructed by them. CPWD do not maintain buildings which are not constructed by them. There are multiple agencies doing construction work and there is lack of coordination between two agencies in the same organization. In response to that the Ministry of Urban Development in its written replies submitted as under :-

“CPWD rules generally prohibit it to undertake maintenance of buildings constructed by other agencies. There are practical difficulties in maintenance of such buildings. CPWD is sure of design, structural safety and quality of construction in respect of buildings constructed by it. It is also sure that the services have been laid out as per laid down standards and plans. These things cannot be assured by CPWD in respect of buildings constructed by other agencies. Maintenance of such buildings thus becomes very difficult and risky.

In all the three hospital campuses, (i.e. Dr. Ram Manohar Lohia Hospital, Safdarjung Hospital, Sucheta Kirpalani Hospital) where CPWD is engaged, either some buildings have been constructed by other agencies during last 5-6 years or are under construction as on date as well. Only those buildings which have been constructed by CPWD in the past are being maintained by it. The maintenance of buildings constructed by other agencies normally not done by CPWD as a policy. In fact buildings which are constructed by us, are as per CPWD's specifications and guidelines meeting all the safety standards as well as all likely future requirements for the proper upkeep & maintenance. If other agency constructs the building, it may not be possible by CPWD to ascertain the safety of design and quality/ specifications etc. of the work done by them. Moreover, in many modern buildings many services are provided by concealing either in walls, floor, false-ceiling, wall-paneling, etc. Hence difficulty can be faced on account of this in the maintenance. Further, due to multiplicity of agencies, Services for new buildings are not being integrated with the existing services in the campus which are under charge of CPWD. This may create technical difficulties either due to haphazard planning without involving CPWD/ or due

to overburdening of existing services like sewerage disposal system. Besides, cost of services may be higher if not integrated with the existing system. Not only this, construction by other agencies in existing campus many times causes breakage of service lines like water supply, electrical cables, sewer lines etc. which causes inconvenience to the occupants of existing buildings. Hence, it is advisable to have one agency in-charge of all construction including architecture services as well as maintenance work in one campus.”

Ministry of Human Resource Development

4.11 When the committee enquired from the Department of School Education and Literacy about the maintenance of Shastri Bhawan conducted by the CPWD, it is stated in the written replies that :-

*“NCERT has informed that maintenance of the NCERT Campus as well as that of all constituents units is being done by the CPWD. It has been mentioned that there has been considerable delay by the CPWD in construction of building at Shillong and Bhopal”. “Initially the construction works of JNVs was being entrusted to the CPWD but due to “Time and Cost” overrun of the projects given to CPWD, the NVS decided to entrust the work to other Central/State PSUs also as to ensure competitiveness. Major problems faced by the **NVS** are inordinate delay in the finalizing the contracts as well as execution of projects resulting to cost escalation, poor quality of construction, etc.” “CPWD undertakes KVS construction works from concept to commissioning stage right from beginning up to successful completion and handing over on “Deposit Work” concept. Majority of KVS school building & staff quarters have been constructed by CPWD in civil sector. School Buildings are maintained by CPWD and MES.”*

4.12 The committee came to know from the brief note sent by the Ministry of H.R.D that maintenance of the NCERT Campus as well as that of all constituents units is being done by the CPWD. It is observed that there has been considerable delay by the CPWD in construction of building at Shillong and Bhopal. In response to queries raised by the committee, the Ministry in its written reply has submitted that :-

“It has been found that the work was delayed owing to reasons attributable to client i.e., MHRD, like delays in issuing sanctions, delay in granting budget and poor performance of Consultant namely School of Planning and Architecture (SPA) who was appointed by MHRD. In the case of some buildings at Bhopal (construction of PSSCIVE building at RIE campus, Bhopal), the job of preparation of architectural drawings and structural and building plans approval from local bodies was directly assigned to SPA, New Delhi by the client. They could neither give drawings nor got the drawings approved from Bhopal Nagar Nigam for four years. A revised preliminary estimate is also pending for approval from client”

4.13 When asked to explain the status of maintenance of Shastri Bhawan by CPWD in terms of Engineering maintenance and housekeeping maintenance, the Ministry's in its written reply stated that:-

“Following matters need to be attended and expected from Client Ministries for better maintenance of the Building.

- *False Ceiling should not be disturbed by various agencies like telephone, cable, electrical. Ministries should ensure that the false ceiling removed for any work is placed back in position.*
- *Different Client Ministries has kept a number of furniture in the corridor. All these furniture should be removed from the corridor.*
- *Corridor should be kept neat and clean. Cleaning agencies engaged by various ministries should improve the cleaning.*
- *The External area cleaning is also found poor. Cleaning in external area should also be improved.*
- *Cleaning agencies are putting the malba in the Toilet shafts. Toilet shafts are found blocked with malba that finally lead to blockage of sewer lines also. Cleaning agencies engaged by various ministries should be instructed not to put Malba in the shaft.*
- *Some of the doors of staircase has been kept closed. These doors need to be opened and CISF personnel are to be deployed on these doors.*
- *Water Supply needs to be improved by NDMC. Water supply is not adequate. All the Valves has been checked and replaced wherever found old. Problem is to be sorted out by NDMC only by increasing the number of hours of supply to meet the extra demand in summer season.”*

4.14 When the Committee asked the Ministry of Urban Development and CPWD to explain fire fighting mechanism in the buildings of Shastri Bhawan and no of fire fighting drills conducted in the buildings of Shastri Bhawan in last 2 years, Ministry's written response is as under:-

*“**Fire Fighting Mechanism in Shastri Bhawan** is provided through Wet Riser System, Automatic Fire Alarm System and Portable Fire Extinguishers by Electrical division 8, CPWD. The concerned officials are satisfied with the mechanism adopted by Fire fighting personnel arranged at Shastri Bhawan. Fire Fighting mechanism has also been got inspected through Delhi Fire Service in February 2012 who reported no major deficiency in Fire Fighting System except minor ones. Although checking of Fire fighting mechanism is being carried out on monthly basis in close co-ordination with CISF personnel **but no major Fire Fighting drill has been conducted in the building in the last two years.** EE, E8 is taking up*

*this matter regularly with Nodal Ministry i.e. Human Resource Development at Shastri Bhawan for arrangement of Fire Fighting drills which includes rescue and evacuation procedure **in which CPWD does not have expertise.***

4.15 When asked to explain the reasons for acute problem of drinking water, especially during the summer season in Shastri bhawan, the Ministry in its written replies has stated that :-

“During summer season more water is required for the building. Water supply is not adequate. Water Supply needs to be improved by NDMC. All the Valves has been checked and replaced wherever found old. Problem is to be sorted out by NDMC only by increasing the number of hours of supply to meet the extra demand in summer season.”

4.16 When committee asked to explain the reasons for delay in completion of renovation works by CPWD in Shastri bhawan, the Ministry in its written replies has stated :-

Due to occupied building, work is done mostly on holidays and executed in phase manner. Mostly delay is due to taking up the work in phased manner and executing the work within the restricted period. Sometime site for work is also handed over in phases that lead to delay in completion of work. It is always tried to get the work completed as early as possible.”

Ministry of Home Affairs

4.17 The Committee are informed during the oral evidence of the representatives of the Ministry of Home affairs that major repairs and maintenance of North Block are done by CPWD themselves but they do not consult them regarding action plan of maintenance in next one year. When Committee asked the Ministry of Urban Development to clarify the position, the Ministry has submitted that :-

- *“Monthly meeting with JS (Admn), MHA are being held since April 2013. All issues pertaining to works in progress, works in pipeline (under sanction), new requirement are discussed and priorities drawn as per client requirements.”*

4.18 The Committee came to know during the oral evidence of the representatives of the Department of Personnel and Training that waste generated is not removed immediately during major repairs. This causes problem in working of Department. When Committee asked the Ministry of Urban Development to clarify the reasons not removing the waste immediately, Ministry's written reply is as under:

“Specific dumping grounds have been developed behind North/South Block. These dumping grounds are generally hidden from public view by view cutters. Day today malba generated from renovation sites is immediately removed to these dumping grounds. Dumping grounds are in turn regularly cleared as soon as quantity enough for a truck loads created.”

Ministry of Commerce

4.19 The Committee came to know during the oral evidence of the representatives of the Ministry of Commerce that there is delay in execution of projects by CPWD. Moreover their technology is not totally updated. When Committee asked the Ministry of Urban Development to clarify the reasons for delay in execution of projects by CPWD, the Ministry in its written replies has submitted as under :-

“Delay in projects are more often due to reasons not attributable to CPWD like delay in approvals by local bodies, delay in approvals by clients, delay in budget allocation, frequent change of already approved provisions and specifications by clients during execution of project, delay in furnishing land ownership documents by clients, delay owing to consultants which are sometimes engaged by clients themselves etc. It is also incorrect to say that updated technologies are not being adopted by CPWD in their new projects. Specific comments can be offered if specific instances are quoted by Ministry of Commerce.”

