

THIRTY-SIXTH REPORT
ESTIMATES COMMITTEE
(1986-87)

(EIGHTH LOK SABHA)

MINISTRY OF TRANSPORT
(DEPARTMENT OF SURFACE TRANSPORT)

Action Taken by Government on the Recommendations Contained in the Nineteenth Report of Estimates Committee (Eighth Lok Sabha) on the Ministry of Transport—Border Roads.



DEC 1986

Presented to Lok Sabha on

LOK SABHA SECRETARIAT
NEW DELHI

August, 1986/Srasana, 1988 (5)

Price : Rs. 1.75

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PARITAKH
 12/1/87

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(1986-87)

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STUDY GROUP ON ACTION TAKEN REPORTS OF
ESTIMATES COMMITTEE

(1986-87)

1. Smt. Chandra Tripathi - ~~Chairman~~
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3. Shri G. L. Dogra
4. Shri Ajay Mushran
5. Shri Satyendra Narain Sinha
6. Shri Manoranjan Bhakta
7. Shri Jai Prakash Agarwal
8. Shri Ram Pyare Panika
9. Shri C. Madhav Reddy

INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Thirty-sixth Report on action taken by Government on the recommendations contained in the Nineteenth Report of the Estimates Committee (8th Lok Sabha) on the Ministry of Transport—Border Roads.

2. The Nineteenth Report was presented to Lok Sabha on 19th December, 1985. Government furnished their replies indicating action taken on the recommendations contained in that Report on 16th March, 1986, 7th April, 1986 and 10th June, 1986. The replies were examined and draft report adopted by Estimates Committee at their sitting held on 25th July, 1986.

3. The Report has been divided into following Chapter:—

- (i) Report
- (ii) Recommendations/Observations which have been accepted by Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in Nineteenth Report of Estimates Committee (Eighth Lok Sabha) is given in Appendix. It would be observed that out of 30 recommendations made in the Report, 22 recommendations i.e. about 73 per cent have been accepted by Government. Replies have not been accepted in respect of 5 recommendations i.e. about 17 per cent. Final replies in respect of 3 recommendations i.e. 10 per cent are still awaited.

New Delhi;
November 24, 1986
Agrahayana 3, 1908(S)

CHANDRA TRIPATHI,
Chairman,
Estimates Committee

CHAPTER I

REPORT

1.1 This Report of the Estimates Committee deals with action taken by Government on the recommendations contained in their 19th Report (8th Lok Sabha) on the Ministry of Transport—Borders Roads which was presented to Lok Sabha on 19 December, 1965.

1.2 Action Taken Notes have been received in respect of all the 30 recommendations contained in the Report.

1.3 Action Taken notes on the recommendations of the Committee have been categorised as follows:

- (i) Recommendations/Observations which have been accepted by the Government:—

Sl. Nos. 1, 2, 3, 5, 6, 7, 9, 10, 12, 14, 16, 17, 19, 20, 21, 22, 23, 26, 27, 28, 29 and 30.

(Chapter II—Total 22)

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government replies:—

Nil

(Chapter III—Nil)

- (iii) Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee:—

Sl. Nos. 8, 13, 15, 18 25.

(Chapter IV—Total 5)

- (iv) Recommendations/Observations in respect of which final replies are still awaited:—

Sl. Nos. 4, 11 and 24.

(Chapter V—Total 3)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

*Service Conditions***Recommendation (Sl. No. 8, Para 2.37)**

1.5 The Committee had noted that there had been disparities in the scales of ration, leave, clothing etc. between the Army personnel and GREF personnel working in the Border Roads Organisation. The Committee considered it unfortunate that some of the GREF employees had to form an Association and resort to strike in December, 1979, in violation of Section 21 of the Army Act, 1950 to press their demands for the removal of these disparities. Some of the employees had also to go to Supreme Court for the redressal of their grievances. The Supreme Court in their judgement dated 6 May, 1983 had given a very clear directive that the Government might well consider the advisability of taking steps for ensuring that the disparities, if any, between the terms and conditions of service, such as salary, allowance, ration etc. of Army personnel posted in GREF units and other officers and men in GREF were removed. The Committee noted that in the light of the judgement of Supreme Court some steps had been taken by Government to remove some of the disparities. However, much needed to be done, as disparities existed even after the lapse of more than two and a half years from the date of the judgement of the Supreme Court. The Committee felt that since the Army personnel and the GREF personnel had to work shoulder-to-shoulder in the same conditions and they were both governed by the Army Act, 1950 and Army Rules, 1954, there appeared to be no justification for maintaining disparity in their terms and conditions of service.

1.6 The Ministry of Transport in their reply have stated as follows:—

“A number of welfare measures for improving the service conditions of GREF personnel have been agreed to by the Government after the Supreme Court judgement. A few more proposals are under consideration of the Government.

However, in view of the basic differences in the rules of recruitment, it is not considered feasible to consider absolute parity in terms and conditions of service of Army and GREF. For example, GREF Officers and personnel are Central Government Civilian employees and are governed by Civil Service Regulations for their recruitment, promotion, pay and allowance, removal/dismissal from service etc. their pay and allowance are comparable to those of their counterpart in other Central Ministries/Departments. The Army officers and personnel, on the

other hand, are governed by Army Act and Army Rules for all such purposes.

It is only in the matter of discipline that both GREF and Army officers and personnel are governed by Army Act and Army Rules. Since the civilian GREF and Army employees are governed by two different sets of rules, absolute parity between the two in all respects is not feasible."

1.7 The Committee are not convinced with the reasons advanced by the Ministry for not bringing about uniformity in the terms and conditions of GREF employees and Army Personnel serving in Border Roads Organisation. The Committee strongly feel that in view of the judgement of the Supreme Court and the recommendation made by the Committee, the Ministry should have taken positive steps in the matter of removing any disparities between GREF employees and Army Personnel. In this connection, the Committee would also like to point out that the replies of the Government to the recommendations contained in para 2.37 and para 2.72 of their Report seem to be contradictory in terms. On the one hand the Government have taken the plea that since the Army Act is applicable to the GREF it will not be possible to implement the recommendation contained in para 2.72 about women working in Border Roads and on the other in the case of recommendation contained in para 2.37 about the parity in terms and conditions of GREF Employees and Army personnel they have taken the plea that GREF Personnel are outside the purview of the Army Act. The Committee desire that the Ministry instead of taking a stand on technicalities should consider the recommendation from a human angle and amend the rules if necessary.

1.8 The Committee would reiterate their recommendation contained in para 2.37 and expect the Ministry to implement the same in letter and spirit, and inform the Committee within a period of three months.

Casual Labour

Recommendation (Sl. No. 13, Para 2.72)

1.9 The Committee noted that about 60 percent of the casual labourers working in the Swastik Project were females and the overall position was that 80 per cent of the total casual labour force were males and 20 per cent were females. They further noted that the Recruitment Rules both under the Army Act and GREF did not permit females to be employed in the Organisation. The Committee

see no reasons why the female labourers, who were actually working in various projects on casual basis should not be regularised merely because they happened to be females. They desired the Ministry to review the Recruitment Rules applicable to GREF and see whether these could be amended suitably to end this discrimination on grounds of sex. The Committee felt that conditions of work in GREF should be made known to the women candidates at the time of recruitment and it should be left to them to decide whether they could adjust to those conditions or not.

1.10 The Ministry of Transport in their reply have stated as follows:—

“The recommendation of the Committee regarding review of the Recruitment Rules applicable to GREF to see whether women could be recruited in order to end the discrimination on grounds of sex, has been examined. The position in this regard is that Army Act prohibits employment of women in the Armed Forces of the Union (except in cases of medical and nursing cadres). Since GREF is an integral part of the Armed Forces and also because Army Act is applicable to the GREF, it would not be feasible to recruit women to GREF.”

