

THIRTY-THIRD REPORT
ESTIMATES COMMITTEE
(1985-86)

(EIGHTH LOK SABHA)

MAINTENANCE OF BUILDINGS
MINISTRY OF URBAN DEVELOPMENT
CPWD



Presented to Lok Sabha on 30.4.1986

LOK SABHA SECRETARIAT
NEW DELHI

April, 1986/Vaisakha, 1908 (Saka)

Price : Rs. 3.40

CORRIGENDA

to

Thirty-third Report of Estimates Committee
on the Ministry of Urban Development -
CPWD - Maintenance of Buildings.

Page	Para	Line	For	Read
2	-	17	broach	breach
2	1.3	2	confined	confided
5	-	16	should be	should do
	(from bottom)			
5	-	7	The Commi-	The Commi-
	(from		ttee also	ttee would
	bottom)			also
6	2.2	1	year,	years
	(from bottom)			
7	-	7	awere	aware
8	2.4	3	pointed	painted
	(from bottom)			
8	2.4	1	had been	had not
	(from bottom)			been
9	2.5	7	remove	removed
10	-	10	area and	area and the
			and the	actual
			actual	
13	2.17	4	were on	were based
			the based	
16	2.28	1	of	on
21	-	7	<u>omit</u> 'are'	<u>after</u> 'building'
22	2.57	2	shaby	shabby
39	3.28	23	inspacts	inspects
40	3.33	22	monsson	monsoon
49	3.65	3	<u>omit</u> 'of'	<u>after</u> 'functioning'

CONTENTS

	PAGE
COMPOSITION OF ESTIMATES COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I —INTRODUCTORY	1
CHAPTER II —A. Maintenance of Parliament House Estate ..	6
B. Basement in Parliament House ..	8
C. Carpets etc. in Parliament House Annexe ..	9
D. Delay in attending to complaints ..	9
E. Norms for Expenditure for Parliament House Estate ..	11
F. Leakages and Dampness ..	17
G. Maintenance of Red Stone ..	20
H. Maintenance of Furniture ..	21
I. State of Cleanliness ..	23
J. Maintenance of Lifts ..	25
K. Fire Lighting arrangements in Parliament House Estate..	27
L. Caretaking Staff ..	29
CHAPTER III—MAINTENANCE OF OTHER BUILDINGS ..	32
A. Creation of Maintenance Divisions ..	32
B. Workload at Various Levels ..	34
C. Computerisation of work measurements and Accounts..	37
D. Regular Inspection of Buildings ..	38
E. Preventive Maintenance ..	40
F. Sanctioning of Workcharged Staff ..	41
G. Inspection of Nizam Palace, Central Government ..	42
Guest House, Calcutta	
H. Productivity in Maintenance ..	43
I. System for Award of Tenders ..	44
J. Separation of Maintenance from Construction ..	45
K. Delegation of Financial Powers for purchase of Stores ..	47
L. Location of Offices of Maintenance Divisions ..	49

M. Flexibility in creation of Posts	..	49
N. Creation of Central Construction Board	-	51

CHAPTER IV—MISCELLANEOUS MATTER

A. Training of Maintenance Staff	..	53
B. Residential accommodation for Maintenance Staff	..	54
C. Research and Development Cell	..	57

APPENDIX

ESTIMATES COMMITTEE

(1985-86)

CHAIRMAN

Shri Chintamani Panigrahi

MEMBERS

2. Shri Jai Prakash Agarwal
3. Shri Sarfaraz Ahmad
4. Shri T. Basheer
5. Shri Manoranjan Bhakta
6. Shri Birinder Singh
7. Shri Saifuddin Chowdary
8. Shri Somjibhai Damor
9. Prof. Madhu Dandavate
10. Shri N. Dennis
11. Shrimati Sheila Dikshit
12. Shri G.L. Dogra
13. Shri H.N. Nanje Gowda
14. Shri M.R. Janardhanan
15. Shri Keyur Bhushan
16. Shri Lal Duhoma
17. Shri Mahavir Prasad
18. Shri Hannan Mollah
19. Shri Ajay Narayan Mushran
20. Shri Ram Pyare Panika
21. Shri Uttamrao Patil
22. Shri Jagannath Patnaik
23. Shri B.B. Ramaiah
24. Shri Navin Ravani

(iii)

(iv)

25. **Shri Bhola Nath Sen**
26. **Prof. Nirmala Kumari Shaktawat**
27. **Shri Satyendra Narain Sinha**
28. **Shri P.K. Thungon**
29. **Shri Nissankara Rao Venkataratnam**
30. **Shri D.P. Yadav**

SECRETARIAT

1. **Shri N.N. Mehra—*Joint Secretary.***
2. **Shri Ram Kishore—*Chief Financial Committee Officer.***
3. **Shri T.S. Ahluwalia—*Senior Financial Committee Officer.***

INTRODUCTION

1. The Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Thirty-third Report on the Ministry of Urban Development—CPWD—Maintenance of Buildings.

2. The Committee took evidence of the representatives of Ministry of Urban Development on 2nd and 3rd January, 1986. The Committee wish to express their thanks to the Secretary, Ministry of Urban Development and other officers for placing before them the material and information and giving evidence before the Committee.

3. The Committee also wish to express their thanks to the representatives of the CPWD Engineers Association, New Delhi and the Central Engineering Services, Class I Direct Recruits Association, New Delhi for giving evidence and making valuable suggestions to the Committee.

4. The Committee also wish to express their thanks to individuals and Associations who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on 28 April, 1986.

6. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report, and have also been reproduced in a consolidated form in the Appendix in the Report.

NEW DELHI;
April 28, 1986

Vaisakha 8, 1908 (S)

CHINTAMANI PANIGRAHI
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

1.1 The Central Public Works Department is the primary agency for construction and maintenance of Central Government buildings. Its programme and activities consist of :

- (i) Designing, construction and maintenance of Central Government non-residential buildings other than those for Railways, Communications, Atomic Energy, Defence Services and All India Radio;
- (ii) Construction and maintenance of residential accommodation meant for Central Government employees;
- (iii) Construction and maintenance of national highways in Delhi and certain other specified national highways, roads, etc.;
- (iv) Maintenance of roads financed from the Central Road Fund in Delhi (this excludes the roads in the Urban areas of Delhi/New Delhi);
- (v) Maintenance of certain roads/highways in Arunachal Pradesh other than those maintained by the Border Roads Development Board;
- (vi) Technical control over the Public Works Departments of Union Territories;
- (vii) Construction works for some Public Sector Undertakings not having their own Civil Engineering Organisations and for semi-Government Organisations, as "Deposit Works"; and
- (viii) Provision of consultancy services in Planning, designing and construction of townships and factory buildings if required by Public Sector Undertakings and other autonomous bodies.

1.2 In its report on the Norms of Workmen and Expenditure for Maintenance of Government Buildings by CPWD, submitted in July, 1981 the Experts Committee has stated that "an amount of Rupees 22 crores is spent annually by the CPWD in maintaining Central Government properties like residential units, office buildings and institutional buildings. The number of residential units maintained by the department is

approximately 60,000. There is no other Government Organisation in the country which maintains such a large number of residential units and other Government buildings.

The interface between the department and the general public is more through this maintenance work than through the construction and other services that CPWD renders. The performance and image of the department, therefore, depends on the quality and timely maintenance operations being done by CPWD." The Prime Minister of India had also, some years ago, made the following observations about the inadequate attention given to maintenance :

"I am of the view that, in our strategy of development, we have not given attention to maintenance. As a result, investments made do not give adequate returns. Assets need to be replaced much earlier than necessary, and we have a high rate of breakdowns. Considerable public dissatisfaction and disillusionment with the efficiency of Government is created when flood protection bunds breach, roads have pot-holes in them, power breakdowns take place, fittings and fixtures in students hostels do not work, offices give a dirty and neglected appeals etc."

1.3 The Chief Engineer, C.P.W.D. echoed this feeling of dissatisfaction and disillusionment when during the evidence he confided with the Committee that "though we have taken up lot of construction work and many prestigious projects, maintenance has been our weakest area."

1.4 During the evidence the Committee observed that there had been complaints from a number of persons regarding the poor maintenance of residential houses and the failure of CPWD to attend to complaints promptly and regularly and asked whether any machinery had been evolved to find out whether this failure of CPWD was due to excessive work load or there were other reasons therefor. In reply, the Chief Engineer CPWD explained :

"There are three aspects. The first is, poor response. The people concerned must go and see the buildings, whether somebody complains or not. Once a complaint is lodged, there should be prompt response. The second aspect is poor supervision, and the third is quality. The quality of the workers and other staff that we are employing has been deteriorating over the years."

The Witness added :

"The image of CPWD or any maintenance department depends on the way how a mason or a carpenter or a plumber attends to the problem. We, ourselves, are very much aware of many of the shortcomings. I am not saying this as an alibi just to explain away

all our deficiencies. I will be frank with you so that we can arrive at some workable solution."

The witness further stated :

".....the wages, We give are much less Rs. 20 per day. To-day, the wage of a good carpenter is Rs. 45 to Rs. 50 per day. Even the permanent staff is getting this much. We are not getting proper type of workmen for these jobs. A person who is working on Rs. 20 per day knows the rate in the market. Then there is the unionisation of these workers. Any day if you come to Nirman Bhavan you will find one or two tents outside the Bhavan during lunch hours. You will find them in a procession. We have not been able to find a solution for it. I am conveying my frustration to the Committee. They do not go on strike ; they just come for this gathering. There is a big union. They do not attend to their work I have not been able to find a solution for this."

1.5 On a suggestion that what was required was to improve the supervision as with better supervision there would be better results, the witness stated :

"I wanted to speak first about quality of workmen, and secondly about that of supervision—then thirdly work done by contractors. The structure created about 40 years ago for looking after these assets need change. But this was not among the items referred to the Committee. The problem is that for 1,000 houses there is one EE. We don't have adequate number of supervisory staff for an intensive type of supervision needed for the houses. The quality of our Junior Engineers may not be the same as it was earlier, probably due to our fault. Moreover, it may be because JEs are not getting promotion for 25 years. We do not get graduate engineers, because they do not have good promotion prospects.

Thirdly, about the quality of work done by contractors. There is a lot to be improved. For most of the works like annual white-washing, we have a tender system for the entire group of houses. We have to give work to small contractors only for items like fencing, constructing additional rooms, providing furniture etc. Since we cannot forecast the total work for these items during a year, we have to appoint small contractors.

One of our problems with the contractors is that the value of work is not such as to attract quality contractors. So, it goes to Class V contractor. We would like to give it to contractors having quality materials and workshop. We are not in a position to do that

1.6 Asked if the small works could be done departmentally, the witness stated that "with the type of workmen that we have, viz. work charged labour and muster roll people, I am very much dis-satisfied."

1.7 The Secretary of the Ministry intervened to say that the Ministry was thinking of certain new methods to streamline the work apart from greater delegation of powers and simplification of procedure relating to tenders, etc. For example, he stated, there was no reason why there could not be a short list of contractors and for works costing rupees one lakh or so they could be automatically recalled and given the work. He added that "one of the methods which we were thinking was to utilise more the private sector, that is to say, to give the contract for maintenance of these houses and we are trying it out on an experimental basis so that the dependence on staff and all others can be reduced."

1.8 Asked if some work would continue to be given to the private contractors, he replied "I am not objecting to the work being given on a contract basis to a certain segment of the Public Sector for building work. We can try some cases." Asked further whether this would mean that the old staff could not be relied upon and therefore the work would be held over instead of giving the same to them, he stated :

"I have only stated that as an experiment.....on an experimental basis.....as an alternative, on a limited scale we are trying this. That is all."

1.9 When the Committee observed that some work ethos had to be developed and accountability established, the witness agreed that there should be accountability.

1.10 Asked if the problems like the inadequacy of supervisory staff were brought to the notice of the Ministry, the Chief Engineer CPWD stated that whenever there was an occasion or when the problems came to light, the same were brought to the notice of the Ministry.

1.11 The Committee are concerned to note that maintenance of Government buildings has come to be badly neglected by CPWD. This fact was admitted by the Chief Engineer CPWD when he confessed before the Committee during evidence that "Maintenance has been our weakest area." The Prime Minister of India, some years ago had also mentioned about "the inadequate attention given to maintenance resulting in breakdowns and considerable public disillusionment with the efficiency of Government". The representatives of the Ministry ascribed this poor maintenance mainly to the "low productivity" and "scant discipline" among the workers at the lower level. The Committee totally disagree with this line of thinking and feel that with the same human material as is available, better results could be achieved

of firm accountability is ensured. Proper maintenance also includes preventive maintenance which, if properly and timely attended to, could prevent, comparatively with small amount of expenditure, minor damage to the buildings furniture/electrical installations from turning into a major one requiring huge funds for repairs/replacements. For example, if a leaking water tap or a water storage tank or a choked drain pipe is not set right immediately although being a minor complaint lodged with the CPWD Enquiry or coming to their notice *suo moto* during the course of routine inspection, the entire building is likely to get major damage by seepage and thereby, besides great inconvenience to the users of the building, it will require huge funds for plastering and repairing. The Committee regret to note that this has happened in the case of one of the most prestigious buildings, e.g. Parliament House itself. The Committee are also of the considered opinion that a solution for maintenance problem of Government buildings cannot be found in handing over the maintenance work to private contractors. During the course of evidence the Committee were informed that a thinking was going on "to utilise more the private sector, i.e. to give contract for maintenance of these houses and we are trying it out as an experimental basis so that the dependence on staff and all the others can be reduced." The Committee consider this move to be most unfortunate. This amounts to abdication of their responsibility. The alleged low productivity, inefficiency, lack of devotion and non-cooperation of the workers should not be the ground for handing over the work for which a permanent machinery exists and there is a separate Government Department, to private contractors. The Committee would like the Ministry of Urban Development to reconsider the matter as awarding the maintenance work to private contractors will prove to be doubly costly. On the one hand the contractor will include the cost of his labour in the amount to be charged by him and on the other, the labour force employed by the Department will not have full work. The Committee may not be wrong in pointing out that there is already a tendency in various CPWD Enquiry offices to award even minor jobs to contractors or employ casual labour on daily wages for doing the work which their regular staff could and should be in the normal course. The committee are of the firm opinion that if a system of accountability is introduced and rigorously enforced and the senior officers and supervisory staff put their soul in educating and training the workers, and enforcing discipline in them and make them do the work assigned to them with care the results achieved would be much better than what could be achieved through private agencies. The Committee recommend that immediate steps should be taken to have training/refresher courses for skilled and non-skilled workers and supervisory staff, at least, upto the level of Asstt. Engineer. The Committee also like the Government to lay down accountability norms at all levels and impress upon the senior and supervisory officers to improve the supervision in the context of these norms and ensure quality work in the maintenance of Government buildings. The Committee strongly feel that unless the entire maintenance set-up of CPWD is revamped, work ethos evolved and firm accountability enforced, things are not going to improve.

CHAPTER II

A. Maintenance of Parliament House

2.1 One of the most magnificent buildings in India, the massive Circular Parliament House was constructed between 1921 and 1927. It has one of the brightest cluster of architectural gems possessed by any country in the world. It was designed by two famous architects Sir Edwin Lutyens and Sir Herbert Baker who were responsible for the planning and construction of New Delhi. The Foundation stone of Parliament House was laid on the 12th February, 1921 by the Duke of Connaught. The construction took six years and the opening ceremony was performed on the 18th January, 1927 by the Governor General Lord Irwin. The cost of construction was Rs. 83 lakhs and the building was valued at Rs. 5 crores, in the recent past. The building is a circular edifice 560 feet in diameter. Its circumference is one third of a mile and it covers an area of nearly six acres. The open verandah on the first floor is fringed with a colonnade of 144 creamy sand stone columns each 27 feet high. The building has twelve gates. The building has a Central Hall, at the Centre, on the three axes, radiating from this Centre are placed three Chamber for Lok Sabha, Rajya Sabha and the Library Hall and between them lie garden courts with ponds and fountains. The Indian Constitution was framed in the Central Hall and transfer of power on the 15th August, 1947 from British to Indian hands took place in this Hall. The Parliament House was built with indigenous material and by Indian labour and the architecture of the building bears a close imprint of the Indian tradition. The ancient features of Indian art are mingled with modern scientific achievements in acoustic, air-conditioning and automatic vote recording system in the building.