4.20 When asked to explain the steps contemplated in case of any natural calamities like (earthquake, flood etc.) and also about the insurance cover being provided to Government buildings and offices of Government Undertakings, the Ministry in its written replies has stated that :-

“The Government property is not insured and no expenditure regarding insurance covers can be incurred without prior consent of Min. of Finance. (Para 39.1 of CPWD Works Manual)”

4.21 When asked to explain the time taken by the CPWD to attend minor and major works, the Ministry in its written replies has stated that :-

“Generally the time limits prescribed for attending different nature of complaints is given as below:

- a) Emergency Complaints - 6 Hrs.*
- b) Minor Complaints - 24 Hrs.*
- c) Major Complaints - 15 days”*

4.22 When asked to explain about outsourcing of maintenance activities and to clarify how their performance is benchmarked, the Ministry in its written replies has stated that:-

“Comprehensive maintenance has been outsourced in few colonies to specialized agencies. The benchmarking and service delivery system is through e-Sewa. The experience of outsourced comprehensive maintenance is by & large encouraging, with improved client satisfaction”

4.23 The Committee came to know from the ICRA Management Study that the change in scope of work and / or any specification during the course of the construction is one of the major reasons for delay in project implementation. The typical problem is in fixation of rates for the new items with the existing Contractor. Moreover, if the existing contractor refuses to carry out the additional/ changed scope of work at the rates recommended by CPWD / client, then CPWD has to engage a new contractor. However, this further leads to co-ordination problems and project delays. The contractors do not invest in modern tools and machinery that becomes a bottleneck in timely delivery or reducing the lead time for construction. A related issue is regarding contractor’s unwillingness to recruit full time skilled labour / technicians. Deployment of semi-skilled labour also results in inefficiency and delay in projects.

4.24 There was mention of non availability of resources at service centers of CPWD. When asked to explain the reasons of non availability of resources at service centers and details about resources constraints, the Ministry in its written replies has stated that:-

“Constraints experienced are in terms of Budget availability & shortage of supervisory level staff”

4.25 When asked to elaborate about the non availability of resources at service centers and details about resources constraints, the Ministry in its written replies has stated that :-

“Budget is allocated by Ministries and departments. CPWD, however, projects required demands in BE and RE. CPWD also brings to notice of respective clients, the delays due to non-allocation of required budget and the contractual problems created due to inadequate budget in on-going works.”

“Regarding shortage of staff at supervisory level (JE), it is submitted that there was shortage of 691 JE(C) [out of 2200 sanctioned post] and shortage of 305 JE (E) [out of 890 sanctioned posts] as on 31.03.2013. Part of these vacancies has been intimated and rests are being intimated to Staff Selection Commission for recruitment.”

4.26 The Committee came to know that all buildings/structures are required to be inspected once a year by the Assistant Engineer-in-charge to ensure that the building/structure is not unsafe for use (according to CPWD maintenance manual of 2012). In case of electrical and other installations, the Assistant Engineer (Electrical) should inspect the same and record a certificate to that effect. When asked **to clarify about the periodic inspection of buildings installations for safety and maintaining the data for the same**, the Ministry in its written replies has stated that:-

“Data bank of such checking is not maintained in the directorate. However incidence of unsafe structures rarely go unnoticed as field Engineers, apart from such mandatory annual inspection, frequently visits buildings under their jurisdiction for supervising maintenance works etc. and meetings with clients/users wherein such incidences generally comes to notice immediately.”

4.27 When asked about the regular liaison of CPWD officials with administrative officials of client Ministries for checking safety measures in the respective buildings, Ministry of Urban Development and CPWD responded in negative.

4.28 When asked about the deficiencies in the important buildings like Prime Minister's House, Cabinet Ministers' House, Vice-President's House and houses of other V.I.Ps, and

to explain the mechanism that will report unsafe conditions in these buildings Ministry in its written replies has stated that :-

“A complete survey of LBZ bungalows w.r.t their structural safety vis-à-vis latest IS codes for Earthquake resistant structures has already been undertaken. Most of the bungalows were found unsafe. The matter has been reported to MoUD. It has been proposed to take up redevelopment of LBZ bungalows in phased manner.”

4.29 When asked to clarify about, optimizing building design to reduce the conventional energy demand and climate responsiveness, adopt an adequate comfort range, less air-conditioned areas, day lighting, avoid over-design of the lighting and air-conditioning systems, the Ministry in its written replies has stated that:-

“For this purpose, passive features for utilisation of solar energy are being incorporated by way of suitable orientation of the building. Passive features increase the use of solar energy to meet heating and lighting loads and the use of ambient air for the cooling. This is different than energy conservation techniques. Buildings are also being planned as per the ECBC norms of the BEE.”

4.30 The Committee came to know from the maintenance manual of CPWD that CPWD will meet energy requirements for a minimum of 10% of the internal lighting load (for general lighting) from renewable energy sources (solar, wind, biomass, fuel cells, etc). When asked to clarify about level of implementation of renewable energy utilization in the Govt buildings constructed by the CPWD, the Ministry in its written replies has stated that:-

“As per CPWD Green building norms given in chapter 6A of CPWD works Manual 2012, provision for meeting energy requirements for minimum of 10% of the internal lighting load (for general lighting) or its equivalent from renewable energy sources (solar, wind, biomass, fuel cells etc.) is being made. Provision of Solar Photo Voltaic (SPV) generation is being encouraged to be used in the buildings by keeping suitable provision at the preliminary stage/ planning stage of the building.”

4.31 When asked to clarify about the status of implementation of barrier free facilities in the Government Buildings to ensure basic minimum level of accessibility and usability of the building to employees, visitors, and clients with disabilities, the Ministry in its written replies has stated that :-

“As per CPWD Green building norms given in chapter 6A of CPWD works Manual 2012, provision to ensure accessibility and usability of the building and its facilities by employees, visitors and clients with disabilities is being made. Provision of barrier free movements for differently abled persons is generally being kept in all the buildings being constructed by CPWD.”

4.32 When asked to explain the mechanism adopted by the CPWD to classify the satisfaction level of its clientele, the Ministry in its written replies has stated that :-

“In the existing e-sewa module, there is no classification/grading of satisfaction levels. The feedback on attended complaint is taken by call centre or recorded by allottees themselves through SMS (toll free), with two options:-

- 1) Satisfied with the work done.*
- 2) Not satisfied with the work done.*

A complaint is simply treated as disposed of satisfactorily if the allottee perceives so as per feedback given by him.”

4.33 When asked to explain the reasons for inadequate electricity supply in Shastri bhawan (as per brief given by the Ministry of Human Resource Development), the Ministry in its written replies has stated that :-

“Due to exponential rise in the air-conditioning load in the last 2-3 years, the demand has increased manifold and Ministries are adding air-conditioners without certification from CPWD. The current peak season demand has surpassed 5000 KW. This year CPWD has made adequate arrangement of electric supply from NDMC with the result that no load shedding has been resorted to unlike past years and efforts are also being made for enhancing the infrastructure to meet the load demand.”

4.34 When asked to explain about the introduction of system of effective periodic preventive maintenance inspections by the CPWD, the Ministry in its written replies has stated that:-

“Periodic preventive maintenance is part of the maintenance manual and is thus institutionalized. However, actual preventive maintenance will depend on the allocation of budget.”

4.35 When asked to explain about the satisfaction level of the clients on various components of the maintenance work, e.g. day to day repairs/service facility, Annual repairs, Special repairs, additional and alterations, preventive maintenance, the Ministry in its written replies has stated that:-

“No such data bank regarding satisfaction level on various component of the maintenance work is maintained in the directorate.”

RESIDENT WELFARE ASSOCIATION'S PERCEPTION ABOUT THE MAINTENANCE OF RESIDENTIAL BUILDINGS BY CPWD

4.36 The Committee heard the views of representatives of Resident Welfare Associations regarding their experience on the functioning of CPWD in maintaining their Government Residential Colonies. During oral deposition before the Committee many representatives of Resident Welfare Associations (RWA) apprised about the maintenance aspects of Government Residential Colonies by CPWD, these are as under :-

“There are common problems of all RWAs regarding maintenance of quarters, drains, street lights and roads. Roads were not repaired for the last 10 years. Stairs were in dilapidated conditions, ceiling of the quarters were in bad shape leading to seepage everywhere. In rainy seasons roofs give way to water. The complaints were not being attended to even after bringing the same to the notice of CPWD sewa call centers. Officials concerned are not available either in person or on telephone in regard to complaints. Electrical Engineer looks after civil things. If Engineers are available, funds are not available. The debris are lying in the streets and in the parks for months and years together. Another major grievance of residents was with the horticulture department of CPWD. Whenever CPWD take up the proposal of maintenance, the RWAs were not being consulted. CPWD acts as the facilitator of the contractor. There was no monitoring/checking mechanism in the CPWD. CPWD has stopped the upgradation work in Lodhi Colony. CPWD is not repairing the flats as a result the occupants of the flats do not get the minimum facilities. The quality of material being used is very low, in many times the minor work get converted to major work and it takes a longer period to complete the work. ”

4.37 When asked about the horticulture aspects of Govt. Residential Colonies by CPWD, the representatives of Resident Welfare Associations (RWA) submitted as follows:

“Generally No Mali visits the parks in the Govt. residential colonies. Contractors dumps construction waste inside the park. There is no specific place for playing of children.”