1.11 The Committee are not convinced with the reasons advanced by the Ministry for non-implementation of the recommendation of the Committee. In this connection, the Committee would like to point out that in reply to the recommendation contained in para 2.37 of the Report, Government have taken the plea that the GREF does not fall within the purview of the Army Act and as such it is not possible to implement that recommendation; whereas in the present case Government have put forth the plea that it is not possible to implement the recommendation about facilities to women working in Border Roads as the GREF is covered by the Army Act. The Committee would like the Government to reconcile the replies to both the recommendations. They would also like the Government to consider whether some exceptions could be provided in the extant Recruitment Rules for the employment of female workers on a regular basis taking into consideration the fact that employment of women by Border Roads is now a fact of life and this is going to continue particularly in Hilly areas.

Medical facilities to Female Workers

Recommendation (Sl. No. 14, Para 2.73)

1.12 The Committee recommended that the Border Roads Organisation should take up with the State Governments concerned the question of providing maternity care and other facilities in or near areas where there was a large concentration of female workers. In addition, the Medical facilities of the GREF should be available to the female workers.

1.13 The Ministry of Transport in their reply have stated as follows:—

“The recommendation of the Committee has been examined. It is found that the female casual labourers are free to avail the medical facilities, maternity care facilities, etc., available in the hospitals run by the State Governments. The medical facilities of the GREF are also available to the female casual labourers.”

1.14 The Committee would like the Ministry to bring to the notice of all the female casual labourers that they are free to avail of the medical facilities, maternity care facilities etc. available in the hospitals run by the State Governments as well as the medical facilities provided in the Army hospitals.

Vigilance Organisation

Recommendation (Sl. No. 15, Para 2.81)

1.15 The Committee considered that an efficient and well-organised system of vigilance in the Border Roads Organisation was a *sine qua non* for safeguarding against any misuse and mis-appropriation of funds and materials, thereby keeping the cost of operations to the minimum. The Committee noted that although the number of cases referred to the vigilance organisation during the last five years was 350, only 11 persons had been found to be guilty. They had suggested that the working of the vigilance organisation should be reviewed to make it more effective and result-oriented. There was also a need for immediate follow up action on the findings of the vigilance organisation in each case referred to it.

1.16 The Ministry of Transport in their reply have stated as follows:—

“As regards the vigilance set up in the Border Roads Organisation, the position is that there is a Chief Vigilance

Officer in the Border Roads Development Board Sectt., who is appointed by the Central Vigilance Commission. In addition to this, there is a Vigilance Officer of the rank of a Brigadier in the Headquarters, Director General Border Roads. Besides, there are Vigilance Officers in each office of Chief Engineers Project Headquarters. All the vigilance activities of the B.R.O. are being closely monitored by the Central Vigilance Commission as well as the Department of Personnel and Training, through the Chief Vigilance Officer. Regular reports and returns on pending cases are also submitted to the Central Vigilance Commission as well as the Department of Personnel and Training. As such, the Vigilance set-up in the Border Roads Organisation is running efficiently as per the guidelines prescribed by Central Vigilance Commission and Department of Personnel and Training."

1.17 While the reply of the Ministry is about the working of the Vigilance Organisation of the Border Roads, it is silent on the question of taking follow up action on the findings of the Vigilance Organisation in each case referred to it. The Committee expect the Ministry to make the working of the Vigilance Organisation fool proof and to ensure that effective follow up action is taken on its findings expeditiously.

Cost Structure

Recommendation (Serial No. 18, para 3.12)

1.18 The Committee noted that the Government had constituted a High Powered Committee to examine the factors responsible for high cost of construction and maintenance of roads in pursuance of the recommendation of the Committee made in their 122nd Report (4th Lok Sabha). The Committee further noted that the High Powered Committee had made a series of recommendations for effectively controlling the cost of construction and maintenance of roads. They, however, were unhappy to find that only 11 recommendations of the High Powered Committee had been implemented so far and another 11 recommendations were stated to be still under examination. The Committee had desired the Government to take final decisions on the pending recommendations without any further loss of time.

1.19 The Ministry of Transport in their reply have stated as follows:

“Out of the 11 recommendations of the High Powered Committee on Cost of construction, which were under examination in October, 1985, action has been finalised in respect of seven recommendations and the remaining four are under active consideration of Government. Every effort is being made to finalise action on the pending recommendations expeditiously.”

1.20 The Committee do not see any reason why it should have taken the Ministry so long in implementing all the recommendations of the high powered Committee. The high powered Committee had given the recommendations as far back as in 1979. The Committee expect the Government to finalise the action to be taken on the remaining four recommendations of the high powered Committee without any further loss of time.

Bhadarwah-Chamba Road

Recommendation (Sl. No. 25, para 4.26)

1.21 The Committee felt that Bhadarwah-Chamba road had also great potential for the economic development of the backward areas not only of Jammu & Kashmir but of Himachal Pradesh as well. The proposal made by Jammu & Kashmir Government for declaring it as a National Highway therefore deserved favourable consideration by Government. In case it was not found feasible to agree to this proposal, Government might consider extending Central financial assistance for improvement of this road.

1.22 The Ministry of Transport in their reply have stated as follows:

“The question of declaring a State Road as National Highway is dependent on the availability of financial resources provided it fits into the criteria laid down for. In spite of the Department having vigorously pursued with the Planning Commission for enhancement of the Central Sector outlay for meeting the pressing requirement emanating from the various State Governments for conversion of State Highways into National Highways, our demand has been drastically pruned down. Against the projected requirement of Rs. 3901 crores for National Highways only

Rs. 1019.75 crores has been provided for the 7th Plan and even out of Rs. 1019.75 crores, only a token provision of Rs. 5.00 crores has been earmarked for declaring new roads as National Highways. In the circumstances it is not possible to take over any new road as National Highway at present in any State, including the road in question.

With regard to the development of the road in question, from Bhadarwah in Jammu & Kashmir to Chamba in Himachal Pradesh by way of Central financial assistance, the Govt. of India had provided financial assistance from time to time in the past under the Central-Aid Programme of State Roads of inter-State or economic importance and from the Central Road Fund with a view to augmenting the infrastructural facilities in the area. Amounts of Rs. 115.00 lakhs and Rs. 65.00 lakhs were sanctioned to both the Jammu & Kashmir and Himachal Pradesh Governments respectively during the Fourth Plan period. In May 1980 and July 1984 the Government of India again agreed to provide grant-in-aid to the tune of Rs. 50.00 lakhs to Jammu & Kashmir and of Rs. 27.50 lakhs for the Himachal Pradesh Government. It is considered that the utilisation of the loan assistance already agreed has gone a long way in improving this road. However, the Central Government is not in a position to render further assistance under any Centrally-sponsored scheme in the current Plan owing to severe financial constraints."

1.23 The Committee would like the Government to reconsider the question of declaring Bhadarwah-Chamba Road as a National Highway in view of the strategic and economic importance of the road. Till that objective is achieved, the Govt. should continue extending some financial assistance for this road.

Future Programmes

Recommendation (Serial No. 26, para 4.30)

1.24 Border Roads Organisation had the existing/planned potential of about 540 kms. of formation cutting/improvement/upgradation and 1265 kms. of surfacing/resurfacing. Accordingly the organisation proposed to complete the future programme of work indicated to them by the user agency in the next 8 years. The Committee had desired the Government to consider raising the capacity of the Border Roads Organisation to handle heavier work-load and

complete the projects assigned to them earlier than envisaged as with the passage of time the cost of construction was likely to escalate.