2.2 In a period of less than sixty years, which is a short span in the life of a historical and prestigious building of the stature of Parliament House, the edifice has developed ugly, scars when viewed minutely. The imposing massive structure though still looks very sturdy from outside yet it has been shaken to its very foundation by the inexplicable and inexcusable neglect, apathy and carelessness shown by CPWD in its proper and much needed maintenance. As one enters the edifice from any gate he cannot miss the beautiful red stone used for the flooring and parts of the walls being at various stages of decay at places leaving cavities and deep depressions. It is unbelievable that in the modern scientific age it has not been possible so far to find a way to stop or check the decay of the stone by the persons responsible for the maintenance of the buildings despite spending large amounts of money. The building is marred by patches due to ever continuing leakage and seepage in the roofs, under the domes and on the walls. A couple of year, back two rooms in Ground Floor Library were

flooded by seepage through the walls damaging the books, carpets and the walls. The peeling of the plaster caused by seepage in different areas even in the inner precincts is a common sight. Where plastering and replastering has been restored to every now and then the bulges in the walls of those places have raised their ugly heads as ghosts peeping through the walls. The smell in the building in most of the prestigious areas is awful and a calculated health hazard. The Committee are aware that last year foul smell was noticed in Lok Sabha Chamber, Speaker's Chamber and Committee room and the CPWD authorities could do not anything about it for months together. Not being able to find the cause of the smell, the Department responsible for the maintenance of the building sprays some air freshners when complaints regarding offensive smell are lodged with them. During monsoons the bad smell increases in different rooms on the ground floor and the basement and the occupants have to put up with it in view of the helplessness shown by CPWD to remove the causes responsible for the smell.

Though the expenditure (Appendix I) on the maintenance of the buildings goes on increasing year after year its maintenance seems to be inversely proportional to the amount spent the result achieved being far from satisfactory. The Ministry of Urban Development—Central Public Works Department is the authority responsible for the upkeep and maintenance of the otherwise glorious buildings, the furniture and fixture and the electrical, air conditioning, cooling and heating systems therein.

2.3 The Committee undertook on 5th February, 1986 an on the spot inspection to see the standard of maintenance being observed in the building. To their utter disappointment, they *inter-alia* noted that :—

- (a) heaps of red stone were lying near the Reception Office, Parliament House obstructing and blocking the passage.
- (b) a deep manhole lying uncovered near Reception Office.
- (c) the area near the inner gate of Reception Office was stinking and emitting bad smell.
- (d) cracks were found in the Lavatory in the Reception Office and leakage in the roof in Reception Office.
- (e) Cracks were also noticed in the Compound Wall opposite the Reception Office.
- (f) Offensive smell near Lavatory No. 3 Parliament House and glasses of door opposite the Lavatory broken and not replaced.
- (g) In the toilet block in the corridor of the Library (Ground Floor), the cisterns were not working, water was looking and toilet paper was not there.
- (h) Water was leaking from the roof, in the Library (First Floor) housing 'Candhiana' damaging costly books.

- (i) Cracks in the wall near Room No. 47B, in the roof of the Library hall and at several other places in the Parliament House.
- (j) Tiles and stone had been broken at different places in the Parliament House Canteen on First Floor.
- (k) Furniture and tables etc. had been kept in the corridor passage near Room No. 65 (P.H.) obstructing passage.
- (l) beehive markings and bird droppings at various places in the corridor first floor near Room Nos. 62 and 63 (P.H.).
- (m) dirty and unclean floors due to left over mixture getting stiff, where mortar had been prepared for repair on the floor, at different places in Parliament House.
- (n) seepage and leakage scars almost throughout the building giving an awful look.
- (o) Deep depressions cavities and peeling off the red stone in a number of places.
- (p) moral paintings panels installed only a few years ago lying uncovered getting spoiled during painting, plastering and white-washing etc. of the walls.

B. Basement in Parliament House

2.4 The Committee understand that attention of the CPWD authorities was drawn to the horrible conditions prevailing in the basement of the building as it gave pungent and foul smell ; there was an uncovered dirty drain passing through the basement adding to the bad smell there and elsewhere had dark and dingy passages littered with debris scattered all around ; broken and useless items of furniture and rusted junks of steel items lying scattered and unattended nobody knowing since when. The ownership of some of the items was not even known. It was observed that such useful space available could be gainfully utilised for record room and office accommodation if the basement was kept neat and tidy and regularly attended to by the CPWD. Later on some cabins have been carved out in the basement but the conditions did not improve much and standard of maintenance did not come up to the mark despite several reminders to the authorities concerned. Going up by stairs to ground floor or from ground floor to upper floors, the conditions of the stairs are dirty and ugly, no-body seemed to have ever attended to their upkeep and maintenance despite complaints. The steps of the stairs, side walls and railings have developed bad patches. Some of the stair cases have been painted in deep colours which do not match the surroundings. Small rooms in between the stairs were found locked, nobody knowing as to what they contained as they had been opened for years together ; they probably served

as dumping places by CPWD for unserviceable and discarded items over the years.

C. Carpets etc. in the Parliament House Annexe

2.5 It was noted that the expensive wall to wall carpet which had been spread in the large Room No. 129, which is hardly used and was last seen in almost new condition had been missing from the room. After months of correspondence, CPWD have stated that "there is no fixed room-wise inventory for the furniture and as such it is not possible to furnish the details of the rooms in which the carpets were originally provided "and that" carpet has been remove for disposal from Room No. 129 as the same outlived its life." Obviously this was done without any reference to the user department which presumably sanctioned the expenditure for its purchase. Also, the Committee feel that this may be only a sample of the manner in which such matters are handled by CPWD even in places like the Parliament House.

D. Delay in attending to complaints for maintenance

2.6 The deficiencies pointed out or any suggestions for improvement as also other points requiring attention brought to the notice of CPWD do not get quick response and implementation thereof is invariably delayed by CPWD without any plausible explanation. This is more due to the lethargic way of working which has become a part of CPWD culture. The attention of the Committee has been drawn to the following summary of an interdepartmental meeting on 6.4.1985 which is very indicative and revealing :

At the outset, the various deficiencies noticed in regard to cleanliness and maintenance of Parliament House Complex in November-December, 1984 were brought to the notice of the Chief Engineer along with the fact that even after more than three months, action had not been taken on many points. A copy of the statement containing items of work on which action was yet to be taken was handed over to the Chief Engineer to see to it that expeditious action was taken by the CPWD officials on all the pending jobs.

It was stressed that the existing state of maintenance of Parliament House Complex was not satisfactory. In this connection reference was made to matters like bad smell in the Speaker's Chamber, dampness in some of the rooms, leakage of pipes and accumulation of water in open drains at various places, accumulation of unwanted and waste material in some of the store rooms of CPWD etc. The Chief Engineer stated that the staff deployed at present for caretaking in Parliament House was not adequate. It also transpired that the caretaker of Parliament House was of the rank of UDC and that on account of the heavy responsibilities here no one was willing to be posted and that the present caretaker was also reluctant to work here. It was emphasised that proper assessment of the requirement

of personnel be made and if deemed necessary, upgrading the posts considered so that the right type of persons who could deliver the goods were available for the job. The Chief Engineer promised to work out a scheme in this regard.

The need for regular inspection and proper follow up action by the persons who have been charged with the responsibility of maintenance of Parliament House Complex to improve the standard of maintenance was stressed. The CPWD was asked to furnish a list of rooms/places in its occupation in Parliament House and Parliament House Annexe, their total area and and the actual requirements of CPWD for various purposes.”

The list of rooms was supplied by the CPWD after several months.

It has been brought to the notice of the Committee that even small complaints regarding maintenance are not attended to with the requisite speed.

2.7 The Committee are extremely unhappy over the manner in which Parliament building of national importance, which is visited by lakhs of people from all walks of life including high dignitaries from abroad, is being maintained by C.P.W.D. The Committee are pained to note that within a short span of less than sixty years except for its exterior impressive structure the edifice has almost lost its glory due to low standards of maintenance being observed, despite the fact that a large amount of money is being spent on its every year. Deep depressions, cavities and weathering away of the beautiful red stone ; patches and scars throughout the building due to seepage and leakage of water, awful conditions in the basement of the building and bad smell in different sectors bear ample testimony to the fact that so called inspections of the building by C.P.W.D. for its maintenance are carried out only as an eye wash without any positive results and even if something is pointed out or complaint lodged, no proper follow-up action is taken to set the defects right promptly and within the minimum possible time. The Committee deprecate the tendency on the part of CPWD authorities to advance one excuse or the other to cover up its failure to maintain the building to its original standard. The Committee cannot believe that in the decades gone by no suitable effective solution could be found to remove the defects which have developed. In the present modern and advanced scientific age proper solution to the defects can be found easily and the only thing needed is will on the part of the Department to set things right. The Committee, however, feel that this will is precisely missing for the reasons best known to the Department.

2.8 The Committee recommend that regular, intensive and realistic inspections at the level not below the rank of Executive Engineer be regularly and effectively carried out to note specific points requiring attention and immediate effective follow-up action should be taken so that this important

building is maintained in top condition. A record of the defects noted and the action taken should be available so that if any surprise, inspection is made by the Committee or any other agency, responsibility could be fixed for not noticing the defect and removing it earlier. The Committee would like to inspect the building again after the defects pointed out have been removed within a maximum period of three months.

2.9 The Committee are perturbed to note that no regular lists of furniture, furnishing and carpets etc. are maintained by the CPWD and there seems to be no effective check on the removal and branding the almost new and costly items as 'worn out' and removing them without even informing the user department, for example, in one such case, where from Room No. 129, Parliament House Annexe, a costly wall to wall carpet, almost in new condition, seems to have been disposed of as 'worn out'. The Committee desire that a thorough enquiry into this matter should be made and finding submitted to the Committee within three months in regard to this and all other similar cases of removal from the precincts of Parliament Estate and disposal of costly items by CPWD. The Committee recommend that rigorous standard and checks should be maintained by the Department to ensure that no malpractices are indulged in. The Committee would also recommend that a fool proof system should be evolved; room-wise lists of furniture, furnishing and costly electrical items etc. kept and regular surprise inspections carried out at a suitably high level.

2.10 The Committee note that whenever any store items beyond a particular value is to be purchased for the Parliament House or Parliament House Annexe, CPWD has to obtain administrative approval and expenditure sanction. But, whenever any store item is to be disposed off, CPWD do not seem to be taking any approval from the user department. The Committee recommend that any store item of Parliament House or Parliament House Annexe should be removed only when the CPWD are asked to do so by the user Department and in any case, prior administrative approval must be obtained for disposal just as it is done for purchase.

E. Norms for Expenditure for Parliament House Estate

2.11 The Maintenance expenditure norms for Parliament House Estate as furnished by the Ministry of Urban Development as follows :—

	1980-81	1981-82	1982-83	1983-84	1984-85
	(Amount in Lakhs of Rs.)				
Civil	11.38	13.20	15.60	22.47	23.12
Electrical	3.25	3.25	3.25	3.25	6.01
Air-conditioning	7.05	7.41	7.54	7.83	8.00
Horticulture	2.31	2.47	3.10	3.74	4.05
Total	24.49	26.33	29.49	37.29	41.18

2.12 Explaining the basis for fixing these norms of expenditure, the Ministry of Urban Development stated in a written note that "the norms of expenditure approved by the Ministry of Works and Housing in 1983 were worked out by a Committee after a careful study of the maintenance expenditure in one typical installation for one typical year with cost of materials and labour as on 1.10.79.

2.13 Clarifying the position further, the Secretary of the Ministry stated during evidence that a Committee of experts constituted in 1978-79 had gone into details by studying the data relating to actual expenditure and requirements for one full year and comparing it with the other data and the requirements, they arrived at norms. They suggested an inbuilt formula for updating the norms based on the rise in price indices.

2.14 Asked which year was selected as the typical year the witness submitted that 1978 had been selected as the typical year as the committee had been appointed in that year (1978). Clarifying why this Committee was set up in 1978, the Secretary of the Ministry stated that the Ranganathan Committee which went into a large range of subjects like organisation, cadre review etc. of CPWD made a recommendation in regard to determination of norms.

2.15 In pursuance of this recommendation of the Ranganathan Committee, which the Government accepted, a Committee of experts had been set up in 1978 specifically to go into the question of determination of norms.

2.16 Giving the historical background of the matter, the Director General of Works explained :

"Previously the maintenance norms were based on the capital cost of construction of the building and the percentage were fixed one and a half per cent or two per cent for different buildings. With the rise in cost, we found that this percentage had to be upgraded. The Ranganathan Committee suggested that, instead of basing the maintenance norms on the capital cost of the building—which was the cost incurred at the time of construction, may be 10 or 15 or 20 years ago, which was not very relevant—it should be based on the plinth area of the buildings and for different types of buildings different norms could be laid down. In the year 1978 when the Ranganathan Committee's recommendation was accepted, it was immediately decided to introduce this concept of maintenance norms based on the plinth area of the building, and before the Committee could submit its recommendation, on an *ad hoc* basis the D.G. (Works) converted the figures which were being spent for various buildings on percentage basis into certain other figures which were circulated. Those figures were given on a tentative basis to be followed from 1978 for maintenance of buildings. That is, the concept was changed from capital cost basis to plinth area basis. Then this Committee was appointed immediately to examine the actual figures and recommendations."

2.17 Explaining the reasons for increase in expenditure norms from Rs. 24.49 lakhs in 1980-81 to Rs. 41.18 lakhs in 1984-85, the Ministry of Urban Development have informed the Committee in a written note that the figures indicated for 1980-81, 1981-82, 1982-83 were on the basis of the norms which were existing before their revision in September, 1983. These norms included not only the cost for annual maintenance but also certain elements for special repairs. The expenditure prescribed for special repairs could be carried forward for a period of 5 years. The difference between the figure indicated for 3 years was because of elements of special repairs not utilised and carried forward to the subsequent year. The jump in the year 1982-83 was due to norms revised by Government in September, 1983. The difference between the figures in 1983-84 and 1984-85 was due to element of special repairs.

2.18 Clarifying the position further during evidence the Director General of Works submitted :—

“This gap was there in change-over from capital cost basis to plinth area basis and for that period certain figures, on an *ad-hoc* basis were circulated. That is why, you find this difference. The Committee submitted its recommendations on 1.10.79 and these were approved by the Govt. in 1983. The figures for 1983-84 and 1984-85 were based on the revised norms which were approved by Government in 1983. But actually the figures were worked out by the Committee as on 1.10.1979. Now the maintenance grants are divided under three heads, one the service given to the tenants based on their day to day complaints for which a certain figure was fixed; the second was annual maintenance like white-washing and painting which are done once in two of three years as per the norms; the third was special repairs to be carried out to the buildings, where the grants are allowed to be carried forward to the next year. For five years we are not able to spend the grants for the special repairs, the amount can be carried forward to the next year and like that, it can be accumulated for five years. The difference in the figures is because of this element of special repairs being carried forward to the next year. The norms which were approved in 1983 were divided into three heads, with the proviso that the grants under the first two will lapse every year whereas the grants under special repairs can be carried forward for five years. That is why, the difference is there because of the element of special repairs.”

2.19 When asked if norms fixed by the Committee in 1979 were adequate even in 1986, the witness explained :—

“The norms that we set up were of two types. One was the yardstick for employment of workmen. That will still hold good because it is related to the number of square metres or sq. feet of buildings. But the Committee did envisage that as time passes, the prices of materials

and wages of workmen go up and the norms have to be revised. So the Committee has recommended that every year we should review the cost of construction in relation to the cost of materials and wages for the current year. We have a system like this that for construction we take the cost of cement, steel, timber, bricks, wages of masons, carpenters, etc. for that particular year. We have got a chart and fill it up and from that we get a certain cost index. The Committee recommended a similar thing in this case also. We have to increase the cost on maintenance based on the cost of material and increased wages."

2.20 Asked if there were different yardsticks (or one yardstick) for maintenance of various Government buildings and whether it was also a fact that a percentage of the cost of building was fixed and that percentage was so meagre that it was difficult to maintain the building in that amount the Secretary replied :—

"There are varying yardsticks depending on the type of the house. For type A and B houses, there is a certain yardstick and in the case of other houses there is another yardstick. But it is in no way based on discrimination, but on the consideration of accommodation, the facilities created and being used etc. initially the system was to determine the maintenance expenditure on the basis of certain fixed percentage, 4-5% of the capital cost. The expert committee went into the question and fixed detailed norms based on actual requirements. The committee had an economic analyst from the Finance Ministry who helped it in preparation of the data, etc."

2.21 The Committee observed that in the case of lower category houses, the use was more but the Department was spending more on the maintenance of higher class of houses and asked if the Department should not spend more on the maintenance of lower category of houses. The witness thereupon submitted :—

"We have to balance the several factors ; as also the intensive use of the facilities basic standard of construction have to be considered."

2.22 The Director General of Works explained that while the work charged staff was covered under the norms recommended by the Harish Chandra Committee the supervisory staff was not covered by these norms. They were covered under separate norms based on the actual expenditure incurred as the Supervisory staff belonged to regular establishment. He further added :

"We have certain yardsticks for the maintenance Division. Our main difficulty is that because of general escalation of costs, the yardsticks for the expenditure for that Division is being increased year after year, based on the cost of building construction index. Though the Committee has recommended that the norm should be

refixed every year, our expenditure is limited to the figure approved in 1983, which is again based on 1.10.1979. So our maintenance expenditure is at a fixed level and we have not been allowed to increase the norm every year, as recommended by the Committee”.

2.23 When the Committee asked why the updating of the norms every year had not been accepted by the Ministry, the Secretary of the Ministry explained :

‘ The point is that this was considered in consultation with Finance and in view of the overall constraints of resources, they said, these norms could be accepted subject to availability of funds. But at the same time I would say that this restriction applies to the total outlay for maintenance in regard to certain special areas, we try to meet their requirements to the maximum extent possible.’