4.38 About the attitude and behavior of officials of CPWD, the representatives of RWA during oral evidence have submitted that:-

“CPWD is an old department. They don’t consider them as service provider; in fact they consider themselves as owner of Govt. property. More over, they talk to the users (residents) in a very unfriendly manner. We cannot find them in their offices. When ever we go to their offices to meet them regarding our complaints, they are said to be in the field sites. Which is that site? When their jurisdiction is the colony only, then why they are not available in the colony? It is very difficult to access junior level officers like J.E/A.E but it is impossible to access senior officers like S.E/Chief Engineers. We have written many letters to higher officers but they don’t respond to us, not even acknowledge our grievances. CPWD officers don’t consult representatives of RWAs, whenever they take up any proposal of maintenance. There is no check on quality of maintenance. No body listens to RWAs. CPWD usually facilitates the contractors. Projects which are suitable for contractors are taken up by the CPWD. There are projects running which are not justified and suitable for the residents.”

4.39 When asked about the coordination between officials of MCD, NDMC and CPWD, about the representatives of Resident Welfare Associations (RWA) have submitted that :-

There are many issues in NDMC area. NDMC and CPWD both are working in certain areas. Many roads, grounds and offices are maintained by NDMC and there are many roads, grounds and offices which are maintained by CPWD. There is no clear cut demarcation of jurisdiction between NDMC and CPWD. Both of the agencies are passing the buck on each other. Because of this dispute of jurisdiction there is no improvement seen on the ground. We recommend through the Committee that there should be one accountable agency which will make sure that there is coordination between both the agencies. There should be some working relationship between CPWD and NDMC. (Page no 6 Verbatim 23rd May 2013).

4.40 When Committee asked representatives of Resident Welfare Associations (RWA) about the condition of quarters of Government residential colonies, there version is stated as follows:

“The conditions of Government quarters became very worse because of seepage. In rainy seasons roofs give way to water. Cracks can be seen in the roofs and in the stairs. Junior engineers never visits these quarters. Only contractors do the certain repairing. It is requested that technical team of the CPWD should inspect D.G block of Sarojni Nagar. ”

4.41 When Committee asked representatives of Resident Welfare Associations (RWA) about number of interactions between RWAs and CPWD officials, there version is stated as follows:

“They talk to the users (residents) in a very unfriendly manner. We cannot find them in their offices. When ever we go to their offices to meet them regarding our complaints, they are said to be in the field sites. Which is that site? When their jurisdiction is the colony only, then why they are not available in the colony? It is very difficult to access junior level officers like J.E/A.E but it is impossible to access senior officers like S.E/Chief Engineers. We have written many letters to higher officers but they don't respond to us, not even acknowledge our grievances. CPWD officers don't consult representatives of RWAs, whenever they take up any proposal of maintenance.”

4.42 When asked to explain the reasons for not inspecting the works executed by private contractors from time to time, to make sure that works is done as per the specifications, the representatives of CPWD during oral evidence has submitted that :-

“Sir, Hon'ble Member of Parliament has mentioned about the inspection of quality of work done by private contractors. We have prioritized the work that who will check how much percentage of work.”

4.43 When asked to explain the reasons for non availability and inaccessibility of J.E/A.E in their offices whenever residents or representatives of RWAs went to meet them regarding their complaints, the representatives of CPWD during oral evidence has submitted that :-

“Sir, some times Junior Engineer holds the responsibilities of two or more than two colonies. Problem erupts when he is available in one colony, not in other.”

4.44 During oral evidence of the representatives of RWA they submitted before the Committee that:-

“The main problems with CPWD are lack of close interaction with the senior Officers of CPWD. No Officer visits the areas. We do not know which Chief Engineer and Superintendent is looking after our areas. As a result the Assistant Engineer and Junior Engineer are also not attending the problems of our area. There is an urgent need for close interaction of all the Officers with the RWA. They should consult us before finalizing any proposals and undertaking any development work in our colony.”

4.45 When asked to clarify the position the DG, CPWD during oral evidence has stated that:-

“There is a provision in our system that our Officers should have interaction with the RWA once or twice in a month. However, if the meeting has not been held till now, I will look into this matter and asked my officers to convene a meeting with the RWA people.”

4.46 During oral evidence, the representatives of RWA stated that :-

“In our area parks and roads are not being maintained properly. Neither the CPWD nor NDMC clean the dustbins regularly. No officer or the safai karamchari attend to that work.

4.47 While clarifying the above problems the representatives of NDMC during oral evidence has stated that :-

“Regarding the cleaning of the roads I will ask the concerned officials to go and attend the work. We are having shortage of manpower to clean the roads. To mitigate the problem of manpower we have started taking people on daily wages. As a result of which there is a gap of one month and the dustbins are not being cleaned on a regular basis.”

4.48 When asked to explain the reasons why Horticulture officer never visits in the Govt. Colonies (Vasant Vihar) and even gardener never visits the parks allotted to them, the representatives of CPWD during oral evidence has submitted that :-

“Sir, water never comes in that area. Last time we have sent one person to inspect the area. We have held meeting with the RWAs also. We cannot use drinking water for horticulture purpose. We use unfiltered water. We have made proposal for that but we have not got permission for that till now. We can also use sewerage water for horticulture but it is large colony. Sewerage water treatment plant can be commissioned there and that water can be used for horticulture”

4.49 The Committee asked the Ministry of Urban Development about the plan of action regarding recycle, recharge, and reuse of water that will enrich the landscape by using native species, reduction in water requirement for landscaping purposes to improve the irrigation efficiency in the Govt. Buildings and Govt. residential colonies. CPWD stated that there is shortage of water due which horticulture department face difficulties in irrigating the landscape and watering the plants. The Committee asked the Ministry of Urban Development about the solutions and suggestions for beautification of the landscape. The Ministry in its written replies submitted as under:-

“To sort out the shortage of the water problems, Sewerage Treatment Plants (STP) are being provided to improve the beautifications of the landscape. Sewage Treatment Plant (STP) for Type-V and Type-VI Qtrs. at DDU Marg New Delhi of capacity 360 KLD with MBBR Technology is being provided. The recycle water is proposed to be used for horticulture operations and cleaning of Roads. Sewage Treatment Plant (STP) at Kaka Nagar residential Area is proposed and Market survey is being conducted for selecting suitable technology.”

4.50 When asked about the reasons for sending the compliance SMSs by the CPWD e-sewa Kendra even without attending the day-to-day maintenance complaints, the Ministry in its replies submitted as under :-

“Compliance SMS is sent to allottee when the complaint is shown attended by the JE concerned at the website. However, the complaints are again verified on telephone (through call centres) from the allottee concerned and if the complaint has not been attended, it is again shown as “not attended” on the website and again the workers is sent to attend the complaint. The satisfaction level of the services is between 70-80%.”

4.51 When asked about the reasons for conversion of small maintenance works into major works and handed over to the contractor which remains pending for month's altogether, the Ministry in its replies submitted as under :-

“This is not common. When absolutely needed from technical consideration, the minor complaints are converted to major complaints by JE/AE concerned of the service centre on the basis of feedback from the work charged staff as well as personal inspections of the site. Major complaints are monitored by senior officers and attempts are made to get them attended with in shortest possible time”.

4.52 When asked to clarify the conditions of servant quarters which are in very pathetic shape, the Ministry in its replies submitted as under :-

:

“The servant quarters attached with main units are being maintained regularly. However no specifications for up gradation are laid down by the Ministry of up gradation of servant units attached with main units.”

Maintenance of Government Residential Buildings by CPWD

4.53 When asked to clarify about the details of dilapidated houses/colonies state-wise/ city-wise and to elaborate about the steps being taken by Ministry to maintain and repair such houses/colonies, the Ministry in its written replies has stated that:-

“The details of dilapidated houses/colonies state-wise/ city-wise other than declared as dangerous are as follows:-

- a. *Delhi* - 4480 nos.(i/c colonies proposed for re- development)
- b. *Mumbai* - 704 nos.
- c. *Kolkata* - 40 nos.
- d. *Nagpur* - 8 nos.

Repair and rehabilitation work are carried out on regular basis depending upon the condition of quaters & availability of budget. In addition, following cases have been reported by CE,CZ, Bhopal.

- a. *16 Nos Type-I, 48 Nos Type-B quarters of IT of IT Colony, Kotra Sultanabad, Bhopal.*
- b. *24 Nos Type-I, 26 Nos Type-II, 30 Nos Type-III and 8 Nos Type-IV quarters at AG Colony, Bhopal.*
- c. *12 Nos Type-I, 8 Nos Type-II, 4 Nos Type-III quarters of MET Department at Bhadbhada, Bhopal are in dilapidated condition. The Clients have been informed accordingly.*

Due to non-providing of funds strengthening/renovation of the above quarters in Bhopal could not be taken up by CPWD.

4.54 When asked how many cases of maintenance work has got delayed because of non-availability of quarters from Directorate of Estates and budgetary allocations, the Ministry of Urban Development in its written replies has submitted as under :-

“There is no reported case of delay in maintenance in general pool quarters due to non availability of quarters with Director of Estate. As regard budgetary limitations, it is not possible to take all building for structural repairs at a time which may require huge budget. The structural repairs are taken in hand giving top priority to most dilapidated buildings and funds availability. Necessary repairs and maintenance is carried out through the allotted budget.”