1.25 The Ministry of Transport in their reply have stated as follows:—

“The existing potential of Border Roads Organisation will enable it to execute construction/improvement of about 540 kms. of road, surfacing of 1265 kms. of roads, construction of the necessary permanent works such as protective works, culverts, minor bridges, etc., and maintenance of about 16,000 kms. of road already constructed. Acceleration of the pace of works would require additional resources in men and equipment. Certain proposals have since been initiated to speed up the works, both in respect of Army and other agencies. After these proposals are approved by Government, the pace of works of the Organisation will be accelerated.”

1.26 The Committee expect the Government to place at the disposal of Border Roads Development Board additional resources in men and equipment so that the Border Roads Organisation could carry on its activities vigorously, smoothly and efficiently and the projects assigned to them could be completed earlier than envisaged as with the passage of time the cost of construction gets escalated.

Bridging Units

Recommendation (Sl. No. 27, para 4.34)

1.27 The Committee were distressed to note that the construction of long span bridges of about 30 metres or more was lagging behind mainly due to non-response from private contractors, reluctance of such contractors to undertake works in remote and forward areas, and exorbitant quotation of costs. The Committee had, therefore, strongly recommended that not only the present two sub-soil investigations, design and planning units be converted into bridging units as proposed, but more such units should be created so that maximum work could be handled departmentally and the dependence on the private contractors was minimised.

1.28 The Ministry of Transport in their reply have stated as follows:—

“With a view to accelerating bridge construction activities in BRO. a beginning has been made for creating departmen-

tal bridge construction expertise. Accordingly, two investigation and design items for bridge works were sanctioned in August, 1985, so that the preliminary requirement of completing investigation and design of the bridge is done. The units required for actual construction/execution of works are to be sanctioned after full data is collected by the investigation teams. BRO had already collected substantial hydrological data through Geological Survey of India, etc. As raising of any unit and procurement of equipment take considerable time, a proposal has been mooted for the sanction of 2 bridge construction companies and the required equipment, so that construction activities can commence from 1987-88. This proposal is now under consideration of Govt."

1.29 The Committee would like to be apprised of the final decision taken on the question of creation of two Bridge Construction Companies.

Implementation of recommendations

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

1.31 The Committee desire that reply in respect of the recommendations contained in Chapter V of the Report may be finalised and final reply of the Government furnished to Committee expeditiously.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 1, Para 1.13)

The Committee note that the Border Roads Development Board has as its Chairman, the Prime Minister. This is probably because the Prime Minister also holds the Defence portfolio. The Committee also note that the composition of the Board does not indicate any of its members as its Dy. Chairman, although originally when the Board was set up for the first time in March 1960, it had a Dy. Chairman also. The Defence Secretary has not been able to inform the Committee the reasons for not appointing any member of the Board as its Dy. Chairman and only maintained that the need for Dy. Chairman had never been felt as the date and time of meetings of the Board were fixed in consultation with the Chairman. Although the Defence Secretary expressed the view before the Committee that the existing composition of the Board was satisfactory, the Committee feel that it may facilitate the working of the Board if a Dy. Chairman is also designated to discharge the functions of the Chairman if the latter is absent or otherwise unable to Chair a particular meeting of the Board.

Reply of Government

Raksha Rajya Mantri (A) has since been nominated as Deputy Chairman of the Border Roads Development Board. A copy of Memorandum No. 5(1)/BRDB/P&C/62, dated 28 November, 1965, issued on the subject is enclosed (Annexure I).

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1966]

Recommendation (Serial No. 2, para 1.18)

The Committee were informed during evidence that the Border Roads Development Board meets once a year. The Board, being a high-powered body, has to take major decisions involving heavy financial commitments on project proposals of strategic importance. Besides, the Board is required to review the reports brought before it regarding the progress of works on individual projects. It is

hardly believable that it would be possible for the Board meeting only once a year, to devote adequate time and attention to highly important matters accumulated over the past year for its consideration and decision. The Committee are of the firm view that if the Board is to discharge its functions effectively, its meetings have to be more often than once in a year.

Reply of Government

The above recommendation was considered by the Border Roads Development Board in its 1st (86) meeting held on 22nd May, 1986. It was decided that the meetings of the Border Roads Development Board would hereafter be held twice a year.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 3, para 1.19)

The Committee do not appreciate the absence of members from the meetings of the Board, specially when the Board had been meeting only once a year. The very idea of membership of the Board being made high powered appears to have been that matters coming up before the Board should receive consideration at the highest level representing different Ministries, Organisations and user interests concerned. Further, when membership of the Board is specific, it is not clear how any other officer could deputise for a senior officer unless he himself has the designation as mentioned in the Government order constituting the Board. The perfunctory attendance at the meetings of the Board indicates that the members have not been giving as much importance and attention to the Board and to the matters coming before it as they deserved. The Committee expect all the members of the Board to attend all its meetings personally so that they are able to give full and final picture and make final commitments on behalf of their departments on the matters coming up before the Board for consideration. The Committee would like their observations to be brought to the notice of all the members of the Border Roads Development Board.

Reply of Government

The recommendation of the Estimates Committee has been brought to the notice of all the Members of the Border Roads Development Board. A copy of the Note dated 17-1-86 sent to all the Members of the Board is attached. (Annexure II).

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 5, para 2.10)

The Committee trust that the progress reports in respect of projects in hand received from various field formations are being scrutinised carefully and quickly on receipt so that the factors responsible for the delay in the execution of any work are identified well in time and necessary corrective measures taken in the matter promptly.

Reply of Government

The Directorate General Border Roads, submit quarterly reports to the Border Roads Development Board Secretariat regarding the progress of works included in the Annual Works Plans of Border Roads Organisation. These reports are submitted Projectwise. These reports are analysed in BRDB Sectt. and shortfalls, wherever they occur, are identified. The reports, alongwith the detailed analysis are submitted to Defence Secretary/RRM(A), (Deputy Chairman). The short-falls are promptly brought to the notice of Director General Border Roads, so that he, in turn, advises the various projects to take timely remedial measures in order to fulfil the targets planned for the year.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 6, para 2.25)

The Committee are distressed to find that very large number of posts, both in Officer and Subordinate cadres (technical and non-technical), are lying vacant in the Border Roads Organisation. This must be affecting adversely the efficiency of the organisation and the orderly and timely progress of projects. The Committee have been informed of the measures taken to tide over the situation. As the vacancies are persisting and the organisation is not able to attract sufficient number of persons it is obvious that these measures are not adequate. The Committee would like the BRDB to conduct an in-depth study to identify the reasons as to why persons are not coming forward to join the services of the Border Roads Organisation, when there is an acute unemployment problem in the country. The result of this study should be earnestly followed up. The unattractive features of the services in the Border Roads Organisation should be adequately compensated by improving the pay structure and service conditions of GREF personnel. The Committee would also like the Board to launch a

systematic and sustained publicity campaign for attracting the unemployed youth to the services of the Border Roads Organisation through mass media like Radio, T.V. and the Press. The visits of Mobile Recruitment Units should be so programmed as to cover all the States and Union Territories especially the remote and inaccessible areas. These visits should be preceded by adequate publicity of the programme of visit and the type of personnel proposed to be recruited.

Reply of Government

As suggested by the Estimates Committee in their recommendations, an indepth study to identify the reasons for deficiency in Border Roads Organisation, has been made. The main reasons for deficiencies are as under:—

(i) Officers:

Most of the vacancies in the officers cadre are in the grade of AEE(Civil), for which U.P.S.C. is the recruiting agency. U.P.S.C. have not been able to recommend adequate number of candidates to fill the vacancies as have been demanded by us from time to time.

(ii) Subordinates:

About 50 per cent of the vacancies in the subordinates cadres pertain to the post of Pioneers. In addition, quite a number of vacancies in the technical cadres also exist in posts reserved for members of Scheduled Castes and Scheduled Tribes.