2.24 The Committee enquired if the matter had been taken up with the Finance as the Ministry themselves had admitted that cost of maintenance was rising and the position was deteriorating due to non-availability of money. The Secretary of the Ministry stated :

“This is being taken up. But, as I said, the overall requirement is so much that it is not possible because of the constraint of resources. Because it is a bulk allotment of funds, the requirement of special areas can be met. But we cannot increase the outlay for the country as a whole because our resources do not permit.”

2.25 Intervening the Financial Advisor of the Ministry explained that budget provision on maintenance had more than doubled from Rs. 7.6 crores in 1980-81 to Rs. 15.6 crores in 1984-85. Asked whether this increase in Budget provision was according to the old norms, the Financial Advisor stated that the norms were revised in 1982-83. When the Committee enquired what would have been the budget allocation if the updated norms had been accepted, by the Finance Ministry, the Financial Adviser explained.

“.....We have, in fact, been making substantial allocation from 1980-81 onwards. It was Rs. 7.6 crores in 1980-81, and it jumped to Rs. 12 crores in 1983-84 and then to Rs. 15.4 crores in 1984-85, and the latest budget allocation that I have proposed is Rs. 20 crores. The point Mr. Harish Chandra is making is that we should increase the provision according to the increase in the index. This requires a little detailed exercise to see which particular index can be adopted for this purpose. In the case of construction of buildings, for preparation of the estimates we have the construction cost index and on that basis we are able to arrive at the cost of the new buildings to be constructed this year, next-year and so on. For the maintenance they will have to work out a particular index by which we can increase.”

2.26 Pointing out that more money had to be spent on maintenance of buildings which were 50 to 60 years old, the Committee wanted to know whether comparatively cheaper structures would not be an answer to the problem. The Secretary of the Ministry explained that "it would not be that relevant because maintenance has to keep the original quality of the material used. So this would apply to new constructions."

2.27 Asked to give the break-up of maintenance, the Financial Advisor stated :

"From 1980-81 onwards, we have been steadily increasing the provision of funds for maintenance and repairs of buildings. There are two separate grants—one for residential buildings and one for non-residential buildings."

2.28 When asked what was the demand of C.P.W.D. of the basis of norms, the Financial Adviser stated "I have been invariably providing whatever they have been asking."

The Director General of Works intervened to explain that :

"We are constraining for making the actual demand because of the norms. From 1983-84 onwards, we have been making a demand based on the new norms. The figures are not readily available. The difficulty is that we cannot make a more demand than what has been laid down in the norms. We cannot change the expenditure requirement without increasing the norm, unless norms are themselves increased every year based on the escalation of the cost of material."

2.29 The Committee enquired that in case the norms as recommended by the Committee were not satisfactory, who would suggest that they were adequate or not. The Director General of Works explained :

"In the case of construction projects the Chief Engineers have been given powers to sanction the amounts based on the prevailing rates of materials. Similarly, it was suggested that administrative powers can be given to the Chief Engineers. Unless that is accepted, the Chief Engineers cannot exercise their authority."

2.30 The Committee wanted to know if the present norms were inadequate and needed revision. While agreeing that the present norms were inadequate, the Director General of Works stated :

"The norms have to be revised. But what we suggest is that every year the norms have to be updated by any method which the Committee may like to recommend. Because escalation is taking place, it is not every year that a Committee has to be appointed."

2.31 Asked whether the Ministry of Urban Development or the Finance Ministry stood in the way of updating the norms, the witness stated that the

Ministry had not accepted the plea to change the norms every year. The Committee then asked the Secretary of the Ministry to clarify who was standing in the way to revise the norms. The Secretary replied :

“Unless we know that the demands are not being met, how can we make anybody responsible ? First thing is, the demand we have to have. Secondly, the other thing is that in regard to the updating of costs it is not that the Government have not accepted, the Government have accepted ; and for maintenance expenditure is 50 per cent on the staff and for the staff whatever increase is there, that automatically goes. Because the pay is a committed expenditure, nobody can deny wages and salaries to staff. In regard to the materials for maintenance, whatever price escalation is there, that should be there.”

2.32 The Committee note that norms of expenditure on maintenance were revised by the Ministry in 1983 on the basis of recommendation made by an expert Committee which was specifically appointed to determine the norms. The Committee also note that although the norms were revised in 1983 yet they were actually based on the figures worked out by the expert committee as on 1.10.1979. The expert Committee had recommended that norms should be updated every year based on the rise in price indices.

2.33 It has to be admitted that proper maintenance of Government buildings is not possible unless requisite funds are made available. The Committee recommend that in order to provide adequate funds for proper maintenance of Government buildings, the norms of expenditure should be realistic and updated every year as was suggested by the Expert Committee taking into account the cost escalations of the materials consumed.

F. Leakages and Dampness

2.34 The Committee have been informed that a team of experts set up during 1983 by the Ministry of Works and Housing to go into the various aspects of maintenance of Parliament House identified leakages and dampness and the sources of such leakages/dampness as follows :—

- (i) Leakages below cooling towers and drainages due to construction of Air ducts at terrace.
- (ii) Defunct Air Conditioning Plants still having water connections and water flowing through them.
- (iii) Electrical cable ducts in first floor being full of electrical cables not being attended for repairs etc. and there being no outlet for water collected.
- (iv) Dampness near 3rd floor toilet Blocks.
- (v) Sizes of waste water pipes being 50 mm.

- (vi) Damage to water proofing treatments at terrace during structural works in connection with Air-conditioning of Parliament House.

2.35 The Ministry have further stated that "water proofing treatment of terrace has already been renewed and work regarding dismantling of obsolete masonry, air-conditioning ducts and inactive air-conditioning plants is in progress. Water proofing of terrace will be restored thereafter, works regarding removal of electric cables and electric pipes in ducts of first floor corridors are yet to be removal. The repair works in toilet blocks at third level over domes of halls have already been attended to. Repair of leaking pipes has already been carried out."

2.36 Regarding dismantling of obsolete masonry, air-conditioning ducts and inactive air-conditioning plants, the Committee were informed in a note that though the now AC Plant had been commissioned, it was still under trial run and had to be tested. Full load test would be carried out during the Budget Session (1986) when full load would develop and, thereafter, it would be in full operation. In the meantime, dismantling work of all obsolete plants and AC ducts which were not functional had already been completed. The remaining cooling towers and connecting masonry would be dismantled after the central plant was fully operational and ran for sometime. This change over and dismantling of the rest of the cooling towers would be completed in 1986 including water proofing in the areas where cooling towers were in existence. Water proofing in the terrace in the remaining area had already been completed.

2.37 In regard to the replacement of the waste water pipes, the committee were informed that all 50 mm pipes in critical areas had already been replaced by 100 mm pipes. Repairs to lead pipes had also been carried out.

2.38 The representative of the Ministry of Urban Development further informed the Committee during the evidence :

"The Parliament House building did not have a central air-conditioning plant. We had several small units and each unit used to have a cooling tower on the roof. Now we have a central system. But for installing the central system, a lot of cutting and chopping of the building had to be done. There is a central plant and from there the pipes go to the open area. From there they go to the terrace and from the terrace again a pipe system runs. While this work was going on, some portions of the building were damaged. We still not have dismantled all the cooling towers. Some of them we are keeping because we want to have a full-load trial during the next session. About 60% to 70% of the causes given in this list have been removed and the balance also will be removed shortly after the Budget Session. Within the year 1986, everything will be done."

2.39 The Committee note that a study Team was set up in 1983 by the Ministry to go *inter alia* into the causes of leakage of water from the roof of Parliament House, which in its report submitted in March, 1984 identified the sources of leakages/dampness among others as due to defunct air-conditioning plants ; leaking water connections and water flowing through them ; lack of outlet for water collected in electrical cable ducts on first floor and damage to water proofing treatment at terrace during structural works for central air conditioning of Parliament House.

2.40 The Committee during the course of their inspection of the Parliament House on 5th February, 1986 were pained to see patches due to leakage and dampness in almost all parts of the building occurring for a number of years now more particularly in the Library Sector (1st Floor) and even leakage in the comparatively recently constructed Reception Office of Parliament House. The Committee found that instead of tackling the root of the problem CPWD have been plastering and replastering the spots affected by the leakages of water and dampness at substantial costs. The repair and plastering work done has left scars all over including electrical fittings. What pained the Committee most was that after completion of plastering and repairs, the senior officers of CPWD failed to pay any attention to these scars and allowed payments to be made to contractors before making them to clean the fittings etc. and remove the mortar deposited on them.

2.41 The Committee are surprised at the neglect in maintenance and poor standard of inspection and supervision of a prestigious and historical edifice, which is frequently visited by most important national and international personalities and where the representatives of the Nation sit and deliberate. They can well imagine the standard of maintenance and supervision of other less important Government buildings. The Committee are of the considered view that had there been a high standard of inspection and supervision these defects would either have not occurred at all or would have been detected soon after the occurrence for immediate remedial action and not after the damage had been done. The Committee desire that responsibility should be fixed on officers who were responsible for, the maintenance and Committee informed of the action taken.

2.42 The Committee recommend that most rigorous and high standards of inspection, supervision and maintenance should be observed in Parliament House Estate and other Government buildings complexes like Rashtrapati Bhawan, North and South Blocks in New Delhi.

2.43 The Ministry have assured that 60 to 70 percent of the causes listed in the Expert Committee report have already been removed and the balance will be removed after the current Budget Session (1986) of Parliament. The Committee trust that Ministry would strictly adhere to this target. The Committee, however, would like to be informed of the progress made in this regard.

G. Maintenance of Red Stone :

2.44 In the preliminary material furnished by the Ministry it has been stated that the red sand stone surfaces have weathered away at some places and special efforts are made from time to time to repairs, replace or restore them.

2.45 The Committee were informed in a note by the Ministry of Urban Development that the following steps had been taken to halt the process of decay :

- (i) We have given silicone treatment to the exterior surface with a view to prevent damage to the stones.
- (ii) In part of the areas we have applied chemical treatment by boring holes at 6" intervals to the full-width of the wall and injecting chemical solution with a view to create a layer of impregnation. These buildings have been constructed without damp proof course. This treatment has been applied satisfactory in foreign countries."

2.46 The representative of the Ministry of Urban Development further informed the Committee during evidence :

"Both external and internal types are there. For external thing, silicone treatment is given. It has been successful and we have tried it for the last 3 years or 4 years in Delhi. For the other one there is no satisfactory solution but we have tried drilling holes and giving chemical treatment. It will take a few months to really know whether the thing is effective at all. Replacement of stone is difficult. For floors we can buy a new one. But the lower and upper piece gets dislodged. So, replacement you can't do on a large scale".

2.47 Asked what kind of treatment was given to Archaeological monuments, the witness informed that silicone was used there.

2.48 Asked whether the stone were replaced when they were worn out and there was deep depression, and whether the specific spots were visited to see them, the witness stated :

"New stone does not match with the old one sometimes."

He, however, assured the Committee that wherever worn out stone was there, they would try to set that right.

2.49 The Committee note that with a view to halting the process of decay of Red Stone in Parliament House Estate two kinds of treatment have been tried by the CPWD. While the external treatment *i.e.* silicone treatment has been claimed to be successful, the result of internal treatment of injecting chemical solution is still under observation. The Committee were informed that for a third alternative, steps were being worked out for

replacement, such as in the form of stone veneers and that this work would be taken up as and when necessary. The Committee are of the opinion that considering the overall importance of the Parliament House Estate and the Central Secretariat and President's Estate, for the construction of which red stone has been used, some effective steps are necessary to maintain the beauty of these buildings. Red Fort, Delhi, Red Fort Agra and Fatepur Sikri are magnificent buildings are built centuries ago with red stone. Since these buildings are being maintained by the Archaeological Survey of India, CPWD must keep liaison with them for finding out latest techniques to maintain the red stone. Till a satisfactory and easily implementable solution is found some interim action should be taken to set right the stone which has weathered away at some places and has developed deep depressions.

H. Maintenance of Furniture

2.50 The Committee were informed in a note by the Ministry of Urban Development that a roomwise list of furniture provided in Parliament House was maintained by CPWD. In the Parliament House-Annexe only the furniture in common areas was under the charge of the CPWD.

2.51 As per CPWD code atleast once in the every 3 years special inspection checks of stock list of furniture have to be made and survey of verification submitted to Audit Office in that year with the counter signature of the officer in token of his joint responsibility for actual verification.

2.52 The physical verification of furniture was carried out by Assistant Engineer incharge of Parliament House in 1981. In 1984 and 1985, the physical verification was carried out by the Assistant Engineer (L.R) from Circle Office. The furniture was inspected by Engineer during physical verification.

2.53 The team of experts set up by the Ministry of Works and Housing in 1983 had recommended supply of uniform type of furniture in Parliament House. In regard to implementation of this recommendation, the Ministry of Urban Development informed the Committee in a note that "supply of furniture of uniform type is preferable. The various interior decorators tend to give different set of furniture design for different rooms according to their own concept. A new Committee under the Chairmanship of Minister of Food and Civil Supplies was also looking into various issues connected with a number of buildings including Parliament House. Action will be taken to implement the recommendations as and when they are accepted in principle."

2.54 The representative of the Ministry further informed the Committee during evidence that this Committee had not yet examined the items of furniture in Parliament House.

2.55 When asked that Parliament House should have been separated from other departments, the witness explained that this was a general Committee and not for Parliament House only. Asked further during evidence whether Parliament House could be taken up separately, the Secretary of the Ministry intervened to explain that the idea was to take up each building one by one separately.

2.56 The Committee then referred to yellow curtains in a portion of the outer circle of the Central Hall of Parliament House which always looked unclean and dirty and wanted to know how often the furnishings were changed. The Secretary of the Ministry stated :—

“Over the years we have been replacing the furnishings and fixtures in the Lok Sabha and the Rajya Sabha. Some of the Sofa clothes have also been replaced.”

2.57 The Committee also observed that the tables in the Central Hall were in a very shabby condition and should be polished better. The witness explained :—

“For most of the timber work in the Parliament House we do not put any polish. The opinion of the architect is that it should not be polished. Waxing only should be done. Once we increase the frequency of this waxing, this can be better maintained.”

2.58 The Committee have been informed that the standard of cleanliness and maintenance in the Lady Members Lounge in the Central Hall of Parliament House is far from satisfactory. The place is dark and dingy and the furniture is of poor quality and a part or it is also broken. The furniture is also not polished regularly. The furnishings and curtains etc. also look shabby.

2.59 The Expert Team set up by the Ministry of Urban Development (Then Ministry of Works and Housing) had recommended in 1983 for supply of furniture of uniform type in Parliament House. The Ministry has also admitted that furniture of uniform type for Parliament House was preferable. The Ministry has however not implemented the recommendation of the expert body as they are awaiting the report of a new Committee set up under the Chairmanship of Minister of Food and Civil Supplies which was looking into various issues connected with a number of buildings including Parliament House. However that Committee has not yet examined the provision of furniture in Parliament House. The Committee feel that Parliament House, being a prestigious building, should have been separated from other buildings and, if there was a need to do so, a separate Committee should have been set up exclusively for Parliament House. The Committee, recommend that uniformity of furniture in Parliament House, within different areas or group of rooms should be the ultimate aim. However as an interim measure the existing furniture should be so distributed as to ensure that the furniture in each wing or at least in a room was of uniform type. The

distribution of furniture at present was not according to these norms and earnest efforts should be made to achieve this objective early.

2.60 The Committee are not satisfied with the standard of cleanliness of furnishings, curtains etc., in Parliament House and desire that these should be regularly inspected and properly cleaned and where necessary redyed or replaced after fixed intervals.

The Committee note that standard of polishing of Tables in various rooms is also not upto the mark. The Committee were told that the Architect had advised against polishing of furniture in Parliament House and recommended only waxing. The Committee had no desire to comment on the views of the architect. They however do want the furniture to look neat and shining irrespective of the mode of maintenance or polishing. If increase in frequency of waxing of furniture in Parliament House can achieve the desired result, it should be implemented forthwith.

2.61 The Committee are unhappy over the standard of cleanliness and maintenance being observed in the Lady M.Ps Lounge in the Central Hall of Parliament House. This is one more instance of lack of supervision and apathy on the part of CPWD authorities. The Committee desire that all the short-comings in Lady M.Ps' Lounge should be removed immediately and steps taken to ensure that the furniture, fixtures and curtains of the Lounge should be in tip top condition. Regular inspections should be carried out by CPWD to ensure that there is no let off in the proper maintenance of this Lounge.

1. (1) State of Cleanliness

2.62 When pointed out that of late increased number of complaints regarding prevalence of mosquitoes/flies in the Parliament House Estate had been received and asked what were the reasons therefore and what specific action did the CPWD propose to take to get over the problem, the Ministry of Urban Development informed the Committee in a note that "in common areas inside the building, insecticides are sprayed by CPWD. Inside offices, this is done by concerned Secretariat. Fogging operations outside the building are done by NDMC."