4.55 When asked to furnish details of accommodation which are unfit for habitation and which are declared dangerous by the CPWD in Delhi and New Delhi areas, the Ministry in its written replies stated as under :-

| Colony | No of Accommodations declared dangerous |
|-----------------------------------|--|
| Kali Bari Marg, New Delhi | 304 |
| Minto Road Complex | 67 |
| Arambagh & Chitra Gupt Road | 90 |
| Probyn Road & Lancer Road | 70 |
| Mohammed Pur | 328 |
| Lodhi Colony & Lodhi Road Complex | 17 |
| East Kidwai Nagar | 11 |
| Lakshmi Bhai Nagar | 1 |
| Sarojini Nagar | 4 |
| Kasturba Nagar | 20 |
| Andrews Ganj | 12 |
| Total | 924 Nos. |

4.56 Pertaining to the accommodation which are unfit for habitation and have been declared dangerous by the CPWD in Delhi and New Delhi areas are as under :-

| Colony | No.of Accommodations declared dangerous | Latest Status Report |
|---------------------------|---|---|
| Kali Bari Marg, New Delhi | 304 | <p>In the list 304 Quarters have been shown as dangerous .The break up is as follows:- B.K.S.Marg – Phase I – 34 nos.</p> <p>These Quarters were declared dangerous due to dangerous condition of staircases. However, the same have been repaired by providing steel staircases since the occupants were reluctant to vacate. The work of construction of permanent staircases will be taken up shortly.</p> <p>ii) Kali Bari Marg – 234 nos. These Quarters were declared unsafe because of damaged balconies and service shafts. Since the occupants were not ready to vacate these houses and therefore, the same are being/have been repaired in the occupied position.</p> <p>iii) Jafri Square – 3nos*. iv) Raja Bazar- 31nos*. *Since these Quarters are also in staggered position and therefore the same are being repaired in the occupied position.</p> |

| | | |
|---------------------------------------|---------|---|
| b) Minto Road Complex : | 67 nos. | These Quarters are located in staggered locations. Though Dte. Of Estates has been requested to allot alternative accommodation so that repair of these quarters is taken up. However, the occupants who are allowing repair in the occupied position, the same are being carried out simultaneously. |
| c) Aram Bagh & Chitragupta Road | 89 Nos. | Out of these quarters, 45 quarters are located in complete block i.e. block no.186,187 and 190. These quarters have been declared dangerous and mostly vacated. These blocks are to be fully dismantled and new blocks are to be erected. The balance 44 quarters are at the staggered locations. The Directorate of Estates has been requested to provide alternative accommodation so that the repair work is taken up accordingly. The occupants who are allowing repair in the occupied position are being carried out. |
| c) Mohammedpur | 328 | Quarters at Mohammad Pur (328 Nos.) are declared dangerous and Directorate of Estate has already been informed. These quarters are also under redevelopment scheme. |
| d) Lodhi Colony & Lodhi Road Complex. | 17 | Quarters at Lodhi Colony (5 nos.) & Lodhi Road Complex are under repair and will be completed in due course. |
| e) East Kidwai Nagar | 11 | These quarters are under redevelopment scheme and handed over to NBCC for redevelopment. |

| | | |
|-----------------------|---------|--|
| f) Lakshmi Bhai Nagar | 1 | This quarter is under repair and will be completed in due course. |
| g) Sarojini Nagar | 4 | This colony is under redevelopment scheme |
| h) Kasturba Nagar | 20 | This colony is under redevelopment scheme |
| i) Andrews Ganj | 12 | These quarters are under repair and will be completed in due course. |
| Total | 924 Nos | |

4.57 From the analysis of aforementioned Chapters of this Report, it has been revealed that CPWD has lost the confidence of its clients. CPWD has failed to follow the guidelines to stop encroachments and evict the already encroached land under its purview; there is lack of timely support from related organizations to stop encroachment and absence of specialized mechanism to deal with the issue of encroachment. There is inordinate delay in execution of various projects. There are many problems of civil and engineering in various government official building including Rashtrapati Bhawan, Prime-Minister House, North Block and South Block. The occupants of Government residential buildings have a bad perception about CPWD. CPWD does not consider as a service provider rather it feels as the owner of Government property. Officers are not available at the enquiry office. No senior level engineers meet the RWA and consult them while undertaking the projects. Their behaviors to the clients are very rude. They do not respond to the phone calls, letters and email. The materials used by CPWD are very sub-standard. The cost of the projects of CPWD is very high in comparison to other organizations. In view of the above, there is a dire need to redefine the service standard of CPWD, improve its processes and reorient its practices in line with the changing expectations of its clients. In this connection, the Committee have given their important recommendations in the succeeding chapter.

PART II

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

1. Need to arrest delay in execution of Projects by CPWD

The Committee note that CPWD was conceived to undertake public works ranging from irrigation facility and bridges to public housing and government buildings. Over the years the responsibilities and jurisdiction of CPWD got re-aligned, however, the basic activity of civil construction still remains its raison d'être. The organizational structure and practices have also evolved largely to address the requirements of executing these construction projects. Compliance to envisaged time-lines is one of the most important elements of service delivery. The Committee observe that an Office Order issued by Chief Engineer of South Western Zone dated 1st January, 1980 has defined the time-scale for various activities related to Planning and execution i.e. 21 months. However the Committee are unhappy to note that a large number of projects do not adhere to even these time frames and there are inordinate delays in various project related activities. Various clients of CPWD examined by the Committee emphasized the need to arrest delays. The Committee observe that CPWD has executed 125 major Projects during the last ten years. The Committee are surprised to note that out of 125

major projects, information on only 102 projects are available with CPWD. This clearly reflects the casual approach of CPWD in maintaining data of the projects being executed by itself. Out of 102 projects the Committee observe that only 46 projects (less than 50%) were got executed in time. 28 projects got delayed for one year, 14 projects got delayed for two years, 5 projects got delayed for three years, 2 projects took four years, one project took five years and one project up to six years. The delays in completing the projects in time is on account of varying reasons, which include delay in approval of drawings from local bodies/statutory clearances, delay in finalization of functional requirements by users/clients, frequent change in scope of the work, non-availability of encumbrance free site, non-availability of budget/funds, local disturbances, bad weather, sometimes delay in mobilizing requisite materials/manpower/machinery by the Contractors, vacant posts of staff and officers, etc. Career stagnation of Officers is also another reason for delay in completion of the projects. CPWD informed the Committee that Career stagnation brings down the morale of staff/officers which affect their output both in terms of quality and efficiency. The Committee wish to recommend that the clients should be consulted in each and every stage of drawing so that there remains no scope for frequent changes in the drawing of the projects. At the same time they also want that clients, too, should cooperate fully with CPWD in finalizing the projects in time and do not make material changes in the on-going projects. The

Committee also wish to recommend that budget should not be a constraint for the Projects. However, the Committee are happy to note that with the recent cadre review approved by the government, the problem of stagnation is likely to be overcome to a great extent. The Committee hope that CPWD would implement the recently held cadre review at the earliest to arrest the shortage of manpower so that the delays in executing the Projects could be reduced and time-line could be adhered to.

ENCROACHMENT OF GOVT. LAND AND COLONIES

2. Need for Specially designated manpower for removing encroachment and issues related thereto

As per chapter 10 of the maintenance manual of the CPWD, it is responsible to prevent and remove unauthorized construction and encroachment in or near all the Govt. buildings standing on the land and the land underneath and appurtenant thereto along with the land under road, parks, toilets, play grounds situated in govt. colonies come under the administration of the CPWD. The Committee are alarmed to note that the total area of Government land under encroachment in all the States and Union Territories of India has been increased from 193434.56 sq mtr. in the month of March, 2013 to 3,10819 in the month of August, 2013. Even then the Ministry was maintaining that there was no new encroachment. They are surprised to note that the Ministry's reply is based on surmises and guesstimates and hence caution the Ministry to be more vigilant in future while furnishing replies to a Parliamentary Committee.

The Committee were informed that there is no specially designated manpower/task force available with CPWD for checking unauthorized occupation of government land and vacating the encroached land. The Committee are not convinced with the reply of the Ministry. They were

given to understand that under the manual of CPWD, this duty is cast on the Junior Engineer/Assistant Engineer concerned. It is not understood to the Committee when Junior Engineer and Assistant Engineers are duty bound where from the question of having no designated work force comes. AE/JE is supposed to detect and verify the encroachments within the premises and report to Directorate of Estates. Directorate of Estates is supposed to cancel the allotment and evict allottees and CPWD to demolish the unauthorized construction. The Committee are of the view that if the concerned Junior Engineer or Assistant Engineer performs his duties honestly and diligently, then it will become impossible for the encroachers to lay on the Government land. For this they could get the assistance from RWAs who will report the matter of encroachment to JE/AE and the JE/AE may swing into action forthwith. The Committee want RWAs to report such cases at the earliest opportunity. They are of the view that the encroachment should be nipped in the bud. Encroachments on vacant land are to be removed by Estate officer under the Public Premises Eviction of Unauthorized Occupants Act 1971 with the police help. All EEs, in-charge of maintenance are declared as estate officers under the Public Premises Eviction of Unauthorized Occupants Act 1971. The Committee are distressed to note that CPWD is not getting required assistance in right time to remove the encroachment from police and local authorities. In some cases even after vacating the land, the encroachers manage to occupy the land again. The CPWD find hard to

have its own task force to prevent the unauthorized occupation and vacate the already encroached lands on account of limitations of handling Law & Order problems. The Committee have come to know that Government of Delhi has created a sub-divisional level Special Task Force to check encroachment in public land. Their assistance is being obtained whenever any new encroachment is noticed. In other cities such type of special task force does not exist in line with the Delhi Govt. However, to the utmost surprise of the Committee, CPWD is still satisfied with the existing mechanism and does not require any new institutional mechanism to deal with the menace of encroachment. In view of the above, the Committee strongly recommend that CPWD must constitute a Special Task Force in all the zones and empower them with all necessary powers and equipments to prevent encroachment and vacate the already encroached land. For obtaining assistance from the police and local authorities the Committee strongly recommend to take this matter to the highest authority and an executive order might be issued in this regard so that there is no difficulty for seeking help from the police and civil authorities. The Committee are also given to understand that CPWD does not maintain data regarding encroachment and recoveries of Government land. They are surprised that in the absence of data how will CPWD come to know about the extent of encroachment. The Committee, therefore, recommend that CPWD should develop its own data base with regard to encroachment with the help of dedicated staff as early as possible.