2. The efforts taken by the Border Roads Organisation to fill up the deficiencies are as follows:—

(i) Officers:

A study revealed that U.P.S.C. is unable to recommend the required number of candidates as Assistant Executive Engineer (Civil) through *ad hoc* recruitment, because the qualification prescribed for the recruitment includes 2 years experience. It is expected that after the amendment is carried through, U.P.S.C. will be able to provide more candidates, to the Border Roads Organisation, since these candidates will be fresh candidates and not candidates with 2 years experience.

(ii) Subordinates:

As regards filling up of deficiencies of Pioneers, the process of recruitment is now continuing, the result of which is quite encourag-

ing so far and when the process of recruitment will be completed, it is likely that a large number of the vacancies of Pioneers would have been filled.

As regards the deficiencies in the quota reserved for Scheduled Castes/Scheduled Tribes, in addition to the recruitment which has just been completed, action is also in hand to dereserve a number of posts for which adequate number of SC/ST candidates are not forthcoming, in consultation with the Commissioner of Scheduled Castes and Scheduled Tribes.

3. In addition to what has been stated above, efforts are also continuing to send more and more Mobile Recruiting Teams to various places where large number of eligible candidates are available for making on-the-spot recruitment. Adequate publicity campaign for attracting the unemployed youths to the services of the B.R.O. is also being taken in the following manner:—

- (i) Preparation of a revised Brochure incorporating the latest improvements in the service conditions and circulating those to Employment Exchanges, ITIs, Engineering Colleges, etc.;
- (ii) Arrangement of Radio talks at local stations by the Chief Engineers of B.R.O. Projects;
- (iii) Publishing career prospects in B.R.O. in local newspapers, including vernacular newspapers; and
- (iv) Authorising the Chief Engineers of Projects to make on-the-spot recruitment, in consultation with the GREF Centre, Pune.

4. With all the above mentioned sustained efforts, it is expected that the deficiencies will be reduced considerably.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Sl. No. 7, para 2.26)

The Committee consider that proportionately more civil personnel should be inducted in the services of the Border Roads Organisation at all levels, so that service officers are relieved to devote themselves to Service requirements. They learn that a proposal is already under way in this regard and the matter is being shortly put up to the Cadre Review Committee for approval. The committee hope that the final decision in the matter would be taken urgently.

Reply of Government

The Cadre Review proposals have already been formulated and sent to the Department of Personnel and Training for acceptance. According to the Cadre Review proposals, the manning percentage of officers of Army and GREF (civilians) in the Border Roads Organisation will be as under:—

	Existing ratio		Proposed ratio	
	Army	GREF	Army	GREF
Brig./ CE Grade-I	75%	25%	61%	39%
Col./CE Grade-II	75%	25%	14%	86%
Lt. Col./Superintending Engineer	50%	50%	50%	50%
Major/Executive Engineer	42%	58%	33%	67%
Capt./Asstt. Executive Engineer	20%	80%	21%	79%
Assistant Engineer		100%		100%

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 9, para 2.46)

The Committee note that the number of Officials being imparted training at Recruitment-cum-Training Centre, Pune, has come down substantially in the years 1984-85 and 1985-86. This naturally should have resulted in under utilisation of the capacity of the Institute. The Committee need not emphasise that systematic and purposeful training can go a long way in toning up the employees and improving their skills to the benefit of both the employees and the employer organisation. It is, therefore, imperative that all the training programme should be properly chalked out and implemented so that the employees are exposed to the modern and latest techniques of road construction and maintenance and management general as well as technical, of the projects handled by the BRO. The Committee further recommend that short-term refresher courses in various disciplines for the officers|employees should also be arranged at regular intervals. The Committee would also like Government to step up the intake of the Recruitment-cum-Training Centre, Pune to optimum level so that its capacity is fully utilised.

Reply of Government

The recommendations of the Committee regarding full utilisation of Recruitment and Training Centre, Pune, and exposure of GREF employees to the modern and latest techniques of road construction

and maintenance and management have been noted for compliance. Short-term refresher courses in various disciplines for the officers staff are also being arranged at regular intervals. All the projects/units of the B.R.O. have been instructed to ensure that the training vacancies allotted to them are fully utilised and that surrender of any such vacancy will not be accepted. (In 1984-85, some training vacancies remained un-utilised).

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 10, paras 2.52 to 2.53)

The Committee note that there are only 15 temporary employees in category 'C' who have put in more than three years service and have not yet been made quasi-permanent and that their cases are 'under-consideration'. The Committee would like the Government to quickly finalise their cases.

The Committee trust that the officers and staff are also being made permanent as soon as vacancies arise and that there is no undue delay in this regard.

Reply of Government

The cases of 15 temporary employees in category 'C' have since been finalised.

The Officers and staff are also being made permanent as soon as vacancies arise and it is confirmed that there is no undue delay in this regard.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 12, para 2.71)

The Committee recommend that recruitment to non-skilled Group 'D' posts in GREF should be made largely from the casual labourers deployed in various projects if they fulfil the medical standard of fitness prescribed. The casual workers possessing the minimum basic qualifications and skills should be encouraged to join, and preferred for appointment to Group 'C' posts. Such personnel can be given on-the-job-training to improve their skills and standards.

Reply of Government

Instructions have already been issued to Commander, GREF Centre, Pune, for giving preference to serving casual labourers for

regular appointment to Group 'D' posts. In fact, in the latest advertisement for filling up the post of Pioneers, it has been clearly stipulated that preference will be given to serving casual labourers in the Border Roads Organisation.

These casual labourers are being given age relaxation as well as relaxation in respect of educational qualifications for recruitment to the Border Roads Organisation.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 14, para 2.73)

The Committee also recommend that the Border Roads Organisation should take up with the State Governments concerned the question of providing maternity care and other facilities in or near areas where there is a large concentration of female workers. In addition, the Medical facilities of the GREF should be available to the female workers.

Reply of Government

The recommendations of the Committee has been examined. It is found that the female casual labourers are free to avail the medical facilities, maternity care facilities, etc., available in the hospitals run by the State Governments. The medical facilities of the GREF are also available to the female casual labourers.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Comments of the Committee

please see para 1.14 of chapter I.

Recommendation (Serial No. 16, para 2.89)

The Committee note that the pendency of pension cases pertaining to retired GREF personnel with CDA (Pension) was 1168 in 1981, 305 on 1-7-1985 and only 13 on 1.11.85. While appreciating the steps taken and efforts made to clear the arrears of pension cases, the Committee emphasise the need for so streamlining the procedures and systems that the pension cases are finalised within a specified period, say within three months of the retirement and that no further arrears are created. The Committee feel that it is not impossible to introduce the ideals system under which a retired person starts getting his pension from the month following his retirement. This can be feasible if action to complete the service book and service

records is initiated about a year before the retirement of the individual and complete papers are put up to the pension sanctioning authority before the person actually retires.

Reply of Government

Instructions have since been issued to complete the service book and service records six months before the date of retirement of a GREF employee and put up the complete papers to the CDA (Pensions), Allahabad as recommended by the Committee.

Besides, an administrative frame work has been worked out, which stipulates that an employee proceeding on superannuation pension should carry with him the sanction of his pension so that he starts getting pension from the month following his retirement. The working of this system is being regularly monitored and wherever any bottle-neck is observed, the same is being removed.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 17, para 3.6)

The Committee note that the budget estimates as originally formulated under various heads of expenditure had to be substantially revised subsequently during each of the last five years. They desire that at the initial stages of formulation of budget estimates, an in-depth study of the resources available and the capacity of the Border Roads Organisation to utilise these resources in consonance with the work-load should be made so that the budget estimates are formulated on a realistic basis, thus obviating the need to substantially revise them.