2.63 When the representative of the Ministry reiterated during evidence the above position, the Committee observed that there should be better coordination between CPWD and NDMC, and CPWD had to coordinate activities with NDMC as they were incharge of maintenance of Parliament House.

2.64 When asked what further steps could be taken to prevent mosquitoes menace, the Chief Engineer CPWD stated :—

"Apart from general area being sprayed with insecticide, I would not be able to think of anything because generally most of the rooms,

doors and windows are closed. But if the doors are opened, we cannot provide wire meshes."

2.65 Asked if anything more could be done in the matter, the witness assured the Committee that "We will have a word with the NDMC and see that the general area is cleaned. Inside, they are doing spraying."

The Committee also expressed their concern over the menace of birds' droppings which disfigured the building and urged suitable action in this regard.

2.66 The Committee are greatly concerned that of late the standard of cleanliness in Parliament House Estate has considerably deteriorated. There have been increase in the number of complaints regarding appearance of mosquitoes, beehives, flies and rats. There has also been no solution to the menace of birds' droppings which disfigures the building.

2.67 The Committee recommend that concrete steps should be taken in close coordination with NDMC to combat the menace of mosquitoes, bees, flies, rats and birds' in the area and to improve the general standard of cleanliness in Parliament House Estate and the office complexes and buildings nearby.

2.68 (2) When the Committee referred to maintenance of toilet blocks and observed that toilet blocks were not being maintained properly and even toilet paper and soap was not available in a number of toilet blocks in Parliament House the witness stated that "there are many cases like that, we will look into them."

2.69 The Committee then pointed out that inspection of Parliament House was not regular as could be seen from the toilet blocks in the Library which remained unattended to and nobody even cared to enter and see whether the systems were working properly or not. Clarifying the position, the witness explained :

"We have a system of inspection not only by our Assistant and Executive Engineers but also by the Lok Sabha Secretariat. Inspections are made every week. Whatever points are noted in the inspection, they are attended to. In these two blocks may be some repair has been taking place and that is why they have not been attended to."

2.70 Observing that there was no regular inspection, the Committee wanted to know whether there was any check if there had been inspection or not and whether defects in these lavatory blocks were noticed in the joint inspection. The witness replied :

"I have been to these particular blocks. May be I have not noticed that it has been kept out of commission but inspections are being done regularly."

2.71 Expressing their dissatisfaction over the inspection, the Committee observed that standard of inspection required to be raised. While agreeing with this the witness explained :

“For Parliament House we have one Asstt. Engineer only. A building of this magnitude requires total inspection at the level of the Executive Engineer. The Executive Engineer is shared for six or seven buildings.”

2.72 The Committee deplore the poor maintenance of toilet blocks in Parliament House especially in the Library sector. The Committee were informed that there was a system of weekly inspection of Parliament House by officials. The Committee find it all the more surprising as to how the defects in several lavatory blocks were not noticed during the course of weekly inspections. The Committee are aware that Members of Parliament have been making complaints from time to time about poor up keep, foul smell, dirty towels, leaking taps and other deficiencies in the toilets. The Committee therefore cannot but reach the only logical conclusion that the inspections are being done in a perfunctory manner. Trying to give some sort of justification for the poor performance, the Committee were told by the representative of the Ministry that there was only one Assistant Engineer for Parliament House and a building of this magnitude required total inspection at the level of the Executive Engineer. At present there was one Executive Engineer to look after six office buildings. The Committee are not convinced by this explanation. Very senior officers are expected to conduct invariably surprise inspections to ensure that their subordinates are discharging their responsibilities faithfully and efficiently. Even then the Committee desire that the basic requirement for officers and other staff needed to look after proper maintenance of Parliament House Estate should be gone into by the Ministry on a priority basis and requisite staff strength provided immediately. The Committee also recommend that both regular and surprise inspections of the Parliament House should be carried out at appropriate levels from time to time so that the maintenance of the building is always in the top condition. A record of the points noted in the inspection and action taken to rectify the defects should be maintained. Where records show that the same lapses are being committed time and again severe action should be taken against the officers and staff responsible therefor.

J. Maintenance of Lifts

2.73 The number of Lifts (escalators) in Parliament House Estate during the years 1983-85 as furnished by the Ministry of Urban Development

in a note to the Committee were as follows :—

“Parliament House : No. of breakdowns

	Lift 1	Lift 2	Lift 3	Lift 4	Lift 5	Lift 6
1983	36	41	19	24	24	27
1984	21	17	10	16	16	21
1985	17	16	8	18	10	11

Parliament House Annexe : No. of breakdowns

	Lift 1	Lift 2	Lift 3	Lift 4
1983	45	37	42	30
1984	54	40	45	41
1985	12	29	33	33

Parliament House : No. of breakdown lasting one or more days.

Lift Nos.	1	2	3	4	5	6
Total breakdown hours during the year 1984.	18 hrs.	17 hrs.	2 hrs.	68 hrs.	120 hrs.	1 hrs.

Parliament House Annexe

Lift Nos.	1	2	3	4
No. of breakdowns lasting one or more days. Total breakdown hours during the year 1985.	65	83	67	72

The data does not include stoppage of lifts for other works like providing wet riser pipes, servicing and closure during non-session period.”

2.74 When pointed out during the evidence that the Lifts in Parliament House operated in a ramshackle way, the representative of the Ministry explained that the lifts in Parliament House were very old. Asked in which year the lifts were installed, the witness replied that "most of them were installed alongwith the building in 1928....." Regarding preventive maintenance of the lifts, the witness explained :

"For every lift, we have a log book and we have a different system of things that mechanic has to do every morning. But they are electrical equipment and breakdowns cannot totally be avoided."

2.75 The Committee find that there had been frequent breakdowns of lifts in Parliament House and Parliament House Annexe. The Committee do not agree with the stereotyped reply given by the Ministry that the lifts are electrical equipment and their breakdown cannot be totally avoided. In the opinion of the Committee if the preventive maintenance of the lifts is done properly and regularly and the staff deputed to operate them is given the necessary training, the number of breakdowns can be reduced to a considerable extent, if not eliminated altogether. It is very irritating to find the sign "lift out of order" put up at one lift or the other almost every day.

K. Fire-fighting arrangements in Parliament House Estate

2.76 The Committee have been informed that during 1980-81 the fire fighting system of Parliament House Estate was thoroughly reviewed by Fire Adviser to Ministry of Home Affairs. He gave a set of recommendations which were reviewed in various meetings held between Lok Sabha Secretariat, CPWD and Fire Adviser. The action to be taken to implement the recommendations is under various stages of implementation.

2.77 Asked to indicate the progress in this regard, the representative of the Ministry of Urban Development stated during the evidence :

"We have taken action on most of the items. The wet riser system was the most important. This is under installation. Other items are being taken up. The fire warnings for heat and smoke detention have to be fixed inside the chambers. This requires intensive wiring all over the building including stone walls. We are taking this up. We will stick to the dates indicated."

2.78 The Ministry have subsequently informed in a written note the progress in regard to various items of works as follows :

<i>Sl. No.</i>	<i>Item of work</i>	<i>Position</i>
1	2	3
1.	Various types of fire extinguishers etc.	Work completed.
2.	Provision of additional fire fighting and service equipments like portable pumps, emergency lights, protective clothings, breathings equipmets etc.	Work completed.
3.	Providing Fire proof paints over Furniture, furnishings and wooden partitions etc.	A reference was made to CBRI Roorke through L S S. to find out about the fire proof paint. The CBRI intimated that at the moment only white fire proof paints in natural wood colour have not been developed so far. It was therefore, decided in consultation with the L.S.S. not to use white fire proof paints as the painted surface will not go with the door and the status of the Parliament House Estate.
4.	Illuminated exit signs should be provided through out the basement.	The estimates is under preparation. The work will be completed within one month after the receipt of sanction.
5.	All passages leading to nearest exists on all the floors should be provided with illuminated exit signs.	—do—
6.	Manually controlled exhaust fans should be provided to all parts of the basement and fitted with an overriding main control switch for all the fans. This should be connected to the automatic fire alarm system through a relay.	The estimate is underpreparation and will be sent to Lok Sabha Secretariat. The work will be completed within one month after the receipt of the sanction.

1	2	3
---	---	---

- | | | |
|---|--|--|
| 7. Provision of Automatic fire alarm/ smoke alarm in various parts of the building including chambers in both Parliament House and Parliament House Annexe. | | The estimate for the work has been prepared and will be submitted to L.S.S. for sanction. The work will be completed within one year after the receipt of sanction. |
| 8. Pdg. Automatic Sprinkler system in the Sub-station of Parliament House Annexe Building. | | The estimate is under the preparation and will be submitted to Lok Sabha Sectt. for sanction in about month's time. The work will be executed within six months after the receipt of sanction. |
-

2.79 The Committee note that out of 8 recommendations made by the Fire Adviser to Ministry of Home Affairs regarding fire fighting arrangements in Parliament House Estate, only two recommendations have been implemented so far. The Committee feel that this important matter is not receiving the urgent attention it deserves. The Committee want the Ministry to implement the remaining recommendations of the Fire Adviser expeditiously in order to make the fire fighting arrangements in Parliament House Estate foolproof.

L. Caretaking staff :

2.80 The proper maintenance of any building, premises or equipment depends to a very large extent on competent care-taking staff on the job. The Committee have been informed that proposals regarding strengthening of caretaking staff in Parliament House were under examination and that with the acceptance of these recommendations and posting of requisite staff, the caretaking standards are expected to improve.

2.81 Asked when and how was it noticed for the first time that the care-taking staff in Parliament House was inadequate, the Ministry have stated in a note that "the caretaking staff in Parliament House had never been adequate. A comparison was first available when caretaker for Parliament House Annexe was appointed at a gazetted officer level, Caretaker of CPWD is at UDC level."

2.82 Explaining the functions of the caretaking staff, the representative of the Ministry stated during evidence,

"They are responsible for the upkeep and cleanness of the building. The job of the caretaker is quite onerous in the sense that he has to be in the

building by seven in the morning to see that the building is spruced up by nine O'clock. He also has to stay late in the evening if the House sits late. They are not willing to work here because of these reasons. We thought that unless we give them a higher pay scale, they will not be interested to work in Parliament Building. We have some proposals in this direction and they are under examination. We suggested that the care-taker should be at the level of Junior Engineer (Selection Grade) and we also suggested there should be one more post of care-taker, because if hours of work are more, one man cannot be expected to be there all the time. We also suggested that the number of sweepers and farashes should be increased. We made a sample survey to find out the norms or yardsticks regarding the matter in Rail Bhavan and in some public sector units like BHEL and EIL. The public sector units are spending about Rs. 120 one square foot whereas our total maintenance budget comes to Rs. 11 per square foot. In other places also, it is as high as Rs. 40 or Rs. 50."

2.83 Asked how long these proposals had been pending, the Secretary of the Ministry stated :

"They are with us for a couple of months because we wanted to collect all this supporting data from other buildings."

2.84 When asked what was the actual status of the care-taker the Secretary explained :

"We have a cadre of caretakers and they are classified accordingly. The post is of UDC's scale here. As people are not willing to work because of the conditions cited earlier, we proposed a higher pay scale. We have pursued one of our Junior Engineers to take care of this job. Unless we give a higher pay scale, we will not get people to man this job."

2.85 The Committee are most unhappy over the sharp fall in the standard of caretaking of Parliament House. It is rather strange that in a prestigious building like Parliament House the job of caretaker has been entrusted to an official of the rank of Upper Division Clerk and the Ministry in spite of being aware that this is one of the main causes of unsatisfactory upkeep and maintenance of Parliament House Estate have not been able to tackle the problem and to find a suitable incumbent for the post. This is proof enough of the apathy of the Ministry and consequent sorry state of affairs. What surprises the Committee most is the Ministry's own admission that it was all along aware that the caretaking staff in Parliament House had never been adequate. The Committee disapproves of the lakadaisical manner in which the Ministry has been functioning in regard to the staff requirements of Parliament House.

2.86 The committee recommend that the requirement of the caretaking staff at Parliament House should be immediately assessed and adequately strengthened both qualitatively and quantitatively keeping in the view the objective of regular maintenance and upkeep of the prestigious buildings to the best possible standards. In case such a review is to take some time, the post of caretaker should immediately be upgraded to the rank of Junior Engineer and suitable person selected and posted without loss of time. The proposals agreed to after the review for upgradation and/or increase of officers and staff should also be implemented without any loss of time.

2.87 The Committee need hardly emphasise that the lawns and garden areas in precincts of Parliament House should be a model for others to follow as Parliament is the representative and the symbol of sovereignty and freedom of the people of India. People come to Parliament House from all parts of the country and even abroad. The Committee recommend that there should be a separate well-equipped Horticulture Division for Parliament House Estate on the same pattern as exists for the President's Estate and the same norms for staff etc. should be followed.

CHAPTER III

MAINTENANCE OF OTHER BUILDINGS

A. Creation of Maintenance Divisions

3.1 The Committee were informed that Divisions in C.P.W.D. were determined on the basis of workload. There were certain norms fixed by the Finance Ministry, once every three years, by a special work study unit there. On that basis norms were fixed as to how much workload would justify a division.

3.2 When asked about the number of houses under one division, the Director General of Works told the Committee during the evidence :

“about 6,000 houses There will be one EE in charge of the division, which maintains them. He will have four Junior Engineers. So, there are 16 JEs in each division. The distribution of work among JEs is done areawise. We have an enquiry office in each area, headed by a JE. The EE makes selective inspections of the houses. He is supposed to inspect at least 10% of them every year, *i.e.* about 600”.

He added :

“Between 400 and 500 houses in one locality are under the direct charge of each JE. The JE has also to attend to complaints, supervise the work of the contractor who does white-washing etc., prepare bills, maintain registers for purchases etc.”

3.3 In reply to a query of the Committee whether it was humanly possible for one J.E. to visit 400 houses when he was also doing office work and other things like billing etc., the Director General of works stated that it was not possible. He however, added :

“We sanction one division based on maintenance expenditure of a certain amount. Unless we get more of maintenance grants, things may not improve. Instead of 4000 houses earlier, a division now has 5,000 houses.”

3.4 Regarding the items of work done by EEs and AEs, the Director General of Works stated :

“AEs have to prepare estimates for repairs of buildings under their charge ; verify complaints register and study at least 50% of the complaints ; test check measurements made by JEs. They are responsible for accounting things to the head office and to submit monthly

accounts. They are expected to visit at least 50% of the houses. Broadly speaking, about 1,000 houses each of them has to inspect in a year. But they do it very seldom. Each of them inspects about 200 or 300 houses."

3.5 The Committee asked the witness that if the JEs were provided on the basis of availability of fund, rather than on the basis of number of houses, would not a situation arise when he would get such a small fund that practically all the houses would have to be looked after by half number of JEs. The witness stated :

"Our thinking is that once the maintenance Unit is sanctioned for 5000 houses, then that Division should continue to look after those houses. For Construction Division and Maintenance Division and civil works, we are getting the matter studied."

3.6 The Committee then asked what should be the reasonable number of houses under one Junior Engineer. The Secretary of the Ministry stated :

"The present determination is done on the basis of workload. I may also point out that in the case of Construction Division the difference is more than 30 per cent or so. Now, there has not been any satisfactory alternative proposition so far and we have ourselves suggested to the DG that he should get the work study done by an independence agency which can formulate a better and more satisfying norm ; it could be on the basis of sq. ft. area which is to be attended to. For maintenance, whatever criteria they could evolve, we would certainly take it up and get it through the Finance Ministry. It is not that every officer is expected to visit every house. Even in the case of construction, it is not that the Executive Engineer goes and checks every measurement. There is a certain percentage which each officer has to compile. We may increase the staff but this kind of a sample check by the Supervisory staff will remain and the efficiency will depend on how the samples are selected and how intensive and vigilant the checking is. One of the hon. members raised a question about new construction. I entirely agree and we had worked out at the time of the Seventh Five Year Plan our total requirement for meeting the general pool accommodation requirement. Our requirement came to Rs. 1200/- crores. As against that, we have been given an outlay of only Rs. 165 crores that is Rs. 135 for the residential area and Rs. 30 crores for the offices."

3.7 The Committee wanted to know whether it would help if the Divisions were created on the basis of area instead of their being created on the basis of value. The Secretary of the Ministry stated :

"As far as the construction divisions are concerned, the present norms seem to be satisfactory and adequate. In regard to maintenance some

thinking has to be done. So we have to take a considered view, firmly on the basis of the number of housing units and scattered area, how one officer has to look after how many houses, and so on. In certain areas some things may be necessary. As the DG said, he has given this study to an expert body, outside our agency, which may give objective suggestions. But these are broadly the things on the basis of which for the maintenance, at least, some norms have to be evolved."

3.8 Regarding the work study, the Director General of Works informed the Committee :

".....Recently the Minister decided that I should do it ; or I should entrust it to the National Productivity Council or the Institute of Management. It is an outcome of a recent decision of a higher level Committee of Secretaries."