The Committee are continuously insisting on the issue of fixing responsibility on the Officer concerned whose negligence has resulted into encroachment. Even today the encroachment is taking place otherwise it was not possible for the Ministry to furnish the revised figures of area under encroachment to the Committee. But, the Ministry is reticent on the issue and tries to downplay the entire matter by stating that since the encroachment dates back to 10 to 20 years, it is not possible to fix the responsibility. The Committee are not satisfied with this explanation of the Ministry. They are of the view that 10 to 20 years period is not such a long period where concerned officers could not be identified and located. The Committee insist that the Ministry should fix responsibility in those matters after digging the old cases and if the connivance of officials is proved, a deterrent punishment should be inflicted. A status report in this regard may be submitted to the Committee within three months of the presentation of the report. They also recommend that the CPWD should maintain data regarding action taken in this regard.

3. Court Cases

The Committee observe that the CPWD guidelines which empower JE/AE to carry day to day inspection to verify all the construction going on in their locality and to take immediate steps to stop or demolish the construction are not being followed in a true spirit to prevent the encroachment in the first instance. As a result at present 310819 sq. mtr. land is under encroachment and there are 39 count cases pending at various Courts. The Committee feel that this is a serious issue and requires particular attention of the Government. The Ministry may advise their lawyers to impress upon the Courts not to give adjournments on flimsy grounds so as to secure speedy judgments. The Committee are of the view that the interest of the encroacher lies in protracted litigation which should be resisted with full force. Regarding Public Premises Eviction of Unauthorized Occupants Act 1971, the Committee want to reiterate their earlier recommendation that Government may consider to fix a time line for deciding such cases in order to ensure that unscrupulous elements do not make use of the system.

4. Need for a separate budgetary Head for checking unauthorized occupation of Government Colonies.

The Committee observe that there is no separate Budgetary Head for meeting the expenses incurred in connection with checking unauthorized occupation of Government land. The expenditure incurred on activities relating to checking of unauthorized occupation is being charged from the maintenance budget of CPWD. This results into fund shortage for maintenance activities. As a result, both these areas viz. maintenance and checking encroachments are gravely affected. Therefore, the Committee strongly feel that the Ministry should create a separate budgetary head for this purpose and allocate judicious allocations for the same.

5. Need For A Fresh Look To Evict Unauthorized Encroachment In CPWD Colonies

The Committee further find that the encroachment persists on the lands already got vacated by CPWD with the help of local bodies including police. This is an alarming situation and needs to be curbed. The Committee cannot rule out the possibility of a nexus between officials and encroachers. Hence, they want the Ministry to thoroughly investigate the matter and bring the guilty to book and restore the land under encroachment expeditiously.

MAINTENANCE OF GOVT. BUILDINGS AND GOVT.RESIDENTIAL COLONIES

6. Need to Rationalize Cost Estimates of its Project by CPWD

The Committee observe that cost estimate of projects undertaken by CPWD is on higher side as compared to other agencies. In response to that CPWD has clarified that all public sector construction agencies throughout the country adopt CPWD standard rates only for preparing estimates and then they add their margin over it. CPWD being the Government agency without any commercial interest does not add any margin itself and hence CPWD estimates are lower than the other agencies. However, the Committee while taking oral evidence of the representatives of other Ministries such as Home Affairs, Human Resource Development, Commerce, Health and Family Welfare and Department of Personnel and Training came to know that cost estimates of projects executed by CPWD were very high in comparison to other agencies. Even then they will have to award these projects to CPWD only because it being a Government Company. The Committee do not accept the CPWD version on the issue. Being the only agency responsible for executing various projects of Government of India, the Committee strongly recommend that CPWD should prepare correct and cost effective estimates of the projects lest the clients do not opt for cheaper alternatives.

7. Dual Control of Engineers in Client Organizations

The Committee also came to know during the oral evidence of the representatives of the Ministry of Home Affairs that major repairs and maintenance of North Block are done by CPWD themselves without consulting them regarding action plan of maintenance for the coming years. As such, the CPWD does not keep the Ministry in loop with regard to repairs and the maintenance.

The Committee have been apprised that engineers of C.P.W.D. are not answerable or not under the control of client organizations. The Committee have been given to understand by CPWD that technical control of engineers under the hospital authorities or client organizations are administratively infeasible and undesirable as a number of administrative, technical and financial issues are involved. However, the Committee are not convinced with the view of the Ministry that most of the issues are sorted out during the weekly meetings/rounds taken jointly with hospital authorities. Therefore, the Committee strongly recommend that CPWD Executive engineer should be placed on the strength of hospital staff/Ministry concerned on the pattern of technical posting of engineers in army infantry battalions. Confidential reports of these officers should be written by both administrative as well as technical heads viz., Medical Superintendent of the Hospital and their superior officer in CPWD. This will ensure better interface of CPWD engineers and

client Ministries to arrest delays in executing the works and accountability of CPWD engineers.

8. Need of Single Unified Agency for construction and maintenance of hospitals

The Committee have been apprised of the status of maintenance of hospital buildings like RML hospital, Safdarjung hospital, Lady Harding Medical College, Kalawati Saran, CGHS wellbeing centres maintained by CPWD in terms of Engineering maintenance and housekeeping maintenance. The Committee have also been informed about the problems in the Govt. hospitals e.g. broken taps in the toilets, shortage of water, chocking of sewer, leakage etc. The Committee were also enlightened that in Govt. hospitals interruption to various services is frequently being caused by other agencies which are engaged for construction of new buildings by the Ministry of Health & Family Welfare. It is observed by the Committee that in the last few years, there has been addition of new buildings in the various Hospital campuses (like PGIMER in RML Hospital, VMCC & SIC in Safdarjang Hospital). The sewerage disposal of these new buildings is also connected to existing sewerage system maintained by the CPWD. This leads to occasional overflow of main sewer line. CPWD is facing problems from users as they throw wastes like cloth, refuse, cotton, etc. direct into the toilet, gully taps etc. resulting in the choking of sewer lines etc. Therefore, the Committee are of firm view that there should be one unified agency responsible for

construction and maintenance of Govt. buildings, Govt. Hospitals and residential colonies. In case of more than one agency being involved in the construction and maintenance works there is an urgent need to have a proper and effective coordination amongst all such agencies. The Committee are surprised to note that manual of CPWD prohibits them to take up maintenance of that building which has not been constructed by CPWD. The Committee feel that this rigidity will affect the maintenance work and thereby hurting a common man. Hence, the Committee want the Ministry to ensure that maintenance of any building may not be withheld on account of rules and if there is a need, such rules may be suitably amended.

9. Need to Redeem Image By CPWD

The Committee are given to understand by certain Ministries of the Government of India and RWAs of Government residential colonies about their satisfaction level from the services/maintenance of CPWD. While the client Ministries were not very vocal in criticizing the role of CPWD but RWAs spared no room in doing so. Ministries were not happy with the excessive cost estimates, lack of coordination, accountability and delay in execution of works. RWAs vent their ire towards haughty attitude of CPWD officials, delay, tilt towards contractors and unavailability and inaccessibility of CPWD officials. The Committee are constrained to

observe that CPWD, a service rendering organization should not invite the ire of its clients in such a way. This will erode their reputation and reputation once damaged takes a long time to regain. The Committee are of the view that officials of CPWD should think themselves servants of the public rather than their masters. Their non-availability to the public is not understandable to the Committee. More and more dependence on contractors even for petty work is deplorable. This is adding stigma to the organization. Mandatory periodic inspection by AEs are conveniently abandoned and no action or serious view is taken by CPWD in this regard. There is no coordination between CPWD and their civic agencies. In such circumstances, the Committee are constrained to hold a view that CPWD has lost its image badly and unless concrete steps are taken by the Ministry, the 159 years old premier organization will be lost in oblivion. Therefore, this necessarily calls for 'public relations' or 'image' management by CPWD to redeem its lost image. Hence the Committee strongly recommend to follow certain steps by the CPWD in their maintenance unit to ensure better customer interface and service delivery.

a) Posting of officials with requisite 'people friendly' skills in maintenance unit: Posting of CPWD officials in maintenance area should be done keeping in view their ability/capacity to interact with the public and respond to their requirements in a positive and friendly manner.