Reply of Government

Instructions have been issued to the Directorate General Border Roads that Budget Estimates are formulated on realistic basis so that the need to substantially revise them subsequently is obviated.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 19, para 3.13)

The Committee note that the monthly evaluation of the work in progress is done by the Task Force Commander and quarterly evaluation reports are sent to the Chief Engineers and Directorate General of Border Roads. The Committee need hardly stress that the returns on receipt should be immediately and critically analysed

so as to ensure that the factors responsible for hampering the work and thereby resulting in the cost escalation, are dealt with promptly and effectively.

Reply of Government

The observations of the Committee have been noted. The cost control returns received from the various Projects are analysed critically in the Directorate General Border Roads and thereafter by the Technical Examiner in the BRDB Secretariat. The factors responsible for hampering the work, if any, are identified and prompt and effective corrective measures taken.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 20, para 4.10)

The Committee are happy to note that by and large the Border Roads Organisation has been able to complete the construction of certain important roads within the stipulated period. The Committee feel that to quicken the pace of development, the construction/maintenance of roads should be progressively mechanised.

Reply of Government

The Border Roads Organisation executes road construction works by using machines as well as human labour. As compared to other road construction departments, Border Roads Organisation is more mechanised. Nevertheless, efforts on updating technology and adoption of improved mechanisation continue to be made as an on-going exercise in the organisation. The Prime Minister has also recently suggested that Border Roads Organisation should evolve new technologies and new methods to see that less time is taken to construct roads, especially, in hilly areas so that the roads remain open as long as possible (clear of slides, snow, etc.) and the roads should be made such that they do not need much repairs. He also suggested that measures should be taken to improve the quality and performance of Border Roads Organisation. As the suggestions of the Prime Minister involve general policies on new technologies for road development, Department of Surface Transport has been requested to set up a Technical Committee with representatives from Technical Ministries and Organisations. This Committee is being set up under the Chairmanship of Additional Director General (Roads Development), Department of Surface Transport, with representatives from Central Road Research Institute; Indian Road

Construction Corporation Ltd., Department of Environment and Director General, Border Roads.

[BRBD OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 21, para 4.11)

The Committee would like the Government to consider whether in the exigencies of work, an approach road, immediately linking the main road to be constructed by the Border Roads Organisation could also be taken over for maintenance by the Border Roads Organisation temporarily till the construction of the main road is completed so that the main work is not hampered due to the poor maintenance of the approach road.

Reply of Government

The Border Roads Organisation are generally entrusted with road construction works in forward border areas. They are, therefore, dependent for their *logistics* on the rear approach roads/links. In some cases such rear links are in poor state of maintenance. It would be appropriate that such approach roads forming the rear links to the main artery/road are maintained in good repairs by the State Government/Union Territory concerned. In case the State Governments are unable to maintain such roads for unavoidable reasons, the question of taking over such road would be examined, in the exigencies of work. However, as this would involve additional financial outlay on the part of Border Roads Organisation, each case will require to be considered on merits.

[BRBD OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 22, para 4.12)

To avoid damage to roads by excess load carrying trucks the Committee would like the Ministry of Transport (Department of Surface Transport) to take up with the Ministry of Heavy Industry the question of manufacture of trucks and other heavy load bearing transport with a suitable number of rear axles. The feasibility of installing weigh bridges at suitable locations on the National Highways to detect and prevent plying of trucks carrying loads beyond a limit should also be examined in consultation with the State Government.

Reply of Government

The country already manufactures multi-axled vehicles and tractors-trailers combination. The question of popularising such

vehicles by various measures has been taken up by the Roads Wing with other Departments and Ministries and vehicle manufacturers.

In order to exercise effective check on over-loading of commercial vehicles beyond the prescribed laden weight, portable weigh-bridges are being procured by the Government of India. These will form a part of the equipment of Traffic Aid Posts set up under the National Highway Patrolling Scheme, already in operation along the selected National Corridors.

[Ministry of Transport, Department of Surface Transport (Roads Wing) OM No. RW/NH.III/Coord/3I/86 dated 7th April, 1986]

Recommendation (Serial No. 23, para 4.24)

The Committee are unhappy to learn that the work on the National Highway Nos. 52, 53 and 54 could only be started after February, 1982 even though these roads had been declared as National Highways as early as September, 1980. This shows that the Ministries concerned and the agencies involved in the execution of the works have handled this matter in a leisurely fashion. Government should fix the target dates for the upgradation of these roads to National Highways standard immediately and strictly adhere to these targets.

Reply of Government

The three roads in question were declared as National Highways in September, 1980. Prior to this, the roads were being developed to Class IX specifications as an Army requirement.

Before executing the works for upgradation of these roads to National Highways standards, the following issues were required to be determined:—

- (a) The prevailing status and the improvement works to be executed to bring these roads to National Highways standards,
- (b) Decision about the executing agency, and
- (c) The mode of funding the works.

3. The question of funding the upgradation of the roads (from Class IX to National Highways specifications) was considered in a meeting of Secretaries Committee held in June, 1981, when it was decided that additional funds required would be provided by the

erstwhile Ministry of Shipping and Transport to the Border Roads Development Board.

4. A Technical Board of Officers was set up to assess the scope of work to be executed in respect of these roads. Pending detailed survey of the roads by the Technical Board, the development of the National Highways was included in the Border Roads Development Board programme in February, 1982. Immediately, thereafter, the construction/improvement of the roads was taken on hand. Till March, 1986, the following sanctions have been issued for execution of developmental works on these Highways:—

N.H. 52	Rs. 22.90 crores
N.H. 53	Rs. 14.87 crores
N.H. 54	Rs. 20.08 crores

5. The Technical Board of Officers subsequently assessed the cost of the development of the roads at Rs. 185 crores. The works have since been re-included in the B.R.D.B. programme at the revised cost. It has been planned to execute work amounting to Rs. 20 crores during 1986-87.

6. According to the present planning the probable dates of completion of works on these Highways are as under:—

N.H. 52	1990
N.H. 53	1990
N.H. 54	1990

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation Serial No. 26, para 4.30)

Border Roads Organisation has the existing/planned potential of about 540 kms. of formation cutting/improvement/upgradation and 1265 kms of surfacing/resurfacing. Accordingly the organisation proposes to complete the future programme of work indicated to them by the user agency in the next 8 years. The Committee would like the Government to consider raising the capacity of the Border Roads Organisation to handle heavier work-load and complete the projects assigned to them earlier than envisaged as with the passage of time the cost of construction is likely to escalate.

Reply of Government

The existing potential of Border Roads Organisation will enable it to execute construction/improvement of about 540 kms of road, surfacing of 1265 kms of roads, construction of the necessary permanent works such as protective works, culverts, minor bridges, etc., and maintenance of about 16,000 kms of road already constructed. Acceleration of the pace of works would require additional resources in men and equipment. Certain proposals have since been initiated to speed up the works, both in respect of Army and other agencies. After these proposals are approved by Government, the pace of works of the Organisation will be accelerated.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Comments of the Committee

Please see Para 1.26 Chapter I.

Recommendation (Serial No. 27, para 4.34)

The Committee are distressed to note that the construction of long span bridges of about 30 meters or more is lagging behind mainly due to non-response from private contractors, reluctance of such contractors to undertake works in remote and forward areas, and exorbitant quotation of costs. The Committee, therefore, strongly recommend that not only the present two sub-soil investigations, design and planning units be converted into bridging units as proposed, but more such units should be created so that maximum work could be handled departmentally and the dependence on the private contractors is minimised.