3.9 Asked why the work study was being entrusted to an outside agency, the Secretary of the Ministry stated :

"In order to have a wider acceptability of the projects made in order to have a fresh look at the data which would be supplied, as they are all experts ; the thinking of our Government departments is stereotyped and there is no fresh outlook in our approach. By entrusting it to a specialised body which specialises in management systems and studies, it will have a wider look at the data, we will have their data, their views, as well as the report of an objective outside agency and we would be in a better position to weigh the pros and cons."

3.10 The Committee find that maintenance divisions in CPWD are sanctioned on the basis of maintenance expenditure. If the funds earmarked for maintenance are reduced, the number of houses coming to the share of a Junior Engineer increases. In the opinion of the Committee this is not a sound criterion and has resulted in poor attention being paid to the maintenance of houses. The reason behind the present practice appears to be the increasing tendency for awarding even minor maintenance jobs to contractors or daily wage worker and keeping the permanent employees idle. The Committee feel that instead of creating divisions on the basis of funds earmarked for maintenance it should be done on the basis of covered area. It should also be examined whether it would be economical to have adequate permanent staff who may be properly trained and required to do all maintenance jobs departmentally. The Committee were informed that an expert body had been assigned to specifically go into this question. The Committee hope that sound criterion would be evolved for creating divisions in CPWD.

(B) Work load at various levels

3.11 It has been stated in a memorandum submitted to the Committee that :—

“The present work load with each category of Engineer—Junior Engineer (JE), Assistant Engineer (AE), Executive Engineer (EE), Superintending Engineer (SE) and Chief Engineer (CE)—is much more than what he can properly handle and supervise. Office Procedures are such that comparatively lesser attention than desired can be paid to the actual execution at sites which very adversely affects the efficiency and quality of work. It is, therefore, imperative that existing work load norms at each level are reduced to atleast 75% so that every category of engineer can devote more time to the site work which is the main job of the Engineer.”

3.12 When asked what was the present work load with each category of Engineers on the maintenance side and whether it was excessive, the Ministry admitted in a written reply that the present work load of Engineers was too high to permit adequate supervision of a high level and allow contact at suitable officer level with concerned department/Ministries/Allottees. The Ministry further added that it was proposed to get work load norms examined by a professional body.

3.13 To a question whether there was any proposal to simplify procedures (if necessary by amending the relevant codes) so as to reduce paper work of CPWD engineers, the Ministry have informed that Ranganathan Committee was appointed in 1975 for this specific purpose of modifying CPWD Codes and Procedures but could not undertake this work. At present there was no such proposal.

3.14 When asked to state the norms of work load for different categories of Engineers, the representative of Ministry stated :

“the expenditure for Construction Division of the CPWD was Rs. 166 lakhs. There is a proposal to increase the amount, which is under consideration. The workload norm is fixed for a Division. A Circle normally has 4 Divisions and there is one Chief Engineer for 4 Circles. But in practice, we have a number of Chief Engineers who are looking after even 6 or 7 Circles. No standard yardsticks or norms are laid down except for a general pattern of 1 : 4. In the case of maintenance the norm at present is Rs. 63 lakhs and there is a proposal to increase this also, taking into consideration the escalation of costs and so on. But the main change is in the ratio between construction and maintenance. In 1970 the ratio was maintained at 1 : 3 i.e. if expenditure for construction is Rs. 75 lakhs, for maintenance it is Rs. 25 lakhs. I can give you the exact expenditure later because it is not available with me right now. Now the ratio is changed to 2.25 from 3. This is in regard to civil works. In the case of electrical works it still remains 1 : 3.”

3.15 When asked to state whether paper work with JEs and AEs was heavy, the witness stated :

"The JE has to record measurements in the Measurement Book, for which in the past he was required to record the nomenclature of each item, which used to run into a number of lines. We have reduced this now by having an abbreviated nomenclature for each item. But he has to record measurement. It cannot be dispensed with because a Bill has to be prepared. He prepares an abstract of the Bill in the Measurement Book and passes it on to the Divisional Office. But in practice, the AE will ask JE to prepare the bill in the bill form. This will be done with all the items and quantities. So, he has a lot of paper work."

3.16 Asked when it was proposed to get the work load norms examined by professional bodies, he added :

"The Ministry has asked me to get in touch with 2 or 3 organisations to see whether they are prepared to undertake a study. These institutions are : National Productivity Council, and the Institute of Management. Recently, the Ministry has asked me to formulate proposals. I am in touch with them. Probably, today there is a meeting with the representatives of NPC. I have asked the Chief Engineer to meet them. Similarly, we are in touch with the Institute of Management. After discussions, we will send proposals to Government."

3.17 The Committee pointed out that Ranganathan Committee appointed in 1975 for the specific purpose for suggesting amendments to CPWD Codes and Procedures could not undertake this work and wanted to know what efforts had been made since then to see that these Codes were simplified. The witness stated that Ranganathan Committee had suggested that another Committee should do this job.

3.18 Asked to state the time frame by which the Committee would be appointed, the Secretary of Ministry stated :

"There is a cell which looks after the work pertaining to this Code. This is one of the things which is being emphasised regularly through us and through the administrative departments also. Now it is not as if the CPWD Code revision work is not there. I think Volume I has been revised, the manual has been revised.

Coming back to the question of revision of norms, now at the time when the Ranganathan Committee was there, the norms were different and the norms were revised from time to time. They would be incorporated in the Code and the Manual. That would be shown in an appendix which will show the changes made and all that. The Code will incorporate the basic procedures, the basic guidelines which each officer has to follow and as the Hon. Lady Member has said, simplification is very necessary. In fact all those which can be suggested

by the DG will be incorporated, and it will of course involve to some extent, systems analysis which will be done by this organisation to whom this work will be entrusted. They would also suggest it. But the Code has to be revised periodically."

3.19 When asked to state the specific time frame, the Secretary stated :

"There is a time-frame. We told the Administrative Reforms Division also that this would be done within six months time. This revision of of the Code will have to be finished by them."

3.20 The Committee have been informed that the present workload with each category of Engineers in CPWD was too high to permit proper supervision of a high level and allow contact at suitable officer level with concerned Ministry, Department or allottee. The Committee are surprised at the lassitude on the part of the Ministry even to get the workload norms examined by a professional body within a reasonable time frame, when it knew fully well that such a study would go a long way in ultimately reducing the work load and result in proper supervision of works by engineers. The Committee are unhappy over the undue delay in giving effect to the suggestion of Ranganathan Committee regarding setting up of a Committee to go into amendment of CPWD codes and for suggesting simplification of procedures.

3.21 The Committee hope that matters, both relating to examination of work load norms of different categories of Engineers as also simplification of procedures, will get the urgent attention they deserve, and decided within a reasonable time frame so that some result-oriented changes can be brought about within minimum time.

C. Computerisation of Work Measurement and Accounts

3.22 It has been stated in a Memorandum submitted to the Committee that "presently the Executive Engineers are burdened with a lot of paper work. Every Bill is being entered in the Measurement Book and a number of signatures are required before the actual payment is made to the agency. The measurements are also recorded by the Junior Engineer giving full nomenclature of the items running to pages. It is not uncommon to see the Junior Engineers spending more than half a day on each working day writing in the Measurement Book. It is necessary to introduce other methods to simplify procedure as well as to go in for work processor for billing, computers for storing the accounts of contractors with upto date debits and credits etc."

3.23 The Ministry of Urban Development agreed that there was considerable scope in reduction of paper work with the JEs and AEs, particularly with the use of word processors. The Director General of Works further informed the Committee during evidence :

"We submitted proposals to acquire more word processors because the bills are standardised forms and can be easily prepared with the help of word processors, once we store the format in the processor. The proposal is with the Ministry."

Asked when was the proposal submitted, the representative of the Ministry clarified :

"This proposal was received from the CPWD very recently. I do not remember the exact month. We will be having a meeting on the 5th of this month with the DG, Joint Secretary (Finance) *i.e.* myself. They wanted 60 word processors. With air-conditioning and all that one unit will cost Rs. 2 lakhs. This may be phased out in three years with Rs. 80 lakhs per year. This is being discussed."

3.24 The Committee find that the Junior Engineers and Assistant Engineers in CPWD are burdened with a lot of paper work with the result that they cannot concentrate on their field work. The Ministry agreed during the evidence that there was considerable scope for reduction of paper work particularly by using Word Processors. A proposal for purchase of 60 Word Processors had already been made by C.P.W.D. to the Ministry which is under process.

3.25 The Committee hope that the proposal would be processed expeditiously. The Committee would also urge upon the Ministry to devise other methods so as to reduce the paper work by a considerable extent leaving the Engineers to concentrate on the field work for which they are actually meant.

D. Regular Inspection of Buildings

3.26 The Committee enquired whether the supervisory staff were required to inspect the buildings/houses to locate the defects? If so, what was the prescribed frequency of inspection of officers of various levels and whether it was actually being observed. The Ministry informed in a written reply that the prescribed frequency was as follows :

"Junior Engineer twice a year, Assistance Engineer once a year. This is not followed to the full extent. JE has a large number of quarters between 500 to 1000 in his charge. An AE would have four times the number of quarters a JE has to look after."

3.27 The Committee felt that if the workload was so heavy, the inspection could not be very regular. The Committee therefore asked as to how the Ministry proposed to make the inspection regular. The Secretary of the Ministry replied that they proposed to do so by revision of norms. Asked how long would it take to revise the norms, the witness replied :

"We have referred it to one of the expert bodies. So, as soon as their report is received we will give them three to six months time to give a report may be a month or two thereafter we would implement those recommendations."

3.28 Asked whether there was any system of keeping inspection cards, the Ministry stated in a written reply that the idea of introducing inspection card was welcome as it would bring satisfaction to the client and provide a systematic check for the officers on the labour with regard to attending to complaints in a house. This would however be possible only if the number of houses for AE was substantially less than at present. Clarifying the position further the representative of the Ministry added during evidence that :

"A Junior Engineer at present is looking after even up to one thousand houses in some cases. Some of them have got 600 houses, some have got 700 houses. A Junior Engineer can inspect about 400 to 500 houses if he is given some transport. If the Government help them to provide a scooter or some other conveyance, or if they are given some accommodation in the locality where they work, it will help them to improve the supervision. When I talk of a house, of course, I am talking of a unit. For example, for units like M.P.s' quarters or Ministers' bungalows, at present we have one Division looking after about 1,000 to 1,200 units. A J.E. can look after about 400 to 500 type-II houses. We will however, introduce the inspection cards. At present, the record is kept with us and if the Committee suggests, we will have the inspection cards in duplicate so that one is kept with the occupant of the house and the other we keep with us. We will introduce this system immediately so that whenever a JE or an AE inspects the house, he should record it in the card and keep one copy in the Enquiry office."

3.29 The Committee are unhappy to note that there has been no regular inspection of buildings by the supervisory staff to locate defects in the buildings. Although frequency of inspection of buildings by the officers at various levels has been prescribed, in actual practice this is not being adhered to due to alleged excessive work load with the officers. The Committee are not convinced with this explanation. The Committee hope that after the work load norms have been suitably revised, the inspection of buildings by officers at various levels would be rigorously enforced and monitored and action taken against officers who fail to perform this important part of their job.

3.30 In order to keep a correct record of the work load and give satisfaction to clients, the Committee recommend that a system of keeping an "Inspection Card" with the occupant of buildings/houses be introduced immediately and the inspecting staff, namely, JE, AE or EE, should record his observations on the card at the time of his visit and initial it with date,

A duplicate copy of the inspection card should be kept in the enquiry office. The action taken about the points recorded after inspection should also be recorded in the card.

E. Preventive maintenance

3.31 The Ranganathan Committee (1975) had recommended for preparation of a check-list for preventive maintenance which will help identifying the points to be checked and also simplify the process of such periodical checks.

3.32 During the evidence the Committee enquired whether this recommendation of the Ranganathan Committee had been implemented. The Secretary of the Ministry stated :

“The check-lists are being used ; they are devised by the D.G. For preventive maintenance, there are check-lists.”

The Director General of Works further explained :

‘ We have devised check-lists which indicate the inspection to be carried out by each officer against a proforma—weekly, monthly and three monthly. These lists have been issued for electrical and mechanical installations. On the civil side also, instructions have been given....’

The recommendation of the Ranganathan Committee was that check-lists should be got prepared for preventive maintenance. We found that in the case of electrical and mechanical installations it was absolutely necessary to have such lists in great detail. We have prepared proforma for air-conditioners, lists, etc. Yesterday we informed you about the Parliament House. In the case of civil constructions also, instructions have been given that the various points should be checked for preventive maintenance. There is no detailed check-list here because it is more general in nature. But instructions have been given on the civil side also.”

3.33 Asked how the preventive maintenance was different from the ordinary maintenance, the Director General of Works explained :

“Preventive Maintenance means, before any calamity happens, we attend to it ; suppose we find that something has outlived its life ; immediately we change it. Ordinary maintenance means, we wait till something fails and then we attend to it.”

In regard to buildings he explained :

“In the case of buildings, it is more of a general nature. Before the monsoon comes, we have to inspect the roof ; if the rain water pipe is checked, it will have to be cleaned ; the drains have to be get cleaned.”

3.34 When asked whether this was really being done, he clarified :

"It has to be done. There may be some practical problems because the number of quarters with each officer is so large. But, by and large we go round and see."

3.35 The Committee note that the Ranganathan Committee (1975) had recommended for preparation of check-lists for preventive maintenance in order to identify the points to be checked periodically and also to simplify the process of these checks. The Committee find that while detailed check lists have been prepared for electrical and mechanical installations, this has not been done in the case of civil constructions. The Committee desire that as in the case of electrical and mechanical installation detailed check lists be prepared for civil side also and regular periodic inspections actually carried out to derive gains of preventive maintenance.

3.36 It was brought to the notice of the Committee the electrical fittings, fans and other fixtures replaced in the name of preventive maintenance were of much inferior quality that the fittings and fixtures replaced with result that allottees of the houses felt more inconvenienced after preventive maintenance. The Committee desire that the Ministry may circulate a questionnaire to allottees of all Government houses in New Delhi where electrical fittings have been replaced during the last five years for preventive maintenance and fix responsibility and take suitable steps in the light of data collected.

F. Sanctioning of Work Charged Staff

3.37 The Committee were informed that there was a basic difficulty in maintaining individual assets as the Department had not been getting work charged posts sanctioned for maintenance. This had resulted in non-utilisation of 2,000 newly constructed quarters in Calcutta. Another building constructed for the Zoological Survey of India in Calcutta had remained unoccupied for this reason.

3.38 Asked how long these buildings had been lying unutilised, the Director-General of Works stated during evidence :

"For the last one year two thousand quarters have been lying unoccupied. And a building constructed for the Zoological Survey of India is lying unoccupied."

3.39 The Committee are astonished to find that 2000 newly Constructed Quarters and a building for Zoological Survey of India in Calcutta are lying unoccupied for a considerable period as the Department had not been able to get work charged posts sanctioned, for their maintenance, resulting in non-utilisation of Government assets built at a high cost. Taking into account the fact that residential accommodation is very acute in Calcutta, this must have been causing inconvenience and disappointment to the employees who have been waiting for the quarters to be allotted to them apart from causing loss to the exchequer by way of rent for the accompanon,

3.40 The Committee recommend that immediate steps should be taken to complete the formalities of sanctioning requisite posts etc. so that the buildings constructed at high costs do not remain unoccupied and continue to cause avoidable loss to the exchequer.

G. Inspection of Nizam Palace, Central Government Guest House, Calcutta

3.41 During the visit of the Study Group I of the Committee it was found that the Nizam Palace, Central Government Guest House, Calcutta had not been properly maintained. Many rooms remained vacant throughout the year. It was in 1983 that the premises had last been white-washed and curtains etc. replaced. The Canteen was being run by a private contractor and quality of food served was not of a good standard.

3.42 The Committee are constrained to note the poor standard of maintenance of the Nizam Palace, Central Government Guest House, Calcutta. The Committee feel that the occupancy rate of the guest house remains low as the Central Government Officers' requests for reservation of accommodation in the Guest House are either not confirmed at all even when the accommodation is available, or are confirmed at a very late stage by which time the officials concerned have already made alternative arrangements. The Committee recommend that the system for reservation in the guest house should be properly looked into and improved so that requests for reservations are promptly attended to and reservation confirmed well in time. The Committee also recommend that standard of maintenance of the guest house should be improved immediately, the rooms white washed, furniture polished and curtains washed/dyed or replaced. It should also be ensured that food of reasonably good quality is served in the Canteen of the Guest House at reasonable rates.

H. Productivity in Maintenance.

3.43 The Committee observed during evidence that there was a general impression that productivity in the maintenance of all the work had gone down by 50 per cent. The Committee, therefore, wanted to know if any study had been made in this regard. While agreeing with the observation of the Committee that productivity had gone down, the Secretary Ministry of Urban Development stated that no study had been made. Intervening, the Director General of Works stated :

“The productivity has gone down, because the workers spend lot of their time in thinking about their demands and the dues from the Government. But we have strict instructions that a person who goes for maintenance job has to maintain a note-book and when he comes back he should report to the Junior Engineer. Again, the Junior Engineer, as I mentioned, is very busy and he has got no time to look into the book and see the work done.”