Extensive training should be imparted to the EE, AE and JE to enhance their interpersonal skills and improve motivational levels.

b) Introduce system of periodic preventive maintenance inspection: In this system, AE, JE from civil and electrical division along with Additional Director (horticulture) and Section Officer (horticulture) should inspect buildings within their division/ sub division at an interval of six months and detect buildings which require repairs, so that annual periodic maintenance can be done on time. For housing stock, the Residents Welfare Associations (RWA) could be involved as part of this periodic preventive maintenance inspection unit.

c) Co-ordination between various disciplines while attending the complaint: To enable effective co-ordination between various disciplines of civil and electrical services, while performing maintenance activity, it is proposed that work gangs be formed at each service centre comprising of work charged staff from various disciplines. The interdisciplinary work gang would move together, while attending a complaint to ensure that all types of complaints (irrespective of it being of civil or electrical nature) are attended to without any delay.

d) Introduction of incentives for better performance: To improve motivational levels among the maintenance staff, a system of annual incentives/ rewards could be introduced for best managed service centres. These service centres and their officer in-charge (JE) should be

judged by the concerned CE in-charge along with assistance from the SE based on following parameters:

- Physical inspection of cleanliness of buildings and area maintained by the service centre
- Number of complaints successfully addressed
- A customer satisfaction index based on sample survey of clients and residents.

e) Up gradation of specifications of old buildings: A time bound programme for upgradation of specifications of old construction work of buildings should be made and submitted to Government for obtaining a one time technical approval and the requisite budgetary support. This would enable CPWD to carry out necessary upgradation in form of special repairs and give better appearance to the building, thus reducing subsequent maintenance requirements.

f) Creation of a dedicated maintenance unit: To enable officers to concentrate on maintenance activity and improve quality of service provided by CPWD, it has an option to de-link, wherever possible, maintenance from construction activity. Separate maintenance units should be created with exclusive manpower concentrating only on this activity. However, these activities should be segregated in circles/ divisions where there is large workload of maintenance activity and work for a separate unit can be fully justified. A maintenance unit could be created at division level/ sub-division level. A division could have more

than one maintenance unit, depending on the maintenance workload involved in the division. Superintendant Engineer in-charge of the circle along with CE in charge should decide on the number of maintenance units to be created within a division.

g) Dependence on Contractors should be shunned : In order to refurbish its lost image, CPWD should evolve a mechanism where need for private contractor is not felt for minor works. The Committee are of the view that name of the Contractor has become a synonym to the corruption so every effort should be made to free the system from the so called evil. In addition, the Officers concerned should carry out periodic inspection of the work being done by the contractor and if any deficiency is found with regard to work and material, he should be immediately taken to task. Higher officials of the rank of SE and CEs may also carry out surprise checks in order to ensure that there is no nexus between the contractor and the officials.

h) Bimonthly meeting of representatives of RWAs and CPWD officials : The Committee are compelled to form the opinion that RWAs of Government Colonies are a neglected lot and they have to run from the pillar to the post to voice their concerns. Hence, the Committee recommend for setting up a Grievance Cell in the Directorate to attend to the grievances of RWAs on a regular basis. They recommend for institutionalization of mechanism to have bimonthly meetings between CPWD higher authorities and representatives of RWAs.

10. Sewerage Water Treatment Plant for Horticulture

The Committee were informed that there is scarcity of water in the Govt. Bungalows and Govt. residential colonies due to which Horticulture Department faces difficulties in irrigating the landscape and watering the plants. The Committee have been apprised that drinking water cannot be used for horticulture purpose while unfiltered water can be used. CPWD have made proposal for usage of unfiltered water for horticulture purpose but have not got permission till now. The Committee were also apprised that for beautification of the landscape and to sort out the shortage of the water, Sewerage Treatment Plants (STP) of capacity 360 KLD with MBBR Technology are being provided for Type-V and Type-VI Qtrs. at Deen Dayal Upadhaya Marg, New Delhi. The recycled water is proposed to be used for horticulture operations and cleaning of Roads. Sewerage Treatment Plant (STP) at Kaka Nagar residential Area is proposed and Market survey is being conducted for selecting suitable technology.

In view of the acute shortage of water and the benefits of Sewerage Treatment Plants, the Committee recommend that Sewerage Treatment Plant should be installed in other Govt. residential colonies throughout the country.

11. Regular monitoring of horticulture department in Govt. Residential colonies

The Committee came to know that generally Malis (Gardners) do not visit the parks in the Govt. residential colonies. Contractors dump construction waste inside the park and it turns to the breeding grounds for mosquitoes. Therefore, the Committee strongly recommend that the horticulture department should take proactive role in maintaining the parks and roads in the residential buildings at regular interval. There is no specified place for the children to play. The Committee feel that unless there is regular monitoring of Gardens and parks by the senior officers of that Zone, the situation will not improve and hence recommend to the Ministry to ensure the same.

12. Utilisation of Solar Energy in Govt. buildings

According to the Maintenance Manual of CPWD, CPWD will meet energy requirements for a minimum of 10% of the internal lighting load (for general lighting) from renewable energy sources (solar, wind, biomass, fuel cells, etc). The Committee have been apprised by the Ministry that provision for meeting energy requirements for minimum of 10% of the internal lighting load (for general lighting) or its equivalent from renewable energy sources (solar, wind, biomass, fuel cells etc.) have been made. In this context, the Committee recommend that solar energy panels should be installed in all Govt. office buildings and also in Govt.

residential colonies so as to reduce the demand for conventional energy. The Committee also desire the CPWD to take measures like adopting an adequate comfort range, less air-conditioned areas, day lighting and avoid over-design of the lighting and air- conditioning systems which would further minimize dependence on conventional source of energy.

13. Updating of technology to avoid delay in execution of projects.

The Committee have learnt from various client Ministries that invariably there is delay in execution of projects by CPWD assigned to them. Moreover, their technology is not totally updated. The Ministry cited various reasons for the delay in projects which are not directly attributable to CPWD such as delay in approvals by local bodies, delay in approvals by clients, delay in budget allocation, frequent change of already approved provisions and specifications by clients during execution of project, delay in furnishing land ownership documents by clients, delay owing to consultants which are sometimes engaged by clients themselves, etc. The Committee, however, not being convinced with the Ministry' logic, strongly recommend for updating of technology used by CPWD in execution of their projects besides involving the client Ministry in each and every step to avoid delays.

14. Responsibilities of the Client Ministries

The Committee observe that besides the commitment of CPWD towards fulfilling its duties, Client Ministries also have certain responsibilities regarding engineering & housekeeping maintenance in the Govt. buildings. The Committee emphasize that the following matters need to be addressed to by the Client Ministries for ensuring better maintenance of the Govt. Buildings:

- 1) Air-conditioners should not be installed in the Government buildings without certification from CPWD to effectively manage the situation.
- 2) False Ceiling should not be disturbed by various agencies handling telephone, cable, electrical etc., Ministries should ensure that the false ceiling removed for any work is placed back in position.
- 3) Different Client Ministries keep a lot of furniture in the corridors. Such furniture should be removed from the corridors.
- 4) Corridors should be kept neat and clean. Cleaning agencies engaged by various Ministries should improve the cleaning.
- 5) The external area cleaning is also found wanting and needs proper attention.
- 6) Cleaning agencies which are generally putting the malba in the toilet shafts should be dissuaded from doing the same, as it finally leads to blockage of sewer lines.
- 7) Some of the doors of staircase have been kept closed. These doors

need to be opened and CISF personnel are to be deployed on these doors.

- 8) Water Supply needs to be improved by NDMC. All the Valves needs to be checked and replaced wherever found old. Problem is to be sorted out by NDMC only by increasing the number of hours of supply to meet the extra demand in summer season.”

The Committee are aware that the above-mentioned responsibilities cast on the client Ministries are not exhaustive but they are sure that if taken in right spirit by the Ministries the situation will improve immensely.

New Delhi;
27 August, 2013
5 Bhadrapada, 1935 (Saka)

SHARAD YADAV
CHAIRMAN
Standing Committee on Urban Development

MINUTES OF THE SECOND SITTING OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

The Committee sat on Tuesday, the 6th November, 2012 from 1100 hrs. to 1430 hrs. in Room No 074, Parliament Library Building, New Delhi.

PRESENT

Shri Sharad Yadav - **Chairman**

MEMBERS

LOK SABHA

2. Shri Ambica Banerjee
3. Shri Kailash Joshi
4. Shri Mohinder Singh Kaypee
5. Shri Ramesh Kumar
6. Dr. Sanjeev Ganesh Naik
7. Shri Ratan Singh

RAJYA SABHA

8. Shri Anil Desai
9. Shri Parvez Hashmi
10. Shri Faggan Singh Kulaste
11. Shri Avinash Pande
12. Shri Ajay Sancheti

SECRETARIAT

1. Shri D.S. Malha - Director
2. Smt. J.M. Sinha - Deputy Secretary
3. Smt. K. Rangamani N. - Under Secretary

2. ***** ***** ***** *****
3. ***** ***** ***** *****
4. ***** ***** ***** *****
5. ***** ***** ***** *****

WITNESSES

- | | | | |
|----|--------------------|---|------------------------------------|
| 1. | Dr. Sudhir Krishna | - | Secretary |
| 2. | Shri C.K. Khaitan | - | Joint Secretary(L.W) |
| 3. | Shri Rakesh Mishra | - | Director General,CPWD |
| 4. | Shri V.K. Gupta | - | Special D.G.,CPWD |
| 5. | Shri Ashok Khurana | - | Special DG,CPWD |
| 6. | Shri Krishna Dutt | - | Director of Estates-II |
| 7. | Shri P.K. Singh | - | Supdt. Engineer |
| 8. | Shri K.P. Abraham | - | Director(with laptop and pendrive) |

6. After lunch break, the Convenor, Shri Kailash Joshi, M.P. chaired the meeting in the absence of the Chairman of the Committee. He welcomed the representatives of Ministry of Urban Development and drew their attention towards Direction 59(1) of the Directions by the Speaker. Thereafter, Secretary, Ministry of Urban Development, Dr. Sudhir Krishna presented a power point presentation about "Role of C.P.W.D. in checking unauthorised occupation of Government land and colonies and evaluation of their performance in maintaining Government buildings."