Reply of Government

With a view to accelerating bridge construction activities in BRO, a beginning has been made for creating departmental bridge construction expertise. Accordingly, two investigation and design teams for bridge works were sanctioned in August, 1985, so that the preliminary requirement of completing investigation and design of the bridge is done. The units required for actual construction/execution of works are to be sanctioned after full data is collected by the investigation teams. BRO had already collected substantial hydrological data through Geological Survey of India, etc. As raising of any unit and procurement of equipment take considerable time, a proposal has been mooted for the sanction of 2 bridge construction companies and the required equipment, so that con-

struction activities can commence from 1987-88. This proposal is now under consideration of Govt.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Comments of the Committee

Please see para 1.29 of Chapter I.

Recommendation (Serial No. 28, para 4.43)

The Committee note that as in 1984-85, the Border Roads Organisation had a total entry of stores to the tune of Rs. 11200.79 lakhs at book value and of Rs. 7673.10 lakhs at the depreciated value. They also note that the value of unserviceable equipment number 1006 as on 1-4-1985 with book value of Rs. 875 lakhs and the depreciated value of Rs. 43.17 lakhs. The Committee are unable to appreciate why so many unserviceable items of equipment are lying with the Border Roads Organisation. Keeping unserviceable equipment for long periods results in over capitalisation and blocking of valueable space besides reducing of the equipment. The Committee therefore desire that survey should be made of all such items and these be disposed off without delay. The Committee expect to be informed of the progress made in this regard in six months time.

Reply of Government

Disposal of unserviceable equipment were being done by Dte. General Supplies and Disposals till 31-3-1985. Thereafter, in pursuance of recommendations made by the Department of Administrative Reforms, which were examined by an empowered Committee of the Department of Supply in association with the officers of the stockholding Departments on the Civil side, it was decided by the Department of Supply to delegate full powers to civil departments (including para-military organisations) to dispose of the surpluses of all types of stores irrespective of the book value under their own arrangements with effect from 1-4-1985. According to the decision of Department of Supply, the various Civil Departments were not required to project their surplus reports to DGS&D after 1-1-1985 for disposal. The surplus reports already received by DGS&D up to 1-1-1985 would be processed and disposed off by DGS&D by 31-3-85 and if any case a particular type of store was not disposed off by DGS&D by 31-3-1985, the same should revert to the Stock Holding Departments for direct disposal.

Having regard to the above decision of the Department of Supply, the BRO formulated a detailed procedure for disposal of their unserviceable stores. The draft procedure covering the entire gamut of disposal of unserviceable|surplus equipment was submitted by DGBR in May, 1985. The procedure was thereafter examined by BRDB in consultation with the Ministry of Defence (Finance). The finalised procedure was promulgated in January, 1986. The various project authorities of the Border Roads Organisation would require sometime to familiarise themselves with the new procedure for disposing of their surplus/unserviceable equipment. Consequently there was a set-back in the disposal of unserviceable equipment during 1985-86. Bulk of the disposable equipment is expected to be auctioned/disposed off in 1986-87.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 29, para 4.44)

The Committee would like utmost attention being given to maintenance of the machinery, tools, plants and equipment available with the Border Roads Organisation. Through proper and effective maintenance only, the life of equipment as well as its operational efficiency can be maintained in the optimum level.

Reply of Government

The observations of Estimates Committee have been noted. The Border Roads Organisation already gives considerable importance to proper maintenance of its Plants, Machinery, equipment and vehicles. The various aspects of maintenance are periodically discussed in the Chief Engineers Conference of Border Roads Organisation and appropriate instructions issued to the user units. These instructions lay stress on preventive maintenance, periodical inspection|surprise checks, training of operators and maintenance personnel, prompt break-down maintenance and record keeping.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 29, para 4.45)

Adequate storage facilities and security arrangements are necessary for the proper upkeep and preservation of stores. The Committee trust that this aspect pointed out by the Vigilance Organisation is being attended to by the Border Roads Organisation.

Reply of Government

The observations of the Committee have been noted. The position is that the Border Roads Organisation are seized of the need for adequate storage facilities, proper upkeep and preservation of costly equipment and stores and the security thereof. These aspects are constantly kept under review in order to ensure continued effectiveness of the system.

2. Director General Border Roads has also issued instructions to Chief Engineers of the various projects emphasising the urgent need to careful observance of the existing instruction on the subject.

[BRDB OM No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 30, para 4.50)

The Committee are distressed to find that as many as 91 cases of the total depreciated value of Rs. 46 lakhs are still awaiting sanction for being written off. Among them are cases older than even 1979-80. The Committee would like a crash programme to be launched for investigation and finalising action on these cases within the next six months. The Committee would like to be informed of the progress made in this direction.

Reply of Government

The year-wise break up of the 91 cases mentioned in this recommendation is indicated below:—

Year	No. of cases	Amount (Rs. in lakhs)
up to 1979-80	41	24.31
1980-81	8	3.99
1981-82	21	11.12
1982-83	3	1.55
1983-84	9	2.28
1984-85	9	2.74
	91	45.99

2. Special drive for clearance of the outstanding cases has been initiated and 36 cases with a cumulative value of Rs. 17.46 lakhs have been settled till April, 1986. The remaining 55 cases amounting to

Rs. 28.53 lakhs, which are outstanding, are being pursued vigorously to settle the same at the earliest. The details of the settled and outstanding cases at present are given below:—

Year	Settled No. of Cases	Outstanding	
		Amount (Rs in lakhs)	No. of Cases (Rs in lakhs)
up to 1979-80	17	9.84	24 14.47
1980-81	2	0.02	6 3.97
1981-82	11	5.68	10 5.44
1982-83	2	0.10	1 1.45
1983-84	4	1.82	5 0.46
1984-85	—	—	9 2.74
Total—	36	17.46	55 28.53

[BRBD O.M. No. F8(I)/BRDB/P&C/EC/86, dated 10th June, 1986]

CHAPTER III

RECOMMENDATIONS|OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT REPLIES

--NIL--

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH THE GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 8, para 2.37)

The Committee note that there are disparities in the scales of ration, leave, clothing etc. between the Army personnel and GREF personnel working in the Border Roads Organisation. The Committee consider it unfortunate that some of the GREF employees had to form an Association and resort to strike in December, 1979, in violation of Section 21 of the Army Act, 1950 to press their demands for the removal of these disparities. Some of the employees had also to go to Supreme Court for the redressal of their grievances. The Supreme Court in their judgement dated 6 May, 1983 gave a very clear directives that the Government might well consider the advisability of taking steps for ensuring that the disparities, if any, between the terms and conditions of service, such as, salary, allowance, ration etc. of Army personnel posted in GREF units and other officers and men in GREF are removed. The Committee note that in the light of the judgement of Supreme Court some steps have since been taken by Government to remove some of the disparities. However, much needs to be done, as disparities still exist even after the lapse of more than two and a half years from the date of the judgement of the Supreme Court. The Committee feel that since the Army personnel and the GREF personnel are to work shoulder-to-shoulder in the same conditions and they are both governed by the Army Act, 1950 and Army Rules, 1954, there appears to be no justification for maintaining disparity in their terms and conditions of service.

Reply of Government

A number of welfare measures for improving the service conditions of GREF personnel have been agreed to by the Government after the Supreme Court judgement. A few more proposals are under consideration of the Government.

2. However, in view of the basic differences in the rules of recruitment, it is not considered feasible to consider absolute parity in terms and conditions of service of Army and GREF. For example,

GREF officers and personnel are Central Government Civilian employees and are governed by Civil Service Regulations for their recruitment, promotion, pay and allowance, removal/dismissal from service etc. their pay and allowance are comparable to those of their counterpart in other Central Ministries/Departments. The Army officers and personnel, on the other hand, are governed by Army Act and Army Rules for all such purposes.