3.44 Asked what action was proposed to increase the productivity, the Director General of works stated :

“We have given instructions to have strict supervision. But since the supervisors are a disgruntled lot, I do not know what effect it will have.”

He further stated :

“There are two points. One has been agreed to by the Secretary and the Finance Department for proportional allotment of money for maintenance. The other one is about ban on recruitment and creation of posts.”

3.45 When the Committee enquired if the ban on recruitment had been lifted, the Secretary explained :—

“As a matter of fact, the ban is operating because of the financial constraints but, at the same time, there is a procedure laid down for creation of new posts. Whichever department feels the necessity for creation of new posts, a proposal has to be formulated and it has to go to the Cabinet for approval. This is the present procedure.”

3.46. The Director General of works further explained :—

“There are two types of departments, operational departments and non-operational departments, sanction for posts can be more easily obtained. Ours is a non-operational departments, operational department. If the airport authorities want any post for the airport, they will get it but even though we are maintaining those airports, we will find it difficult to get the approval.”

3.47 The Committee are deeply concerned to note that productivity in the maintenance works has considerably gone down and nothing has been done to check this trend even when the facts are well known to the administration. During evidence it was revealed by the Ministry that workers spend lot of their time in thinking about their demands rather than doing the work. The Committee consider this state of affairs to be very serious. In their opinion there is clear lack of supervision and some strong action is needed to stop the rot. The Committee recommend that a detailed study should be conducted to identify the specific causes for reduction of productivity on maintenance works and in the light of findings of the study urgent steps should be taken to remedy the situation. In the meantime each employee should be required to maintain daily diary and those found not doing the work allotted to them or delaying it should be severely dealt with and disciplinary action taken against them.

System for Award of Tenders

3.48 The Committee were informed by the Ministry in a note that for annual repairs, tenders were called and work awarded, according to normal procedure generally to the lowest bidder. The Ministry further informed that tenders were sometimes received for rates which were unworkable.

Asked whether the Department had the power to reject unworkable tenders, the Director General of works explained :—

“.....The tendency has been that there is a competition in the maintenance field and the tenderers quote very low rates because they think that they can get away with the sub-standard work. We have no way of rejecting a tender which is very low. Even our officers feel that even if it is really unworkable, it is very difficult for them to satisfy the audit if they reject it.”

3.49 The Committee enquired whether in the context of the present provisions that the unworkable tenders could not be rejected whether any amendment in the rules or procedures was called for or whether it was possible to reject the unworkable tenders in consultation with the next higher authority. The witness then submitted :—

“We would welcome that unworkable tenders should be rejected in consultation with the next higher authority, some such provision should be made.”

3.51 Clarifying the position, the Secretary of the Ministry intervened to say :—

“As a matter of fact there is already a provision. Firstly even when the tenders are invited, there is a condition that the authority, accepting the tender reserves the right to accept or reject any tender and there is a procedure for giving a certificate giving the reasons and justifying the acceptance of a higher tender. The authority can always do it. There is a delegated power when the authority can always give the work to a person other than the lowest tenderer and this power has been delegated to AEs, EEs, SEs and CEs. They can exercise the power. Apart from that I do not know possibly the tendency first is not to take responsibility and take the approval of the higher authority—which has to be discouraged by executive action.”

3.52 When the Committee remarked that in that case even according to the present rules the unworkable tenders could be rejected, the Director General of Works submitted :—

"There is a power to negotiate with the second lowest tenderer. Normally the use of this power is when the lowest tenderer's performance is not good elsewhere and we want to by pass him. The general practice is and we have the power also to negotiate with the second lowest tenderer with the approval of the higher authority. We do not accept the second lowest. We negotiate and try to bring him at the level of the lowest tenderer. Normally we try to award the tender at the lowest rate by negotiations with the second man."

Asked whether the Department had the power to reject the lowest tenderer, when unworkable the Director General of Works stated that they had the power to negotiate with the second lowest tenderer only. Giving interpretation of the rule in this regard he stated that the second lowest tenderer was approached for negotiations in an effort to bring him to the lowest level. The Department tried to negotiate in case where they felt that the tenders were unworkable. He, however, clarified that there was no executive instructions to reject the unworkable tenders. The Secretary of the Ministry at this stage suggested that in case the tenders were 30 or 40 per cent below the CPWD scheduled rates, then they should not be considered.

3.53 The Committee are constrained to find that tenders far below the CPWD rate schedules, though clearly unworkable in actual practice, are being accepted knowing fully well that this would result in use of sub-standard material despite the best supervision. It was revealed during evidence that although the officers had the powers, to reject such unworkable tenders but such powers were not being exercised mainly for the reason that no officer wanted to take the responsibility because later on they have to answer to the audit about such rejection.

3.54 The Committee feel that acceptance of unworkable tenders is mainly responsible for a number of malpractices arising out of collusion of CPWD staff with contractors which could be the main cause of poor maintenance of Government buildings which are valuable national assets. The Committee recommend that the relevant rules should explicitly provide for rejection of unworkable tenders when they are below a particular percentage of the CPWD rate schedules. The Committee would impress upon the Ministry the need for rigorous supervision by the supervisory staff on the quality of material used by the contractors. The Committee also desire that the Department should impress upon the higher supervisory authorities of CPWD to carry out surprise inspections to ensure that no vested interest have been created between the staff of CPWD and the contractors.

J. Separation of Maintenance from construction

3.53 The Ranganathan Committee in its Report submitted on 15th October, 1976, had recommended that in the first instance mainte-

nance should be separated from construction, as the work content of both are widely different and that this may be given effect to first in Delhi where there was concentration of maintenance work. Ranganathan Committee had also stressed the need to set up a zone under charge of an officer of the rank of a Chief Engineer for looking after maintenance of Government assets in Delhi.

3.56 The Ministry have informed the Committee in a written reply that "the principle that as far as possible construction work and maintenance work should be looked after separately is generally acceptable, subject to the requirements of administrative expediency and proper utilization of staff by even distribution of work load. At Circle level also, a separation between construction and maintenance Divisions is being maintained as far as practicable. Sometimes, construction division looks after maintenance of newly constructed buildings till they are taken over by maintenance divisions which is done in the interest of continuity."

3.57 The Ministry has further informed that "this practice of separating maintenance and construction work was adopted as a conscious policy after the acceptance of Ranganathan Committee Report. In places outside Delhi, such separation between construction and maintenance divisions has not been found practicable as the work load would not justify such separate divisions."

3.58 The Committee note that the Ranganathan Committee had recommended that maintenance should be separated from construction as the work content of both was widely different and that this should be given effect to first in Delhi and thereafter in other metropolitan cities. In the absence of any facts placed before the Committee that similar separation was tried at any place outside Delhi, the Committee do not agree with the Ministry that outside Delhi such segregation is not always feasible. The Committee recommend that maintenance should be separated from construction in places outside Delhi especially in the metropolitan cities first on experimental basis and later the position may be reviewed and necessary steps taken.

K. Delegation of financial powers for purchases of Stores

3.59 Officers of various levels in CPWD have been delegated certain financial powers as follows :

Sl. No.	Nature of Power	Designation of the officer	Enhanced power	Previous Authority/ order
1	2	3	4	5
1.	Local purchase of Stores not borne on DGS & D rate/Running Contracts (other than steel)	AE/AEEs	Rs. 500/- per item subject to the ceiling of Rs. 10,000/- in the aggregate in a year.	Minimum of W&H O.M. No. 17013/10/74 EW I dated 11.8.1975.
		E.E.	Rs. 10,000/- per item subject to a ceiling of Rs. 100,000/- in the aggregate in a year.	—do—
		S.E.	Rs. 40,000/- per item subject to the ceiling of Rs. 2,00,000/- in the aggregate in a year per Divn. under the circle in addition to the Power of E.E.	—do—

	<p>DG(W)/C.E.</p>	<p>Rs. 1,00,000/- per item without any limit, full powers to DG(W)EEs to issue proprietary articles certificate whenever considered necessary subject to a copy of each order being endorsed to the Ministry of Works and Housing</p>	<p>Ministry of W & H No. 17013/5/76-EWI dated, 14.5.76. Ministry of W & H No. 17013/5/76-EWI dated 4.8.76.</p>
<p>2. Local purchase of stores borne on the DGS & D Rate/Running contracts.</p>	<p>E.E.</p>	<p>Rs. 10,000/- per item subject to the ceiling of Rs. 50,000/- in aggregate in a year.</p>	<p>Min. of W & H No. 28016/5/76 dated 20.5.78 (issued under CE/Accts. 545.)</p>
	<p>S.E.</p>	<p>Rs. 15,000/- per item subject to the ceiling of Rs. 50,000/- per Division in aggregate in a year.</p>	<p>—do—</p>
	<p>DG(W)/CE</p>	<p>Full powers to DG(W)/CEs in cases of extra-urgency which cannot brook delay provided the rates are at per the same article or articles of similar specifications.</p>	<p>Min. of W & H No. 17013/5/76-EWI dated 14.5.76 and Min. of W & H 17013/5/76-EWI (Pt).</p>

3.60 When during the evidence the Committee enquired why the powers had not been revised so far after 1976 in the light of prior escalation, the Secretary of Ministry of Urban Development stated that the matter was under consideration and it would be finalised in a week's time.

3.61 The Committee are surprised to note, that delegation of financial powers to officers at various levels for purchase of stores have not been revised after 1976 even though there has been substantial price escalation in the meantime. The Committee were informed during evidence that the matter was under consideration and would be finalised in a week's time.

3.62 The Committee hope that the matter has since been finalised and financial powers suitably revised. The Committee would like to be informed about the revised delegation of powers. The Committee also recommend that the delegation of financial powers should be reviewed after every five years to assess whether any change is called for in the light of price escalation.

L. Location of Offices of the Maintenance Divisions

3.63 It has been suggested in a Memorandum submitted to the Committee that the office of the Executive Engineer should be located in the area under his charge. The Assistant Engineers should work in the office of the Executive Engineers instead of having separate offices of their own.

3.64 Giving their reaction to the above suggestion, the Ministry of Urban Development in a note furnished have agreed that it was desirable to have the office of the Executive Engineer located in the area under his charge preferably within the Enquiry Office building.

3.65 The Committee note that office of the Executive Engineer on the maintenance side is not located in the area under his charge. The Committee recommend that in the interest of smooth functioning of the office of the Executive Engineer should be located in the area under his charge, preferably within the Enquiry office building and the Assistant Engineers should also work in the office of the Executive Engineer instead of having separate offices of their own.

M. Flexibility in creation of Posts

3.66 It has been stated in a memorandum submitted to the Committee that the Director General of Works, CPWD should be empowered to create posts on the basis of work load and as there were procedural delays in the creation of posts the Ministry's role should be minimised.

3.67 Reacting to the above suggestion, Secretary Ministry of Urban Development stated :

“This concept itself is not very clear. Now the Director-General is the Head of the Department and his powers are increased. In view of the general economy measure, sometimes there is ban on creation of posts. Sometimes, there are restrictions. There should be relaxation in favour of the D.G. to the general restrictions which are imposed by Government from time to time. We will have to take up this with the Finance-Ministry. But if the other suggestion is that if he finds even within the existing framework, his powers are less than any other Director-General, then this can be taken up.”

The Director-General of Works, CPWD added :

“I agree that the DG is more or less on par with others. The general ban applies. Ours is a Service Department. We got a certain percentage in the name of departmental revenue. For a project of Rs. 15 crores, I have to create a unit. I have to follow the present procedure and go to Cabinet for creation of posts because there is a ban. I cannot create a unit and take up a project. It will take time. Once we undertake certain projects, a certain percentage of that comes to them for establishment as far as the total expenditure of the CPWD is within that percentage. But DG or the Board should be authorised to create extra units to make it flexible so that more projects can be taken up. Otherwise, we are not expanding. Stagnation is increasing and the morale of the Department is going down. We would like you to consider the situation.”

3.68 When asked whether there was any difficulty in executing non-plan work due to this ban on creation of posts, the Director General of Works stated :

“There is a ban on creation of posts. As far as execution of a project is concerned, whether it is a plan or non-plan, it does not make much of a difference to me. For execution, there is no difficulty for the establishment of CPWD, whether we do a plan or non-plan. Work is classified as non-plan expenditure. It is to be sanctioned by the Government.”

3.69 The Committee pointed out that for implementation of certain plan projects some posts had to be created and if the Director General of Works was not in a position to create posts, the execution of Plan Project would be hindered. The Committee, therefore, wanted to know if, on account of this, the plan works were suffering. The Secretary of the Ministry stated :

“The point boils down to this that in case of each project there is a certain item that is, regular staff of CPWD. They are involved. There is work-charged staff. In regard to them, there are restrictions. Ban is imposed and unless it goes to the Cabinet and is cleared, it is a little time-consuming process. These are not sanctioned.

The point is that the percentage of work charged staff is laid down and it forms part of the total project. The work-charged staff could be created by the DG. That is the point which is emphasised here."

3.70 When asked about the additional number of posts that would be required and justification thereof, the Secretary stated :

"When the norms are revised, then there would be a comprehensive idea as to the total set-up of the Department. It is very necessary to complete the projects. The creation of work-charged staff is more important because without them, no work can be done."

3.71 When confronted with the Ministry's written reply that flexibility in creating posts would help greatly in meeting urgent demands which were becoming increasingly frequent, the Director General of Works stated :

"He is referring to work-charged staff which comes under maintenance. We have given work-charged establishment on contract. The requirement is to create units. It means, an Executive Engineer to start with ; if it is a bigger project, then a Superintending Engineer ; if it is a project of Rs. 50 or 60 crores, then a Chief Engineer. If somebody comes to me saying, "I have got a 50-crores project under the Plan for which funds are available ; will you undertake." I cannot do it because my hands are full. If there is a flexibility and I am authorised to create the required posts to undertake that work, then....."

3.72 The Committee find that whenever CPWD, being a service department, undertakes any departmental work, it gets a certain percentage as departmental charges. The Director General of Works, however, cannot create posts required for the execution of work. In view of the general ban on creation and filling up of posts, approval of the Cabinet has to be sought for the creation of required posts which takes considerable time and hinders the implementation of the project. The Committee feel that there should be some flexibility in this regard and the Director General of Works may be empowered in appropriate cases to create and fill up posts of work-charged staff for the departmental works even when the ban on filling up of posts is in operation.

N. Creation of Central Construction Board

3.73 A suggestion had been made by a non-official to the Committee for creation of a Central Construction Board modelled on the lines of the Ordinance Factories Board or the P & T Board.

3.74 During the evidence the Committee asked whether the creation of such a Board would help in improving the standard of maintenance of

buildings. While agreeing with the suggestion the Ministry of Urban Development stated in a written note :

“A Construction Board would provide organisational flexibility and expedite decision making as in the case of Boards in Railways, Posts, Telecom, Ordnance Factories etc. CPWD works for several organisations and ministries. It is also a multi disciplinary department. With a Board, organisational and procedural problems that have been plaguing the department are hoped to be tackled more effectively. A better organised and better managed department would definitely show better performance in maintenance.”

3.75 Explaining the concept the Secretary of the Ministry stated during evidence :

“The concept seems to be that as in the case of the Railways there is a Railway Board and in the case of the P & T there used to be a P & T Board. Now there is a separate Tele-communications Board. Having two independent boards will have several advantages because they would be in charge of one particular discipline each and they can take decisions by inter-facing each other and the movement of files will also be minimal. The Boards will have more autonomy in regard to their functioning and it will facilitate their work. The other point raised by the lady member is whether the Board be called Works Board and not Maintenance and Construction Board. We have placed this concept before the Pay Commission because it is concerned with the organisational and structural changes in the Government set up. If the Committee also supports it, it will further be strengthened.”

3.76 The Committee note that the CPWD being a multi-disciplinary department has no organisational flexibility and has to approach the Ministry for policy decisions, which many a time delays things. In order to provide more autonomy to the Department in regard to its functioning and to facilitate its work, the Committee recommend that a Central Construction Board, should be created on the lines of P&T Board or Railways Board. In the opinion of the Committee a better organised and autonomous Board would definitely lead to better performance not only in construction work but also in maintenance of buildings.

CHAPTER IV

MISCELLANEOUS MATTERS

A. Training of maintenance staff.

4.1 The Ranganathan Committee (1975) had recommended that workers should be trained in more than one trade and for this financial incentives could be given. When asked whether any action had been taken by the Government on this suggestion of the Ranganathan Committee, the Ministry stated in a written reply that "the Ranganathan Committee had recommended that a high level Committee might be set up *inter-alia* to consider the possibility of having the staff trained in more than one discipline. The high level Committee appointed by Government (Harish Chandra Committee) expressed the view that training of workmen in more than one discipline was not needed." Giving reasons for arriving at this decision not to go in for training of workmen in more than one discipline, the Chief Engineer of CPWD (Shri Harish Chandra) stated during evidence that :

"The Committee took up five Enquiry Offices, viz. Sarojini Nagar, Chanakyapuri, Kasturba Nagar, Lodi Colony and R.K. Puram Sector VIII, and analysed the complaints to find out the type and quantum of work which could be entrusted to workmen trained in more than one discipline. The Study revealed that, of the total complaints received in different Enquiry Offices, only five percent merited attention of workmen with multi-discipline background. The study also showed that a mason, plumber or carpenter may need training in more than one additional trade. We also went to the field, to the engineers who are incharge of maintenance ; we went to the Superintending Engineers and also the recognised Unions of workers and elicited their views. As a concept, multi-discipline approach was useful when the workload of a particular type did not justify employment of a workman the whole time. In such situations, training of workmen in more than one trade would enable us to utilise their spare capacity and thereby increase productivity. In almost all the CPWD Enquiry Offices, the number of houses entrusted to the care of an Enquiry Office would require employment of full-time workers in each trade. Considering all this and also the very strong view of the Unions, the Committee came to the conclusion that it would not be worthwhile."