7. Members expressed their views on the issues relating to illegal encroachment of Government land especially by religious structures, condition of M.Ps flats, connivance of officials of department in encroachment and unauthorised constructions, insurance arrangement in case of natural calamities like earthquakes etc. The Secretary and other officials of the Ministry of Urban Development responded to queries of the Members and took permission from Chairperson to provide information in writing on which information could not be provided during the sitting of the Committee.

A verbatim record of the proceedings of the Sitting has been kept.

The witnesses then withdrew.

The Committee then adjourned.

***** These portions do not relate to the Report

STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

**MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE HELD ON
TUESDAY, 7TH MAY, 2013**

The Committee sat on Tuesday, the 7th May, 2013 from 1500 hrs. to 1700 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav - Chairman

MEMBERS

LOK SABHA

2. Shri Anant Gangaram Geete
3. Shri Kailash Joshi
4. Shri Bapi Raju Kanumuru
5. Shri Mohinder Singh Kaypee
6. Shri Ramesh Kumar
7. Dr. Sanjeev Ganesh Naik
8. Shri Ratan Singh

RAJYA SABHA

9. Shri Pyarimohan Mohapatra
10. Shri Anil Desai
11. Md. Nadimul Haque
12. Shri Fagan Singh Kulaste
13. Shri Avinash Pande
14. Shri Ajay Sancheti
15. Shri Khekiho Zhimomi

SECRETARIAT

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri R.K. Jain | - | Joint Secretary |
| 2. | Shri D.S. Malha | - | Director |
| 3. | Smt. J.M. Sinha | - | Deputy Secretary |
| 4. | Smt. K. Rangamani N. | - | Under Secretary |

LIST OF WITNESSES

- | | | | |
|-----|----------------------------|---|---|
| 1. | Shri R. Bhattacharya | - | Secretary, (SE&L), Ministry of HRD |
| 2. | Prof. Praveen Sinclair | - | Director, NCERT, Ministry of HRD |
| 3. | Shri Vineet Joshi | - | Chairman, C.B.S.E., Ministry of HRD |
| 4. | Shri Avinash Dikshit | - | Commissioner, KVS, Ministry of HRD |
| 5. | Shri G.S. Bothyal | - | Commissioner, NVS, Ministry of HRD |
| 6. | Prof. S.S. Jena | - | Chairman, NIOS, Ministry of HRD |
| 7. | Shri Alok Verma | - | Director, CTSA, Ministry of HRD |
| 8. | Ms. R. Jaya | - | Secretary, NCTE, Ministry of HRD |
| 9. | Dr. Usha Kumar M.C. | - | Director, National Bal Bhawan, Ministry of HRD |
| 10. | Shri P.K. Mishra | - | Secretary, DoPT, Ministry of Personnel, P.G. and Pensions |
| 11. | Shri Manoj Joshi | - | Joint Secretary, DoPT, Ministry of Personnel, P.G. and Pensions |
| 12. | Shri R.K. Jain | - | AS & DG, CGHS, Ministry of Health and Family Welfare |
| 13. | Ms. Sujaya Krishnan | - | Joint Secretary, Ministry of Health and Family Welfare |
| 14. | Dr. H.K. Kar | - | MS. RML Hospital, Ministry of Health and Family Welfare |
| 15. | Dr. B.D. Athani | - | MS. Safdarjung Hospital, Ministry of Health and Family Welfare |
| 16. | Shri Khurshid Ahmed Gannai | - | Additional Secretary, Ministry of Home Affairs |
| 17. | Shri K.K. Pathak | - | Joint Secretary,(UT), Ministry of Home Affairs |
| 18. | Shri B.S. Bassi | - | Spl. C.P. , Delhi Police, Ministry of Home Affairs |
| 19. | Shri T.N. Mohan | - | Jt. C.P., Delhi Police, Ministry of Home Affairs |
| 20. | Shri Dharmendra | - | Joint Secretary, Ministry of Urban Development |
| 21. | Shri V.K. Gupta | - | Director General, CPWD |
| 22. | Shri Atul Chaturvedi | - | Joint Secretary, Ministry of Commerce & Industry |
| 23. | Shri Anurag Saxena | - | Joint Secretary, Ministry of Commerce & Industry |

2. At the outset, the Hon'ble Chairman welcomed all the Members to the 12th sitting of the Committee and made an obituary reference on the sad demise of Shri Ambica Banerjee, M.P., Lok Sabha, who was the Member of the Committee during the year 2012-13 and the Committee stood for a while as mark of respect to the departed soul.

3. Then the Hon'ble Chairman welcomed the newly appointed Member, Shri. TKS Elangovan, to the Committee.

4. The Committee also decided to undertake an on-the-spot study visit to Kochi, Munar, Chennai, Mumbai and Nagpur from 7 to 12 June, 2013. Thereafter the Committee took oral evidence of the representatives of the Ministries of Health, Commerce, Department of Personnel and Training, Home Affairs and Human Resource Development Ministries on the role of Central Public Works Department (C.P.W.D.) in maintenance of Government buildings and evaluation of their performance and drew their attention towards Directions 55(1) of the Directions by the Speaker.

5. The Committee heard the views of Secretaries and other senior Officers regarding their experiences on functioning of CPWD in maintaining their Government buildings. All the representatives insisted on the point that contracts with the CPWD invariably get delayed and there should be one agency in charge of maintenance of all the works. There is lack of coordination of the CPWD and other agencies in undertaking maintenance of buildings under their administrative purview and the technology of CPWD is outdated. Thereafter, the Members sought clarifications, which were responded by the officials. The witnesses then withdrew.

6. Representatives from CPWD were called in. The Hon'ble Chairman then welcomed the Director General, CPWD and his colleagues and drew their attention towards

Directions 55(1) of the Directions by the Speaker. He apprised them about the issues raised by the representatives of various Ministries and Members of the Committee on the role of CPWD in maintenance of Government buildings apart from checking unauthorized occupation of Government land and colonies and asked for clarifications. The Director General and other officials gave clarifications. The Committee directed the representatives to furnish the replies to the queries of Members to the Lok Sabha Secretariat on which they could not respond during the meeting.

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

**MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, 23rd MAY, 2013**

The Committee sat on Thursday, the 23rd May, 2013 from 1500 hrs. to 1600 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav – Chairman

MEMBERS

LOK SABHA

2. Shri Kailash Joshi
3. Shri Mohinder Singh Kaypee
4. Shri Ramesh Kumar
5. Dr. Ramshankar
6. Shri Ratan Singh

RAJYA SABHA

7. Shri Pyarimohan Mohapatra
8. Md. Nadimul Haque
9. Shri Parvez Hasmi
10. Dr. M.S. Gill

SECRETARIAT

- | | | |
|--------------------|---|------------------|
| 1. Shri R.K. Jain | - | Joint Secretary |
| 2. Shri D.S. Malha | - | Director |
| 3. Smt. J.M. Sinha | - | Deputy Secretary |

LIST OF WITNESSES

1. Shri Manoj Sharma, President, RWA(Type-II), Laxmi Bai Nagar
2. Shri S.C. Tyagi, President, RWA(Type-IV), Laxmi Bai Nagar
3. Shri Hari Om, President, RWA, Lodhi Colony
4. Shri Gurcharan Singh, President (RWA, C-III), Lodhi Colony
5. Shri Shiv Kumar, President (RWA), Sarojini Nagar
6. Shri Ran Vijay Rao, (RWA), Sarojini Nagar
7. Shri Avinash Chaturvedi, , RWA, Vasant Vihar

2. At the outset, the Hon'ble Chairman welcomed all the Members to the 13th sitting of the Committee and apprised them of the agenda of the sitting i.e. " Role of Central Public Works Department (C.P.W.D.) in checking unauthorized occupation of government land and colonies and evaluation of their performance in maintaining Government buildings."

3. The Hon'ble Chairman drew the attention of the representatives of RWAs towards maintaining confidentiality in terms of Directions of the Speaker, Lok Sabha. Thereafter, the Committee took oral evidence of the representatives of the Resident Welfare Associations on maintenance of Government residential colonies and evaluation of performance of CPWD.

4. The Committee heard the views of representatives of Resident Welfare Associations regarding their experience on the functioning of CPWD in maintaining their Government Residential Colonies. All the representatives deplored the pathetic conditions of the Government colonies. There were common problems of all RWAs. e.g., maintenance of quarters, drains, peripheral walls and of street lights was not being done regularly. Roads have not been repaired for the last 10 years. Stairs were in dilapidated conditions, ceiling of the quarters were in bad shape leading to seepage everywhere. In rainy seasons roofs give

way to water. The complaints were not being attended to even after bringing the same to the notice of CPWD sewa call centres. They also expressed their grievance over non-availability of officials concerned either in person or on telephone in regard to their complaints. Another major grievance of residents was with the horticulture department of CPWD. The RWAs have also mentioned that whenever CPWD take up the proposal of maintenance, the RWAs were not being consulted. CPWD acts as the facilitator of the contractor. There was no monitoring/checking mechanism in the CPWD.