It is only in the matter of discipline that both GREF and Army officers and personnel are governed by Army Act and Army Rules. Since the civilian GREF and Army employees are governed by two different sets of rules, absolute parity between the two in all respects is not feasible.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 13, para 2.72)

The Committee note that about 60 per cent of the casual labourers working in the Swastik Project are females and the overall position is that 80 per cent of the total casual labour force are males and 20 per cent are females. They further note that the Recruitment Rules, both under the Army Act and GREF do not permit females to be employed in the Organisation. The Committee see no reasons why the female labourers, who are actually working in various projects on casual basis should not be regularised merely because they happen to be females. They would like the Ministry to review the Recruitment Rules applicable to GREF and see whether these could be amended suitably to end this discrimination on grounds of sex. The Committee feel that conditions of work in GREF should be made known to the women candidates at the time of recruitment and it should be left to them to decide whether they could adjust to those conditions or not.

Reply of Government

The recommendation of the Committee regarding review of the Recruitment Rules applicable to GREF to see whether women could be recruited in order to end the discrimination on grounds of sex, has been examined. The position in this regard is that Army Act prohibits employment of women in the Armed Forces of the Union (except in cases of medical and nursing cadres). Since GREF is an integral part of the Armed Forces and also because Army Act is applicable to the GREF, it would not be feasible to recruit women to GREF.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 15, para 2.81)

The Committee consider that an efficient and well-organised system of vigilance in the Border Roads Organisation is a *sine qua non* for safeguarding against any misuse and mis-appropriation of funds and materials, thereby keeping the cost of operations to the minimum. The Committee note that although the number of cases referred to the vigilance organisation during the last five years was 350, only 11 persons have been found to be guilty. They suggest that the working of the vigilance organisation should be reviewed to make it more effective and result-oriented. There is also a need for immediate follow-up action on the findings of the vigilance organisation in each case referred to it.

Reply of Government

As regards the vigilance set up in the Border Roads Organisation, the position is that there is a Chief Vigilance Officer in the Border Roads Development Board Sectt., who is appointed by the Central Vigilance Commission. In addition to this, there is a Vigilance Officer of the rank of a Brigadier in the HQrs. Director General Border Roads. Besides, there are Vigilance Officers in each office of Chief Engineers Project HQrs. All the vigilance activities of the B.R.O. are being closely monitored by the Central Vigilance Commission as well as the Department of Personnel and Training, through the Chief Vigilance Officer. Regular reports and returns on pending cases are also submitted to the Central Vigilance Commission as well as the Department of Personnel and Training. As such, the Vigilance set-up in the Border Roads Organisation is running efficiently as per the guidelines prescribed by Central Vigilance Commission and Department of Personnel and Training.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86. dated 10th June, 1986]

Recommendation (Serial No. 18, para 3.12)

The Committee note that the Government constituted a High Powered Committee to examine the factors responsible for high cost of construction and maintenance of roads in pursuance of the recommendation of this Committee made in their 122nd Report (4th Lok Sabha). The Committee further note that the High Powered Committee made a series of recommendations for effectively controlling the cost of construction and maintenance of roads. They, however, are unhappy to find that only 11 recommendations of the High Powered Committee have been implemented so far and another 11 recommendations are stated to be still under examination.

The Committee would like the Government to take final decisions on the pending recommendations without any further loss of time.

Reply of Government

Out of the 11 recommendations of the High Powered Committee on Cost of construction, which were under examination in October, 1985, action has been finalised in respect of seven recommendations and the remaining four are under active consideration of Government. Every effort is being made to finalise action on the pending recommendations expeditiously.

[BRDB O.M. No. F. 8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 25, para 4.26)

The Committee feel that Bhadarwah-Chamba road has also great potential for the economic development of the backward areas not only of Jammu & Kashmir but of Himachal Pradesh as well. The proposal made by Jammu & Kashmir Government for declaring it as a National Highway therefore deserves favourable consideration by Government. In case it is not found feasible to agree to this proposal, Government may consider extending Central financial assistance for improvement of this road.

Reply of Government

The question of declaring a State Road as National Highway is dependent on the availability of financial resources provided it fits into the criteria laid down for. In spite of the Department having vigorously pursued with the Planning Commission for enhancement of the Central Sector outlay for meeting the pressing requirement emanating from the various State Governments for conversion of State Highways into National Highways, our demand has been drastically pruned down. Against the projected requirement of Rs. 3901 crores for National Highways only Rs. 1019.75 crores has been provided for the 7th Plan and even out of Rs. 1019.75 crores, only a token provision of Rs. 5.00 crores has been earmarked for declaring new roads as National Highways. In the circumstances it is not possible to take over any new road as National Highways at present in any State, including the road in question.

2. With regard to the development of the road in question, from Bhadarwah in Jammu & Kashmir to Chamba in Himachal Pradesh

by way of Central financial assistance, the Government of India had provided financial assistance from time to time in the past under the Central-aid Programme of State Roads of inter-State or economic importance and from the Central Road Fund with a view to augmenting the infrastructural facilities in the area. Amounts of Rs. 115.00 lakhs and Rs. 65.00 lakhs were sanctioned to both the Jammu & Kashmir and Himachal Pradesh Governments respectively during the Fourth Plan period. In May 1980 and July 1984 the Government of India again agreed to provide grant-in-aid to the tune of Rs. 50.00 lakhs to Jammu & Kashmir and of Rs. 27.50 lakhs for the Himachal Pradesh Government. It is considered that the utilisation of the loan assistance already agreed has gone a long way in improving this road. However, the Central Government is not in a position to render further assistance under any Centrally-sponsored scheme in the current Plan owing to severe financial constraints.

[Deptt. of Transport O.M. No. PL-H-11013-27(1)/86-RW, dated
the 10th March, 1986]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES ARE STILL AWAITED

Recommendation (Serial No. 4, para 2.18)

The Committee note that the delegation of powers to officers at various levels in the Border Roads Organisation was last revised in 1983. As there has been sizeable escalation in prices since then, it is high time that these are reviewed and revised suitably to make them realistic in the changed situation. The Committee would like such a review being made urgently so that the executing agencies are not hampered in carrying out the works entrusted to them expeditiously and smoothly. In this context they would also suggest that the delegation of powers to officers at various levels should roughly correspond to the delegation of powers in sister organisations like the MES. While making a review of the delegation of powers, this point may also be kept in view.

Reply of Government

The enhancement of powers to RRM(A)/Secretary, BRDB/DGBR is under active consideration of Government.

[BRDB O.M. No. F.8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 11, paras 2.60 & 2.61)

The Committee regret that in the matter of payment of Special Compensatory Allowance an exception has been made in the case of category 'D' employees of GREF to whom Special Compensatory Allowance is not being paid, whereas it is being paid to all other categories of GREF employees. The Committee do not appreciate the reasons advanced for denying this allowance to category 'D' GREF employees who also work in the same difficult terrains and tough conditions at the high altitudes as others, and strongly recommend that Special Compensatory Allowance should be admissible to all categories of GREF employees if they fulfil the other conditions.

The Committee feel that the Question of payment of Snow Clearance Allowance to the employees of the Border Roads Organisation engaged on such operations and some special allowance to those working at very high altitudes, stated to be under-consideration merits favourable consideration. The Committee hope that this matter will be finalised quickly.

Reply of Government

The case regarding entitlement of Special Compensatory Allowance for Group 'D' employees (Pioneers and equivalent) has since been submitted to Fourth Central Pay Commission for favourable consideration, as per the advice of Ministry of Finance.

The case regarding grant of Snow Clearance Allowance to all GREF personnel at very high altitude areas is under consideration in consultation with the Ministry of Finance.