4.2 Expressing their dissatisfaction over the quality of workmen, the Committee stressed the need for adequate training atleast in one discipline as the Committee felt that question of training a workman in more than one discipline could arise only when he was fully trained in the discipline

he was selected for. The Committee also pointed out that the productivity was going down as for example a carpenter could not be employed the whole year. If he got training in other disciplines, then his services could be utilised for other purposes also. The Chief Engineer expressed doubt whether they could impart training to workers even in one discipline. Asked why they were not able to do so, he admitted that they did not have a large number of training organisations. The Secretary of the Ministry intervened to say "there is already a Scheme for setting up a training Institute in Ghaziabad. The land has been earmarked."

4.3 The Committee are unhappy over the quality of workmen employed by the CPWD. Although the Ranganathan Committee had recommended that workers should be trained in more than one discipline, the Committee understand that this recommendation was not accepted by the Government as the Harish Chandra Committee had expressed the view that training of workmen in more than one discipline was not needed. The Committee, however, find that the workers are not properly trained even in one trade because, as admitted by the Ministry during the evidence, they do not have adequate number of training Institutes. The Committee were informed during the evidence that there was a proposal to set up a training Institute at Ghaziabad.

4.4 The Committee recommend that with a view to improving the quality of workmen, training arrangements should be strengthened by setting up more training centres. The training of workers atleast in one trade should be made compulsory and they should be required to undergo training before their actual development on work after recruitment. Those workers who agree to undergo training in more than one trade should be given efficiency bonus of Rs. 50/- per month after successful completion of the training. Persons trained in more than one discipline should be posted in Enquiry offices so that they can attend to complaints pertaining to more than one trade as part of their normal routine.

B. Residential Accommodation for Maintenance Staff

4.5 The Ranganathan Committee in their Report on the revision of CPWD codes had recommended that the essential maintenance staff engaged on maintenance should be provided with residential accommodation in the area of their work so that they could render more efficient service to the clients.

4.6 Asked if this recommendation of the Ranganathan Committee had been implemented, the Director General of Works explained during the evidence :

“The Committee recommended essentially for the maintenance staff. I would request this Committee to consider for the maintenance staff. If they do not reside in the locality which they are maintaining, they will not be able to attend to their work efficiently.”

4.7 The Ranganathan Committee had recommended that the essential maintenance staff engaged on maintenance should be provided with residential accommodation in the area of their work. The Committee note that this recommendation is being partly implemented by the Department.

4.8 In order to enable the maintenance staff to render more efficient service, the Committee recommend that all essential staff deployed on maintenance should be provided residential accommodation near the area of their work.

C. Research and Development Cell

4.9 It was represented to the Committee that there should be a Research and Development Cell to study the functioning of the CPWD.

4.10 Asked to give their reactions to this suggestion, the Ministry of Urban Development stated in their written reply “Central Public Works Department is one of the oldest departments. The Codes and the Manuals are also old. The set up has to be changed with reference to the modern requirements. One of the difficulties pointed out in CPWD system is lack of mechanisation. Changes can be brought about only through research and development cell to examine organisational set up as well as work methods. It should suggest development of the organisation, development of individuals, cadre prospects, work load, change in manuals, codes, forms, systems and procedures”. The representative of the Ministry added during the evidence that :

“At national level, we have these institutions doing basic research in construction industry. But we would like to have a small cell. When there is a problem, we want to study it from our own angle. In maintenance there are a lot of problems. We would not like to undertake research on a large scale. But to know and tackle out day-to-day problems relating to maintenance more effectively, we would like to have a small cell.”

4.11 It is really surprising that although the CPWD is a vast and old Department, it does not have any Research and Development Cell of its own. The codes and the Manuals of CPWD are also very old and need revision and updating in the light of subsequent developments,

4.12 In order to provide basic infrastructure in tackling day-to-day problems relating to maintenance more effectively and efficiently, the Committee recommend that to begin with a small R&D Cell should be set up in the Department.

NEW DELHI ;
April 28, 1986

Vaisakha 8, 1908 (S)

CHINTAMANI PANIGRAHI,
Chairman,
Estimates Committee.

APPENDIX I

(Vide Para 2.2)

EXPENDITURE DETAILS IN RESPECT OF PARLIAMENT HOUSE ESTATE

(Details of Expenditure on Labour, Maintenance including Civil/Electrical/Air-Conditioning and Horticulture Works, Estimates and Norms for Annual and Special Repairs)

(Amount in lakhs of Rupees)

Sl. No.	Description	1980-81	1981-82	1982-83	1983-84	1984-85	Remarks
1	2	3	4	5	6	7	8
1.	Expenditure on labour (casual and regular)						
	Civil*	2.78	2.95	3.49	3.70	4.39	*This relates to expenditure on labour employed on maintenance works only (excluding care taking staff).
	Electrical	5.19	5.67	6.50	7.27	9.49	
	Air-conditioning	3.66	4.73	5.52	6.05	6.36	
	Horticulture	2.10	2.10	2.47	2.75	2.67	
	Total :	13.73	15.45	17.98	19.77	22.91	

1	2	3	4	5	6	7	8
2.	Actual expenditure on maintenance						
	Civil	7.28	7.09	8.95	15.49	18.12	
	Electrical	31.69	30.03	36.28	39.89	42.20	
	Air-conditioning	8.23	7.84	7.72	8.67	8.86	
	Horticulture	2.90	2.81	3.75	3.80	4.37	
	Total :	50.10	47.77	56.70	67.85	73.55	

APPENDIX II

Summary of Observations/Recommendations

Sl. No.	Para No. of Report	Recommendations/Observation
1	2	3
1	1.11	<p>The Committee are concerned to note that maintenance of Government buildings has come to be badly neglected by CPWD. This fact was admitted by the Chief Engineer CPWD when he confessed before the Committee during evidence that "Maintenance has been our weakest area." The Prime Minister of India, some years ago had also mentioned about "the inadequate attention given to maintenance resulting in breakdowns and considerable public disillusionment with the efficiency of Government". The representatives of the Ministry ascribed this poor maintenance mainly to the "low productivity" and "scant discipline" among the workers at the lower level. The Committee totally disagree with this line of thinking and feel that with the same human material as is available, better results could be achieved if there is better training given to the staff, better supervision and element of firm accountability is ensured. Proper maintenance also includes preventive maintenance which, if properly and timely attended to, could prevent, comparatively with small amount of expenditure, minor damage to the buildings furniture/electrical installations from turning into a major one requiring huge funds for repairs/replacements. For example, if a leaking water tap or a water storage tank or a choked drain pipe is not set right immediately although being a minor complaint lodged with the CPWD Enquiry or coming to their notice <i>suo moto</i> during the course of routine inspection, the entire building is likely to get major damage by seepage and thereby, besides great inconvenience to the users of the building, it will require huge funds for plastering and repairing. The Committee regret to note that this has happened in the case of one of the most prestigious build-</p>

ings, e.g. Parliament House itself. The Committee are also of the considered opinion that a solution for maintenance problem of Government buildings cannot be found in handing over the maintenance work to private contractors. During the course of evidence the Committee were informed that a thinking was going on "to utilise more the private sector, i.e. to give contract for maintenance of these houses and we are trying it out as an experimental basis so that the dependence on staff and all the others can be reduced." The Committee consider this move to be most unfortunate. This amounts to abdication of their responsibility. The alleged low productivity, inefficiency, lack of devotion and non-cooperation of the workers should not be the ground for handing over the work for which a permanent machinery exists and there is a separate Government Department, to private contractors. The Committee would like the Ministry of Urban Development to reconsider the matter as awarding the maintenance work to private contractors will prove to be doubly costly. On the one hand the contractor will include the cost of his labour in the amount to be charged by him and on the other, the labour force employed by the Department will not have full work. The Committee may not be wrong in pointing out that there is already a tendency in various CPWD Enquiry Offices to award even minor jobs to contractors or employ casual labour on daily wages for doing the work which their regular staff could and should be in the normal course. The Committee are of the firm opinion that if a system of accountability is introduced and rigorously enforced and the senior officers and supervisory staff put their soul in educating and training the workers, and enforcing discipline in them and make them do the work assigned to them with care the results achieved would be much better than what could be achieved through private agencies. The Committee recommend that immediate steps should be taken to have training/refresher courses for skilled and non-skilled workers and supervisory staff, at least, upto the level of Asstt Engineer. The Committee also like the Government to lay down accountability norms at all levels and impress upon the senior and supervisory officers to improve the supervision in the context of these norms and

1 2

3

ensure quality work in the maintenance of Government buildings. The Committee strongly feel that unless the entire maintenance set-up of CPWD is revamped, work ethos evolved and firm accountability enforced, things are not going to improve.

2 2.7 to
2-10

The Committee are extremely unhappy over the manner in which Parliament building of national importance, which is visited by lakhs of people from all walks of life including high dignitaries from abroad, is being maintained by C.P.W.D. The Committee are pained to note that within a short span of less than sixty years except for its exterior impressive structure the edifice has almost lost its glory due to low standards of maintenance being observed, despite the fact that a large amount of money is being spent on it every year. Deep depressions, cavities and weathering away of the beautiful red stone ; patches and scars throughout the building due to seepage and leakage of water, awful conditions in the basement of the building and bad small in different sectors bear ample testimony to the fact that so called inspections of the building by C.P.W.D. for its maintenance are carried out only as an eye wash without any positive results and even if something is pointed out or complaint lodged, no proper follow up action is taken to set the defects right promptly and within the minimum possible time. The Committee deprecate the tendency on the part of CPWD authorities to advance one excuse or the other to cover up its failure to maintain the building to its original standard. The Committee cannot believe that in the decades gone by no suitable effective solution could be found to remove the defects which have developed. In the present modern and advanced scientific age proper solution to the defects can be found easily and the only thing needed is will on the part of the Department to set things right. The Committee, however, feel that this will is precisely missing for the reasons best known to the Department.

The Committee recommend that regular, intensive and realistic inspections at the level not below the rank of Executive Engineer be regularly and effectively carried out to note specific points requiring attention and imme-

diate effective follow up action should be taken so that this important building is maintained in top condition. A record of the defects noted and the action taken should be available so that if any surprise inspection is made by the Committee or any other agency, responsibility could be fixed for not noticing the defect and removing it earlier. The Committee would like to inspect the building again after the defects pointed out have been removed within a maximum period of three months.

The Committee are perturbed to note that no regular lists of furniture, furnishing and carpets etc. are maintained by the CPWD and there seems to be effective check on the removal and branding the almost new and costly items as 'worn out' and removing them without even informing the user department, for example, in one such case where from Room No. 129, Parliament House Annexe a costly wall to wall carpet, almost in new condition, seems to have been disposed of as 'worn out'. The Committee desire that a thorough enquiry into this matter should be made and finding submitted to the Committee within three months in regard to this and all other similar cases of removal from the precincts of Parliament Estate and disposal of costly items by CPWD. The Committee recommend that rigorous standard and checks should be maintained by the Department to ensure that no malpractices are indulged in. The Committee would also recommend that a fool proof system should be evolved ; room-wise lists of furniture, furnishing and costly electrical items etc. kept and regular surprise inspections carried out at a suitably high level.

The Committee note that whenever any store items beyond a particular value is to be purchased for the Parliament House or Parliament House Annexe, CPWD has to obtain administrative approval and expenditure sanction. But, whenever any store item is to be disposed off, CPWD do not seem to be taking any approval from the user department. The Committee recommend that any store item of Parliament House or Parliament House Annexe should be removed only when the CPWD are asked to do so by the user Department. and in any case,

1 2

3

prior administrative approval must be obtained for disposal just as it is done for purchase.

- 3 2.32 and 2.33 The Committee note that norms of expenditure on maintenance were revised by the Ministry in 1983 on the basis of recommendation made by an expert Committee which was specifically appointed to determine the norms. The Committee also note that although the norms were revised in 1983 yet they were actually based on the figures worked out by the expert committee as on 1.10.1979. The expert Committee had recommend that norms should be updated every year based on the rise in prices indices.

It has to be admitted that proper maintenance of Government buildings is not possible unless requisite funds are made available. The Committee recommend that in order to provide adequate funds for proper maintenance of Government buildings, the norms of expenditure should be realistic and updated every year as was suggested by the Expert Committee taking into account the cost escalations of the materials consumed.

- 4 2.39 to 2.43 The Committee note that a study Team was set up in 1983 by the Ministry to go *inter alia* into the causes of leakage of water from the roof of Parliament House, which in its report submitted in March, 1984 identified the sources of leakages/dampness among others as due to defunct air-conditioning plants ; leaking water connections and water flowing through them ; lack of outlet for water collected in electrical cable ducts on first floor and damage to water proofing treatment at terrace during structural works for central air-conditioning of Parliament House.

The Committee during the course of their inspection of the Parliament House on 5th February, 1986 were pained to see patches due to leakage and dampness in almost all parts of the building occurring for a number of years now more particularly in the Library Sector (1st Floor) and even leakage in the comparatively recently

constructed Reception Office of Parliament House. The Committee found that instead of tackling the root of the problem CPWD have been plastering and replastering the spots affected by the leakages of water and dampness at substantial costs. The repair and plastering work done has left scars all over including electrical fittings. What pained the Committee most was that after completion of plastering and repairs, the senior officers of CPWD failed to pay any attention to these scars and allowed payments to be made to contractors before making them to clean the fittings etc. and remove the mortar deposited on them.

The Committee are surprised at the neglect in maintenance and poor standard of inspection and supervision of a prestigious and historical edifice, which is frequently visited by most important national and international personalities and where the representatives of the Nation sit and deliberate. They can well imagine the standard of maintenance and supervision of other less important Government buildings. The Committee are of the considered view that had there been a high standard of inspection and supervision these defects would either have not occurred at all or would have been detected soon after occurrence for immediate remedial action and not after the damage had been done. The Committee desire that responsibility should be fixed on officers who were responsible for the maintenance and Committee informed of the action taken.

The Committee recommended that most rigorous and high standards of inspection, supervision and maintenance should be observed in Parliament House Estate and other Government buildings complexes like Rashtrapati Bhawan, North and South Blocks in New Delhi.

The Ministry have assured that 60 to 70 percent of the causes listed in the Expert Committee report have already been removed and the balance will be removed after the current Budget Session (1986) of Parliament. The Committee trust that Ministry would strictly adhere to this target. The Committee, however, would like to be informed of the progress made in this regard.

1 2

3

5 2.49

The Committee note that with a view to halting the process of decay of Red Stone in Parliament House Estate two kinds of treatment have been tried by the CPWD. While the external treatment *i.e.* silicone treatment has been claimed to be successful, the result of internal treatment of injecting chemical solution is still under observation. The Committee were informed that for a third alternative, steps were being worked out for replacement, such as in the form of stone veneers and that this work would be taken up as and when necessary. The Committee are of the opinion that considering the overall importance of the Parliament House Estate and the Central Secretariat and President's Estate, for the construction of which red stone has been used, some effective steps are necessary to maintain the beauty of these buildings. Red Fort, Delhi, Red Fort Agra and Fatchpur Sikri are magnificent buildings all built centuries ago with red stone. Since these buildings are being maintained by the Archaeological Survey of India, CPWD must keep liaison with them for finding out latest techniques to maintain the red stone. Till a satisfactory and easily implementable solution is found some interim action should be taken to set right the stone which has weathered away at some places and has developed deep depressions.

6 2.59

The Expert Team set up by the Ministry of Urban Development (Then Ministry of Works & Housing) had recommended in 1983 for supply of furniture of uniform type in Parliament House. The Ministry has also admitted that furniture of uniform type for Parliament House was preferable. The Ministry has however not implemented the recommendation of the expert body as they are awaiting the report of a new Committee set up under the Chairmanship of Minister of Food and Civil Supplies which was looking into various issues connected with a number of buildings including Parliament House. However that Committee has not yet examined the provision of furniture in Parliament House. The Committee, feel that Parliament House, being a prestigious building, should have been separated from other buildings and, if there was a need to do so, a separate Committee should have been set up exclusively for Parliament House. The

1 2

3

Committee, recommend that uniformity of furniture in in Parliament House, within different areas, or group of rooms should be the ultimate aim. However as an interim measure the existing furniture should be so distributed as to ensure that the furniture in each wing or at least in a room was of uniform type. The distribution of furniture at present was not according to these norms and earnest effort should be made to achieve this objective early.