5. The Committee directed the representatives of Resident Welfare Associations to furnish a written memorandum to the Committee so that these issues could be discussed with CPWD during their next sitting.

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

**MINUTES OF THE FOURTEENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, 27th JUNE, 2013**

The Committee sat on Thursday, the 27th June, 2013 from 1500 hrs. to 1645 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav – Chairman

MEMBERS

LOK SABHA

2. Shri Jayawant Gangaram Awale
3. Shri Mohinder Singh Kaypee
4. Shri Ramesh Kumar
5. Shri P.C. Mohan

RAJYA SABHA

6. Shri Anil Desai
7. Shri Parvez Hasmi
8. Shri Faggan Singh Kulaste
9. Shri Avinash Pande
10. Dr. M.S. Gill

SECRETARIAT

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri R.K. Jain | - | Joint Secretary |
| 2. | Shri D.S. Malha | - | Director |
| 3. | Smt. J.M. Sinha | - | Deputy Secretary |
| 4. | Smt. K. Rangamani N. | - | Under Secretary |

LIST OF WITNESSES

Central Public Works Department (CPWD)

1. Shri V.K. Gupta - Director General, CPWD
2. Shri Vikas Rokade - Addl. DG(TD)
3. Shri Vijay Motwani - Addl. DG(NDR)
4. Shri A.K. Verma - Addl. DG(DR)
5. Shri Prabhakar Singh - Chief Engineer, (NDZ)-I
6. Shri Akhilesh Kumar - Chief Engineer, (NDZ)-II
7. Shri Gurvinder Singh - Chief Engineer, (NDZ)-III/ VII
8. Shri P.K. Singh - Chief Engineer, (NDZ)-IV
9. Shri Veer Sain - Chief Engineer, (NDZ)-V
10. Shri P.K. Garg - Chief Engineer, (NDZ)-VI
11. Dr. B.C. Katiyar - Director(Horticulture)CPWD
12. Shri D.S. Sangwan - SE, DCC-IV, CPWD

MUNICIPAL CORPORATION OF DELHI(MCD)

13. Shri Deepak Hastir - Addl. Commissioner(L&E),
MCD(North zone)
14. Shri Anil Prakash - Engineer-in-Chief, MCD(North Zone)
15. Shri Sanjay Jain - Chief Engineer, MCD(North Zone)
16. Shri R.P. Gautam - Asst. Commissioner(L&E)
17. Shri Devender Kumar - Chief Engineer, MCD(East Zone)
18. Shri Ravi Dass - Engineer-in-Chief, MCD(South Zone)
19. Shri Feroz Ahmad - Chief Engineer, MCD(South Zone)
20. Shri Ranbir Singh - Additional Director, Horticulture,MCD,
East Zone
21. Dr. Alok Singh - Dy. Director(Horticulture)

New Delhi Municipal Council (NDMC)

22. Shri Arun Kumar Mishra - Director(Enforcement)N.D.M.C
23. Shri H.K. Bachauri - Director(Horticulture)NDMC

Resident Welfare Association(RWA)

24. Shri Avinash Chaturvedi - Resident Welfare Association, Flat No. 64-J, CPWD Colony
25. Shri Manoj Sharma - President, RWA(Type-II) Laxmi Bai Nagar
26. Shri S.C. Tyagi - President, RWA(Type-IV) Laxmi Bai Nagar,
27. Shri Hari Om - President, RWA Lodhi Colony
28. Shri Gurcharan Singh - (RWA, C-III), Lodhi Colony
29. Shri Shiv Kumar - President (RWA), Sarojini Nagar
30. Shri Ran Vijay Rao - (RWA), Sarojini Nagar

2. At the outset, the Hon'ble Chairman welcomed all the Members to the 14th sitting of the Committee and apprised them of the importance of the subject " Role of Central Public Works Department (C.P.W.D.) in checking unauthorized occupation of government land and colonies and evaluation of their performance in maintaining Government buildings."

3. The Hon'ble Chairman also welcomed the representatives of CPWD, MCD, NDMC and RWA to the sitting of the Committee and drew their attention towards maintaining confidentiality in terms of Directions 55 (1) of Directions by the Speaker, Lok Sabha.

4. The Committee heard the views of representatives of Resident Welfare Associations regarding their experience on the functioning of CPWD in maintaining their

Government Residential Colonies. All the representatives deplored the pathetic conditions of the Government colonies. They were vociferous about their complaints with regard to maintenance of quarters, drains, peripheral walls and street lights besides roads that have not been repaired for the last 10 years. In addition, they raised their voice about the inefficient complaint redressal mechanism. The representatives of CPWD while denying the charges leveled by the RWAs admitted that some aberration could have happened and promised to look into the problems/grievances personally. They apprised the Committee that they are having better coordination with NDMC and MCD. However, the Committee were not satisfied.

5. The Committee directed the CPWD, NDMC and MCD to hold monthly or bi-monthly meeting with the representatives of Resident Welfare Associations and report the same to this secretariat. The Committee also directed the CPWD to plant traditional trees like Neem and Jamun in the bungalows and on the roads of New Delhi.

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

**MINUTES OF THE FIFTEENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, 18TH JULY, 2013**

The Committee sat on Thursday, the 18th July, 2013 from 1500 hrs. to 1600 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav - Chairman

MEMBERS

LOK SABHA

2. Shri Jayawant Gangaram Awale
3. Shri Anant Gangaram Geete
4. Shri Mohinder Singh Kaypee
5. Shri Ramesh Kumar
6. Dr Sanjeev Ganesh Naik
7. Shri Sonawane Pratap Narayanrao

RAJYA SABHA

8. Shri Pyari Mohan Mohapatra
9. Shri Anil Desai
10. Md. Nadimul Haque
11. Shri Fagan Singh Kulaste
12. Shri Avinash Pande
13. Dr. M.S. Gill

SECRETARIAT

- | | | |
|-------------------------|---|------------------|
| 1. Shri R.K. Jain | - | Joint Secretary |
| 2. Shri D.S. Malha | - | Director |
| 3. Smt. J.M. Sinha | - | Deputy Secretary |
| 4. Smt. K. Rangamani N. | - | Under Secretary |

7. At the outset, Hon'ble Chairman and the Committee paid tribute to the victims of Uttarakhand disaster and death of innocent school children after eating Mid-day meals in Bihar.

8. Thereafter, the Hon'ble Chairman welcomed all the Members of the Committee and representatives of Ministry of Urban Development to the fifteenth sitting of the Committee and apprised representatives about the provisions of Direction 55(1) of Directions by the Speaker regarding maintaining confidentiality of the deliberations of the Committee.

9. The Committee pinpointed various lacunae in the functioning of the CPWD e.g. contract system, collusion of officials with the contractors, dilapidated conditions of Government staff quarters, inaccessibility of CPWD officials, non interaction of CPWD officials with Representatives of RWAs, non-availability of dedicated staff with CPWD for removing encroachments from the Govt. land, decreased credibility of CPWD etc.

10. Secretary, Ministry of Urban Development clarified that CPWD was trying to improve the image of the organization by introducing number of reforms like e-sewa, e-tendering, online monitoring of projects, regular interaction with RWAs etc.

11. Members raised various issues including criticism of the buildings constructed by the CPWD for the Commonwealth Games, substandard material used for constructing Government Buildings and quarters, non-plantation of trees by the Horticulture Department of CPWD, selective maintenance of quarters, inability of CPWD in evicting the encroachment, problems of security in Government residential colonies because of low boundary wall, flooding of sewerage water in the houses along the Mathura Road and

Patiala House, bad conditions of furniture in MPs Flats, complaints of the toll free call center- "SMS are being send to the Complainant of resolution of the complaint even without attending the complaint" etc. Secretary then clarified the queries raised by the Members.

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE SEVENTEENTH SITTING OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (2012-2013).

The Committee sat on Tuesday, the 27th August, 2013 from 1500 hrs. to 1600 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav - **Chairman**

MEMBERS

LOK SABHA

2. Shri Jayawant Gangaram Awale
3. Shri T.K.S. Elangovan
4. Shri Anant Gangaram Geete
5. Shri Mohinder Singh Kaypee
6. Shri Ramesh Kumar
7. Dr. Sanjeev Ganesh Naik
8. Shri Ratan Singh

RAJYA SABHA

9. Shri Pyarimohan Mohapatra
10. Md. Nadimul Haque
11. Shri Avinash Pande
12. Shri Ajay Sancheti
13. Shri Khekiho Zhimomi

SECRETARIAT

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri R.K. Jain | - | Joint Secretary |
| 2. | Shri D.S. Malha | - | Director |
| 3. | Smt. J.M. Sinha | - | Deputy Secretary |
| 4. | Smt. K. Rangamani N. | - | Under Secretary |

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the draft Report on the "Role of Central Public Works Department (C.P.W.D.) in checking unauthorized occupation of government land and colonies and evaluation of their performance in maintaining Government buildings". After deliberations, the Committee adopted the draft Report with slight modifications.

3. The Committee then authorized the Chairman to finalize and present the Report to Parliament.

The Committee then adjourned.