[BRDB O.M. No. F.8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

Recommendation (Serial No. 24 para 4.25)

The Committee consider that the Leh-Manali Road is not only of considerable strategic importance but has great socio-economic importance also for the inhabitants of those areas. The Committee therefore strongly recommend that high priority should be accorded to the project for improvement of this road and for building of Tunnels *en route* at the Rohtang and other passes. The Committee hope that shortage of funds would not come in the way of early completion of this project.

Reply of Government

A Steering Committee for laying down policies and monitoring works in regard to the Leh-Manali Road, including construction of a tunnel at Rohtang, has been constituted under the Chairmanship of Defence Secretary. A Technical Committee under the Chairmanship of DGBR has also been constituted. In the last meeting of the Steering Committee held in December, 1985, it was decided that the various alternatives of opening the roads for 7 to 8 months and beyond 8 months, with or without tunnels at Rohtang and other passes, should be examined by Dte. General Border Roads. Accordingly, a Paper has been submitted which is under examination.

[BRDB O.M. No. F.8(1)/BRDB/P&C/EC/86, dated 10th June, 1986]

ANNEXURE I

(Pl. see Recommendation Sl. No. 1, para 1.13)

SECRET

No. F. 5(1)/BRDB/P&C/62

GOVERNMENT OF INDIA

(Bharat Sarkar)

MINISTRY OF TRANSPORT

(PARIVAHAN MANTRALAYA)

Border Roads Development Board

(Seema Sarak Vikas Mandal)

New Delhi the 28th November, 1985.

MEMORANDUM

SUBJECT.—*Delegation of powers to Raksha Rajya Mantri (A).*

The Prime Minister is pleased to nominate the Raksha Rajya Mantri(A) as Deputy Chairman of the Border Roads Development Board, with immediate effect.

2. In exercise of the powers contained in Rule 3 of the Rules of Business of BRDB, the Prime Minister is further pleased to decide that the Deputy Chairman will exercise the following powers in concurrence with the Financial Adviser:—

- (a) Approval of individual projects costing up to Rs. 200 lakhs.
- (b) Approval of proposals for procurement of Plant, Machinery, Vehicles, Stores and other equipment the cost of which exceeds Rs. 200 lakhs.
- (c) Minor changes or relaxations in the detailed works procedure including delegation of increased powers to lower authorities.

3. The Deputy Chairman has already been delegated powers by B.R.D.B. to take decisions on urgent matters which otherwise require the approval of the Board, when it is not possible to wait for the next meeting of the Board. Such decision would be taken after consulting the Ministry of Defence (Finance) in matters having financial implications and that all such decisions would be placed before the Board at its next meeting for ratification.

Sd/-

(R. N. De)

Secretary

Border Roads Development Board.

To

1. P.S. to Prime Minister.
2. P.S. to Raksha Rajya Mantri (A).
3. P.S. to the Minister of State for Surface Transport.
4. P.S. to Cabinet Secretary.
5. M.S. to C.O.A.S.
6. Staff Officer to C.A.S.
7. Staff Officer to Defence Secretary.
8. P.S. to Secretary, Planning Commission.
9. P.S. to Secretary, Ministry of Home Affairs.
10. P.S. to Secretary, Ministry of External Affairs.
11. P.S. to Secretary, Department of Surface Transport.
12. Financial Adviser (Defence Services).
13. Engineer-in-Chief, Army Headquarters.
14. Director General (Road Development) & Addl. Secretary,
Deptt. of Surface Transport.
15. Director General Border Roads.

ANNEXURE II

(Pl. see Recommendation Sl. No. 3, para 1.19)

BORDER ROADS DEVELOPMENT BOARD

SUBJECT.—*Estimates Committee (8th Lok Sabha) on Border Roads Development Board Recommendation in 19th Report.*

Extracts from the 19th Report of the Estimates Committee are forwarded. It will be seen that the Estimates Committee have expressed their concern about the absence of the Members from the meeting of the Border Roads Development Board and have desired that all the Members of the Board should attend the meetings personally so that they are able to give full and final picture and make final commitments on behalf of their department. The Committee have also recommended that their observations be brought to the notice of all Members of the B.R.D.B.

2. The members of the Border Roads Development Board are requested kindly to note the recommendation of the Estimates Committee for information and guidance.

3. Date and time of the next meeting of the Border Roads Development Board will be intimated in due course.

Sd/-

(R. N. De)

Secretary, BRDB

17th January, 1986.

APPENDIX

(Vide Introduction)

*(Analysis of action taken by Government on the 19th Report of the Estimates Committee
(Eighth Lok Sabha).)*

I.	Total number of Recommendations	30
II.	Recommendations/Observations which have been accepted by Government (Nos. 1, 2, 3, 5, 6, 7, 9, 10, 12, 14, 16, 17, 19, 20, 21, 22, 23, 26, 27, 28, 29, and 30)	22
	Percentage to total	73%
III.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's Reply (NIL)	NIL
	Percentage to total	Nil
IV	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (Nos. 8, 13, 15, 18 and 25)	5
	Percentage to total	17%
V.	Recommendations/Observations in respect of which final replies of Government are awaited (Nos. 4, 11 and 24)	3
	Percentage to total	10%

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS—1986**

Sl. No.	Name of Agent	Sl. No.	Name of Agent
ANDHRA PRADESH		UTTAR PRADESH	
1.	M/s. Vijay Book Agency, 11-1-477, Mylargadda, Secunderabad-500361.	12.	Law Publishers, Sardar Patel Marg, P. B. No. 77, Allahabad, U.P.
BIHAR		WEST BENGAL	
2.	M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar).	13.	M/s. Manimala, Buys & Sells, 123, Bow Bazar Street, Calcutta-1.
GUJARAT		DELHI	
3.	The New Order Book Company, Ellis Bridge, Ahmedabad-380006. (T. No. 79065).	14.	M/s. Jain Book Agency, C-9, Connaught Place, New Delhi. (T. No. 351663 & 350806).
MADHYA PRADESH		15.	M/s. J. M. Jaina & Brothers, P. Box 1020, Mori Gate Delhi- 110006. (T. No. 2915064 & 230936).
4.	Modern Book House, Shiv Vilas Palace, Indore City. (T. No. 35289).	16.	M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 45896).
MAHARASHTRA		17.	M/s. Bookwell, 2/72, Sant Niran- kari Colony, Kingsway Camp, Delhi-110009. (T. No. 7112309).
5.	M/s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400002.	18.	M/s. Rajendra Book Agency, IV-DR59, Lajpat Nagar, Old Double Storey, New Delhi-110024. (T. No. 6412362 & 6412131).
6.	The International Book Service, Deccan Gymkhana, Poona-4.	19.	M/s. Ashok Book Agency, BH-82, Poorvi Shalimar Bagh, Delhi-110033.
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	20.	M/s. Venu Enterprises, B-2/86, Phase-II, Ashok Vihar, Delhi.
8.	M/s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications, 585, Chira Bazar Khan House, Bombay- 400002.	21.	M/s. Central News Agency Pvt. Ltd., 23/90, Connaught Circus, New Delhi-110001. (T. No. 344448, 322705, 344478 & 344508).
9.	M&J Services, Publishers, Repre- sentative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor 68, Jyotiba Fule Road, Nalgaum-Dadar, Bombay-400014.	22.	M/s. Amrit Book Co., N-21, Connaught Circus, New Delhi.
10.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd Floor, Bombay-400001.	23.	M/s. Books India Corporation Publishers, Importers & Expor- ters, L-27, Shastri Nagar, Delhi- 110052. (T. No. 269631 & 714465).
TAMIL NADU		24.	M/s. Sangam Book Depot, 4378/4B, Murari Lal Street, Ansari Road, Darya Ganj, New Delhi-110002.
11.	M/s. M. M. Subscription Agencies, 14th Murali Street, (1st floor) Mahalingapuram, Nungam- bakkam, Madras-600034. (T. No. 476558).		