7 2.60

The Committee are not satisfied with the standard of cleanliness of furnishings, curtains etc., in Parliament House and desire that these should be regularly inspected and properly cleaned and where necessary redyed or replaced after fixed-intervals.

The Committee note that standard of polishing of Tables in various rooms is also not upto the mark. The Committee were told that the Architect had advised against polishing of furniture in Parliament House and recommended only waxing. The Committee have no desire to comment on the views of the architect. They however do want the furniture to look neat and shining irrespective of the mode of maintenance or polishing. If increase in frequency of waxing of furniture in Parliament House can achieve the desired result, it should be implemented forthwith.

8 2.61

The Committee are unhappy over the standard of cleanliness and maintenance being observed in the Lady M.Ps Lounge in the Central Hall of Parliament House. This is one more instance of lack of supervision and apathy on the part of CPWD authorities. The Committee desire that all the short-comings in Lady M.Ps' Lounge should be removed immediately and steps taken to ensure that the furniture, fixtures and curtains of the Lounge should be in tip top condition. Regular inspections should be carried out by CPWD to ensure that there is no let off in the proper maintenance of this Lounge.

1 2

3

- 9 2.66 The Committee are greatly concerned that of late
and the standard of cleanliness in Parliament House Estate has
2.67 considerably deteriorated. There have been increase in
the number of complaints regarding appearance of mos-
quitoes, beehives, flies and rats. There has also been no
solution to the menace of birds' droppings which disfigures
the building.

The Committee recommend that concrete steps should be taken in close coordination with NDMC to combat the meance of mosquitoes, bees, flies, rats and birds' in the area and to improve the general standard of cleanliness in Parliament House Estate and the office complexes and buildings nearby.

- 10 2.72 The Committee deplore the poor maintenance of toilet blocks in Parliament House especially in the Library sector. The Committee were informed that there was a system of weekly inspection of Parliament House by officials. The Committee find it all the more surprising as to how the defects in several lavatory blocks were not noticed during the course of weekly inspections. The Committee are aware that Members of Parliament have been making complaints from time to time about poor up keep, foul smell, dirty towels, leaking taps and other deficiencies in the toilets. The Committee therefore cannot but reach the only logical conclusion that the inspections are being done in a perfunctory manner. Trying to give some sort of justification for the poor performance, the Committee were told by the representative of the Ministry that there was only one Assistant Engineer for Parliament House and a building of this magnitude required total inspection at the level of the Executive Engineer. At present there was one Executive Engineer to look after six office buildings. The Committee are not convinced by this explanation. Very senior officers are expected to conduct invariably surprise inspections to ensure that their subordinates are discharging their responsibilities faithfully and efficiently. Even then the Committee desire that the basic requirement for officers and other staff needed to look after proper maintenance of Parliament

1 2

3

House Estate should be gone into by the Ministry on a priority basis and requisite staff strength provided immediately. The Committee also recommend that both regular and surprise inspections of the Parliament House should be carried out at appropriate levels from time to time so that the maintenance of the building is always in the top condition. A record of the points noted in the inspection and action taken to rectify the defects should be maintained. Where records show that the same lapses are being committed time and again severe action should be taken against the officers and staff responsible therefor.

11 2.75

The Committee find that there had been frequent breakdowns of lifts in Parliament House and Parliament House Annexe. The Committee do not agree with the stereotyped reply given by the Ministry that the lifts are electrical equipment and their breakdown cannot be totally avoided. In the opinion of the Committee if the preventive maintenance of the lifts is done properly and regularly and the staff deputed to operate them is given the necessary training, the number of breakdowns can be reduced to a considerable extent, if not eliminated altogether. It is very irritating to find the sign "lift out of order" put up at one lift or the other almost every day.

12 2.79

The Committee note that out of 8 recommendations made by the Fire Adviser to Ministry of Home Affairs regarding fire fighting arrangements in Parliament House Estate, only two recommendations have been implemented so far. The Committee feel that this important matter is not receiving the urgent attention it deserves. The Committee want the Ministry to implement the remaining recommendations of the Fire Adviser expeditiously in order to make the fire fighting arrangements in Parliament House Estate foolproof.

1 2

3

13. 2.85 The Committee are most unhappy over the sharp fall
and in the standard of caretaking of Parliament House. It is
2 86 rather strange that in a prestigious building like Parliam-
ent House the job of caretaker has been entrusted to an
official of the rank of Upper Division Clerk and the
Ministry in spite of being aware that this is one of the
main causes of unsatisfactory upkeep and maintenance of
Parliament House Estate have not been able to tackle the
problem and to find a suitable incumbent for the post.
This is proof enough of the apathy of the Ministry and
consequent sorry state of affairs. What surprises the
Committee most is the Ministry's own admission that it
was all along aware that the caretaking staff in Parliament
House had never been adequate. The Committee dis-
approves of the lakadaisical manner in which the Ministry
has been functioning in regard to the staff requirements of
Parliament House.

The Committee recommend that the requirement of the caretaking staff at Parliament House should be immediately assessed and adequately strengthened both qualitatively and quantitatively keeping in the view the objective of regular maintenance and upkeep of the prestigious buildings to the best possible standards. In case such a review is to take some time, the post of caretaker should immediately be upgraded to the rank of Junior Engineer and suitable person selected and posted without loss of time. The proposals agreed to after the review for upgradation and/or increase of officers and staff should also be implemented without any loss of time.

14. 2.87 The Committee need hardly emphasise that the lawns and
garden areas in precincts of Parliament House should be a
model for others to follow as Parliament is the representa-
tive and the symbol of sovereignty and freedom of the people
of India. People come to Parliament House from all parts
of the country and even abroad. The Committee recommend
that there should be a separate well-equipped Horticulture
Division for Parliament House Estate on the same pattern
as exists for the President's Estate and the same norms for
staff etc. should be followed.

1 2

3

15 3.10 The Committee find that maintenance divisions in CPWD are sanctioned on the basis of maintenance expenditure. If the funds earmarked for maintenance are reduced, the number of houses coming to the share of junior Engineer increases. In the opinion of the Committee this is not a sound criterion and has resulted in poor attention being paid to the maintenance of houses. The reason behind the present practice appears to be the increasing tendency for awarding even minor maintenance jobs to contractors or daily wage worker and keeping the permanent employees idle. The Committee feel that instead of creating divisions on the basis of funds earmarked for maintenance it should be done on the basis of covered area. It should also be examined whether it would be economical to have adequate permanent staff who may be properly trained and required to do all maintenance jobs departmentally. The Committee were informed that an expert body had been assigned to specifically go into this question. The Committee hope that sound criterion would be evolved for creating divisions in CPWD.

16 3.20 and 3.21 The Committee have been informed that the present workload with each category of Engineers in CPWD was too high to permit proper supervision of a high level and allow contact at suitable officer level with concerned Ministry, Department or allottee. The Committee are surprised at the lassitude on the part of the Ministry even to get the workload norms examined by a professional body within a reasonable time frame, when it knew fully well that such a study would go a long way in ultimately reducing the work load and result in proper supervision of works by engineers. The Committee are unhappy over the undue delay in giving effect to the suggestion of Ranganathan Committee regarding setting up of a Committee to go into amendment of CPWD codes and for suggesting simplification of procedures.

The Committee hope that matters, both relating to examination of work load norms of different categories of Engineers as also simplification of procedures, will get the urgent attention they deserve, and decided within a reason-

1 2

3

able time frame so that some result-oriented changes can be brought about within minimum time.

- 17 3.24 and 3.25 The Committee find that the Junior Engineers and Assistant Engineers in CPWD are burdened with a lot of paper work with the result that they cannot concentrate on their field work. The Ministry agreed during the evidence that there was considerable scope for reduction of paper work particularly by using Word Processors. A proposal for purchase of 60 Word Processors had already been made by C.P.W.D. to the Ministry which is under process.

The Committee hope that the proposal would be processed expeditiously. The Committee would also urge upon the Ministry to devise other methods so as to reduce the paper work by a considerable extent leaving the Engineers to concentrate on the field work for which they are actually meant.

- 18 3.29 and 3.30 The Committee are unhappy to note that there has been no regular inspection of buildings by the supervisory staff to locate defects in the buildings. Although frequency of inspection of buildings by the officers at various levels has been prescribed, in actual practice this is not being adhered to due to alleged excessive work load with the officers. The Committee are not convinced with this explanation. The Committee hope that after the work load norms have been suitably revised, the inspection of buildings by officers at various levels would be rigorously enforced and monitored and action taken against officers who fail to perform this important part of their job.

In order to keep a correct record of the work load and give satisfaction to clients, the Committee recommend that a system of keeping an "Inspection Card" with the occupant of buildings/houses be introduced immediately and the inspecting staff, namely, JE, AE or EE, should record his observations on the card at the time of his visit and initial it with date. A duplicate copy of the inspection card should be kept in the enquiry office. The action taken about the points recorded after inspection should also be recorded in the card.

1	2	3
---	---	---

- 19 3.35 and 3.36 The Committee note that the Ranganathan Committee (1975) had recommended for preparation of check-lists for preventive maintenance in order to identify the points to be checked periodically and also to simplify the process of these checks. The Committee find that while detailed check lists have been prepared for electrical and mechanical installations, this has not been done in the case of civil constructions. The Committee desire that as in the case of electrical and mechanical installation detailed check lists be prepared for civil side also and regular periodic inspections actually carried out to derive gains of preventive, maintenance.

It was brought to the notice of the Committee the electrical fittings, fans and other fixtures replaced in the name of preventive maintenance were of much inferior quality that the fittings and fixtures replaced with result that allottees of the houses felt more inconvenienced after preventive maintenance. The Committee desire that the Ministry may circulate a questionnaire to allottees of all Government houses in New Delhi where electrical fittings have been replaced during the last five years for preventive maintenance and fix responsibility and take suitable steps in the light of data collected.

- 20 3.39 and 3.40 The Committee are astonished to find that 2000 newly Constructed Quarters and a building for Zoological Survey of India in Calcutta are lying unoccupied for a considerable period as the Department had not been able to get work charged posts sanctioned, for their maintenance, resulting in non-utilisation of Government assets built at a high cost. Taking into account the fact that residential accommodation is very acute in Calcutta, this must have been causing inconvenience and disappointment to the employees who have been waiting for the quarters to be allotted to them apart from causing loss to the exchequer by way of rent for the accommodation.

The Committee recommend that immediate steps should be taken to complete the formalities of sanctioning requisite posts etc. so that the buildings constructed at high

1 2

3

costs do not remain unoccupied and continue to cause avoidable loss to the exchequer.

21 3.42

The Committee are constrained to note the poor standard of maintenance of the Nizam Palace, Central Government Guest House, Calcutta. The Committee feel that the occupancy rate of the guest house remains low as the Central Government Officers' requests for reservation of accommodation in the Guest House are either not confirmed at all even when the accommodation is available, or are confirmed at a very late stage by which time the officials concerned have already made alternative arrangements. The Committee recommend that that the system for reservation in the guest house should be properly looked into and improved so that requests for reservations are promptly attended to and reservation confirmed well in time. The Committee also recommend that standard of maintenance of the guest house should be improved immediately, the rooms white washed, furniture polished and curtains washed/dyed or replaced. It should also be ensured that food of reasonably good quality is served in the Canteen of the Guest House at reasonable rates.

22 3.47

The Committee are deeply concerned to note that productivity in the maintenance works has considerably gone down and nothing has been done to check this trend even when the facts are well known to the administration. During evidence it was revealed by the Ministry that workers spend lot of their time in thinking about their demands rather than doing the work. The Committee consider this state of affairs to be very serious. In their opinion there is clear lack of supervision and some strong action is needed to stop the rot. The Committee recommend that a detailed study should be conducted to identify the specific causes for reduction of productivity on maintenance works and in the light of findings of the study urgent steps should be taken to remedy the situation. In the meantime each employee should be required to maintain daily diary and those found not doing the work allotted to them or delaying it should be severely dealt with and disciplinary action taken against them.

1	2	3
---	---	---

23 3.53 and 3.54 The Committee are constrained to find that tenders far below the CPWD rate schedules, though clearly unworkable in actual practice, are being accepted knowing fully well that this would result in use of sub-standard material despite the best supervision. It was revealed during evidence that although the officers had the powers, to reject such unworkable tenders but such powers were not being exercised mainly for the reason that no officer wanted to take the responsibility because later on they have to answer to the audit about such rejection.

The Committee feel that acceptance of unworkable tenders is mainly responsible for a number of malpractices arising out of collusion of CPWD staff with contractors which could be the main cause of poor maintenance of Government buildings which are valuable national assets. The Committee recommend that the relevant rules should explicitly provide for rejection of unworkable tenders when they are below a particular percentage of the CPWD rate schedules. The Committee would impress upon the Ministry the need for rigorous supervision by the supervisory staff on the quality of material used by the contractors. The Committee also desire that the Department should impress upon the higher supervisory authorities of CPWD to carry out surprise inspections to ensure that no vested interest have been created between the staff of CPWD and the contractors.

24 3.58 The Committee note that the Ranganathan Committee had recommended that maintenance should be separated from construction as the work content of both was widely different and that this should be given effect to first in Delhi and thereafter in other metropolitan cities. In the absence of any facts placed before the Committee that similar separation was tried at any place outside Delhi, the Committee do not agree with the Ministry that outside Delhi such segregation is not always feasible. The Committee recommend that maintenance should be separated from construction in places outside Delhi especially in the metropolitan cities first on experimental basis and later the position may be reviewed and necessary steps taken.

1 2

3

25 3.61 and
3.62

The Committee are surprised to note, that delegation of financial powers to officers at various levels for purchase of stores have not been revised after 1976 even though there has been substantial price escalation in the meantime. The Committee were informed during evidence that the matter was under consideration and would be finalised in a week's time.

The Committee hope that the matter has since been finalised and financial powers suitably revised. The Committee would like to be informed about the revised delegation of powers. The Committee also recommend that the delegation of financial powers should be reviewed after every five years to assess whether any change is called for in the light of price escalation.

26 3.66

The Committee note that office of the Executive Engineer on the maintenance side is not located in the area under his charge. The Committee recommend that in the interest of smooth functioning the office of the Executive Engineer should be located in the area under his charge, preferably within the Enquiry office building and the Assistant Engineers should also work in the office of the Executive Engineer instead of having separate offices of their own.

27 3.72

The Committee find that whenever CPWD, being a service department, undertakes any departmental work, it gets a certain percentage as departmental charges. The Director General of Works, however, cannot create posts required for the execution of work. In view of the general ban on creation and filling up of posts, approval of the Cabinet has to be sought for the creation of required posts which takes considerable time and hinders the implementation of the project. The Committee feel that there should be some flexibility in this regard and the Director General of Works may be empowered in appropriate cases to create and fill up posts of work charged staff for the departmental works even when the ban on filling up of posts is in operation.

1 2

3

28 3.76

The Committee note that the CPWD being a multi-disciplinary department has no organisational flexibility and has to approach the Ministry for policy decisions, which many a time delays things. In order to provide more autonomy to the Department in regard to its functioning and to facilitate its work, the Committee recommend that a Central Construction Board, should be created on the lines of P&T Board or Railway Board. In the opinion of the Committee a better organised and autonomous Board would definitely lead to better performance not only in construction work but also in maintenance of buildings.

29 4.3 and
4.4

The Committee are unhappy over the quality of workmen employed by the CPWD. Although the Ranganathan Committee had recommended that workers should be trained in more than one discipline, the Committee understand that this recommendation was not accepted by the Government as the Harish Chandra Committee had expressed the view that training of workmen in more than one discipline was not needed. The Committee, however, find that the workers are not properly trained even in one trade because, as admitted by the Ministry during the evidence, they do not have adequate number of training Institutes. The Committee were informed during the evidence that there was a proposal to set up a training Institute at Ghaziabad.

The Committee recommend that with a view to improving the quality of workmen, training arrangements should be strengthened by setting up more training centres. The training of workers atleast in one trade should be made compulsory and they should be required to undergo training before their actual deployment on work after recruitment. Those workers who agree to undergo training in more than one trade should be given efficiency bonus of Rs. 50/- per month after successful completion of the training. Persons trained in more than one discipline should be posted in Enquiry offices so that they can attend to complaints pertaining to more than one trade as part of their normal routine.

1 2

3

30 4.7 and
4.8

The Ranganathan Committee had recommended that the essential maintenance staff engaged on maintenance should be provided with residential accommodation in the area of their work. The Committee note that this recommendation is being partly implemented by the Department.

In order to enable the maintenance staff to render more efficient service, the Committee recommend that all essential staff deployed on maintenance should be provided residential accommodation near the area of their work.

31 4.11 and
4.12

It is really surprising that although the CPWD is a vast and old Department, it does not have any Research and Development Cell of its own. The codes and the Manuals of CPWD are also very old and need revision and updating in the light of subsequent developments.

In order to provide basic infrastructure in tackling day-to-day problems relating to maintenance more effectively and efficiently, the Committee recommend that to begin with a small R&D Cell should be set up in the Department.
